

Guildhall Gainsborough
Lincolnshire DN21 2NA

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AGENDA

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

Planning Committee

Wednesday, 16th September, 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 Emma Bailey
- Councillor Jacob Flear
- 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 - 14)

i) Meeting of the Planning Committee held on Wednesday, 19 August 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/2024/00019 - Land at Carr Lane, Gainsborough (PAGES 15 - 48)
- ii) WL/2026/00566 - Manor Farm, Church Lane, Sudbrooke, Lincoln, LN2 2QH (PAGES 49 - 62)
- iii) WL/2026/00021 - Land Adjacent Holme Farm, Old Forge Lane, West Rasen Market Rasen LN8 3LS (PAGES 63 - 99)
- iv) WL/2026/00430 - 16-18 Oxford Street, Market Rasen, LN8 3AL (PAGES 100 - 121)

7. Determination of Appeals (PAGES 122 - 134)

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 135 - 146)

Paul Burkinshaw
Head of Paid Service
The Guildhall
Gainsborough

Tuesday, 8 September 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 19 August 2026 commencing at 6.30 pm.

Present:

Councillor Ian Fleetwood (Chairman)
Councillor Matthew Boles (Vice-Chairman)
Councillor Emma Bailey
Councillor Karen Carless
Councillor David Dobbie
Councillor Tom Smith
Councillor Jim Snee

In Attendance:

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

Apologies: Councillor Jacob Flear

Membership: Councillor Karen Carless was appointed substitute for Councillor Jacob Flear

Also in Attendance: 6 members of the public

26 PUBLIC PARTICIPATION PERIOD

There was no public participation.

27 TO APPROVE THE MINUTES OF THE PREVIOUS MEETING

RESOLVED that the minutes of the Planning Committee meeting held on Wednesday, 22 July 2026, be confirmed and signed as an accurate record.

28 DECLARATIONS OF INTEREST

On behalf of all Members of the Committee the Chairman declared a non-pecuniary interest in application WL/2026/00514, North Kelsey, advising that a relative of the applicant was a Councillor of the District Council.

Councillor Smith declared that, in respect of application WL/2026/00514, he had previously

received communication regarding the application, as declared at a previous meeting, and had received no further communication since that time.

Councillor Smith also declared that, as the former County Councillor for the area relating to application WL/2025/00667, he had received no communications regarding the application, had made no comment on the matter, and approached its consideration with an open mind.

Councillor Dobbie declared, in relation to application WL/2026/00292, that the application had previously been considered by Gainsborough Town Council. Councillor Dobbie advised that, whilst the Town Council had resolved to support the proposal, he would consider the application before the Planning Committee with an open mind and determine it on its planning merits.

29 UPDATE ON GOVERNMENT/LOCAL CHANGES IN PLANNING POLICY

The Lead Officer advised the Committee that the Government had published a new National Planning Policy Framework earlier than anticipated and that the revised Framework took immediate effect. As a result, the new Framework was a material consideration of critical importance in the determination of planning applications, including those being considered at the meeting.

It was explained that planning decisions continued to be made in accordance with the Development Plan unless material considerations indicated otherwise. However, where Development Plan policies were materially inconsistent with the new national decision making policies, the revised National Planning Policy Framework indicated that such policies should be afforded very limited weight.

The Committee was advised that the revised Framework introduced a distinction between development within settlements and development outside settlements. A presumption in favour of development within settlements now applied, subject to specified criteria, whilst development outside settlements would be assessed against more limited circumstances where development may be considered acceptable.

The Lead Officer advised that an addendum had been circulated to Members ahead of the meeting to reflect the immediate implementation of the revised National Planning Policy Framework and to update references contained within the reports.

Following the update, the Chairman noted that the supplementary information had been published only the previous day, after circulation of the original agenda papers. The Chairman considered it important that all Members had sufficient opportunity to read and consider the additional information before determining the planning applications.

NOTE: The meeting adjourned at 6.37pm and reopened at 8.43pm.

30 WL/2026/00514 - LAND REAR OF LANGMEAD, WEST STREET, NORTH KELSEY, MARKET RASEN

The Committee considered an application seeking planning permission for the erection of one self-build detached dwelling together with associated works on land to the rear of Langmead, West Street, North Kelsey.

The Officer advised that, following the publication of the revised National Planning Policy Framework, it was recommended that the first reason for refusal be amended to include reference to Policy S5 of the National Planning Policy Framework. Members of the Committee were advised that the reason for refusal would therefore conclude that the principle of development in the proposed location would be contrary to Policies S1 and S4 of the Central Lincolnshire Local Plan and Policy S5 of the National Planning Policy Framework, specifically points 1 and 4.

The application was then presented to the Committee, including details of the site location, the proposed development, access arrangements, site photographs, and the relationship of the site to the developed footprint of North Kelsey.

Mr Lawrence, the applicant, addressed the Committee in support of the application. He advised that the proposal was for a self-build dwelling intended for occupation by his family. He stated that the site occupied a sustainable location close to the centre of North Kelsey and was within walking distance of local facilities, including the village school, village green, chapel and public house.

Mr Lawrence further stated that the site should be regarded as falling within the settlement boundary, noting that it was surrounded by residential development on three sides and that nearby properties extended further west than the proposed development. Reference was also made to the updated National Planning Policy Framework and to the absence of any substantial harm arising from the proposal.

In response, an Officer reminded Members that there were no defined settlement boundaries and that the proposal should be assessed against the relevant definitions of appropriate location and developed footprint contained within the Central Lincolnshire Local Plan. Members were also advised that approval of the application could result in setting a precedent for further residential development within the wider paddock area.

During the debate, the Chairman commented that the site visit had been beneficial in understanding the relationship of the site to the wider village and noted its proximity to the village school and other local facilities. The Member expressed the view that the proposed dwelling would be closely related to the existing built form of the village.

A Committee Member expressed the view that, unlike other developments referenced during the debate, the proposal would not represent a continuation of existing frontage development and would instead introduce development behind existing properties. The Member therefore indicated support for the Officer recommendation.

Another Member of the Committee advised that, whilst understanding the points raised in support of the application, concerns remained regarding the scale and siting of the proposal and its impact on the character of the village. Reference was also made to the weight to be afforded to the revised National Planning Policy Framework.

With three votes cast in favour of the proposal and two abstentions, it was agreed that planning permission be **REFUSED** in line with the Officer recommendation.

31 WL/2025/00667 - LAND OFF STALLINGBOROUGH ROAD, KEELBY

The Committee gave consideration to an application seeking planning permission for the installation and operation of a solar farm on land off Stallingborough Road, Keelby.

The Lead Officer explained that the proposal formed part of a cross-boundary application extending into North East Lincolnshire. Members were advised that the Committee's determination related only to the section of the site within West Lindsey, comprising approximately 31.85 hectares of the overall development area. It was noted that North East Lincolnshire Council had granted planning permission for the adjoining part of the development in April 2026.

The Lead Officer presented the application, outlining the proposed layout, landscaping, agricultural land classification, visual impact assessment and proximity to neighbouring properties. Members were advised that the majority of the site comprised Grade 3B agricultural land and was therefore not classified as best and most versatile agricultural land.

The Committee heard that additional perimeter landscaping and woodland planting were proposed in order to mitigate visual impacts and that the planting would mature over time to provide increased screening of the development.

In presenting the recommendation, the Lead Officer advised that both local and national planning policy contained support for renewable energy development and that substantial weight should be given to the benefits arising from renewable energy generation. Members were further advised that the principle of need for such development should not be questioned.

The Lead Officer also advised that, following discussions with the applicant, additional archaeological conditions relating to archaeological investigation and mitigation should be added to any planning permission granted.

Mr Burt, speaking as the landowner, addressed the Committee in support of the application. He explained that the land formed part of a long-established family farming business and advised that income generated from the solar development would support the ongoing viability of the farm and its workforce. He stated that the land proposed for the development was not amongst the most productive agricultural land within the holding and noted the potential for continued agricultural use through sheep grazing. Reference was also made to the proposed landscaping, biodiversity enhancements and the temporary nature of the development.

Mr Bowen, as applicant, addressed the Committee. He advised that the development would generate renewable energy equivalent to that required by a significant number of homes and noted that planning permission had already been granted for the adjoining section of the site within North East Lincolnshire. He explained that feedback received during consultation had informed amendments to the scheme, including additional planting, permissive paths and environmental enhancements. Reference was made to the proposed biodiversity net gain, continued agricultural use of the site, community benefit funding and the Officer recommendation for approval.

Councillor Bierley, speaking as Ward Member, welcomed the progress of the application and expressed the view that a number of concerns raised during the planning process had been mitigated or resolved through engagement between the applicant, landowner and consultees. He welcomed the recognition given to the importance of the local aquifer and chalk stream, the proposed boundary planting and woodland reinstatement, and the biodiversity net gain proposed as part of the development. Reference was also made to the predominantly Grade 3B agricultural classification of the site, the potential for continued agricultural use through sheep grazing, and the protection of existing farming employment together with employment opportunities arising during the construction and decommissioning phases.

Councillor Bierley referred to the proximity of the development to existing and allocated residential sites within Keelby and expressed concern regarding the potential impact of the development on those areas. He also observed that the proposed 40-year operational period appeared lengthy. Reference was made to the cross boundary nature of the proposal, the cumulative impact of solar developments within North East Lincolnshire, the location of the battery energy storage infrastructure and site access within the adjoining authority area, and the proposed five year commencement period in light of strategic electricity transmission reinforcement works required before electricity could be exported from the site.

During the debate, clarification was sought regarding the implications of the revised National Planning Policy Framework and the weight to be afforded to renewable energy developments. The Officer advised that Policy S14 of the Central Lincolnshire Local Plan remained consistent with national policy and that substantial weight should be given to the benefits arising from renewable energy generation.

Clarification was also sought regarding fire safety considerations. The Officer advised that the relevant fire and rescue authorities had been consulted and that no objections had been raised.

A Member of the Committee sought clarification regarding community benefits associated with the proposal, the Council's interest in the site, planning application fees, decommissioning arrangements and the future management of the site. In response, the Officer advised that community benefit arrangements could not form part of the planning balance and would be addressed separately. Clarification was also provided in relation to the planning application process, the temporary nature of the development and the requirement for an approved decommissioning strategy.

Another Committee Member sought clarification regarding decommissioning arrangements and the restoration of the site following the operational life of the development. The Officer

explained that a decommissioning scheme would be required and would be subject to approval by the relevant planning authority.

A Member of the Committee raised a question regarding the replacement and disposal of solar panels during the operational life of the development. In response, the Officer advised that a condition relating to the future management and replacement of equipment could be incorporated if Members considered this necessary.

With no further comments, the proposal to approve the application, subject to the conditions contained within the updated report together with additional conditions relating to archaeological investigation and mitigation and a decommissioning strategy including a programme of removal and restoration works, was duly seconded and voted upon. It was therefore agreed that planning permission be **GRANTED** subject to the following conditions:

Recommended Conditions:

1. The development hereby permitted must be begun before the expiration of five 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 Habitat Management and Maintenance Plan (HMMP) in accordance with The Biodiversity Net Gain Assessment carried out by Clarkson & Woods Ecological Consultants (February 2026) is to be submitted to and approved in writing by the Local Planning Authority. The HMMP shall relate to all 'significant' biodiversity gains on site and must be produced in accordance with sections listed below:
 - 2.1. a non-technical summary;
 - 2.2. the roles and responsibilities of the people or organisation(s) delivering/monitoring the HMMP;
 - 2.3. the details of funding, resources and mechanisms for long term delivery of the HMMP.
 - 2.4. the planned habitat creation and enhancement works for the initial completion period and date by which the initial works will be completed;
 - 2.5. the management measures to maintain habitat for a period of 30 years from the end of initial habitat creation.
 - 2.6. the monitoring/reporting methodology and frequency in respect of the retained, created and/or enhanced habitat to be submitted to the local planning authority on years 1,5,10,15,20,25,30. All reports must be submitted no later than September 1st on each reporting year (reports must be completed by a suitably qualified ecologist)

2.7.the mechanisms of adaptive management and remedial measures to account for changes in the work schedule to achieve required targets.

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

3. No development shall take place until a written Ecological Mitigation & Enhancement Plan (EMEP) in accordance with is submitted to and approved in writing by the local planning authority. The EMEP shall include: -

- A plan showing habitat protection zones
- Details of any precautionary method statements for protected species
- Details of a sensitive lighting strategy
- Details, specification location of measures to provide access for movement of wildlife across and around the site to include wildlife access points at frequent intervals in all fencing
- Details, specification and location of the following species enhancements incorporated across the site:
 - A range and variety of post/tree mounted bird boxes
 - A range and variety of post/tree mounted bat boxes

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.

4. Notwithstanding the detail contained within the application, prior to their installation on site, details of the proposed materials, size, colours and finishes of the solar panels, frames, fencing, buildings and equipment on the site shall be submitted to and approved in writing by the local planning authority. Thereafter, the development shall be carried out in accordance with the approved details and maintained as such for the lifetime of the development.

Reason: To ensure the satisfactory appearance of the development upon completion in the absence of precise details accompanying the application, in accordance with the National Planning Policy Framework and local policy S5, S14 and S53 of the Central Lincolnshire Local Plan 2023-2043.

5. No development shall take place until a detailed Landscape and Ecology Strategy Plan and Landscape Planting Phasing Plan based on the Indicative Landscape and Ecology Strategy Plan ref. AW0274 - PL - 02 Rev C and the Landscape Phasing Plan ref. ref. AW0274 - PL – 03 has been submitted to and agreed in writing by the Local Planning Authority.

The agreed landscaping scheme and phasing/timescales shall be implemented on the site in accordance with the approved Landscape and Ecology Strategy Plan and Landscape Planting Phasing Plan.

Reason: To ensure the satisfactory appearance of the development and proposed landscaping plan upon completion in the absence of precise details accompanying the application, in accordance with the National Planning Policy framework and local policy S5, S14 and S53 of the Central Lincolnshire Local Plan 2023-2043.

5.1. No new development (including enabling works), or demolition works, shall take place until an Archaeological Mitigation Strategy for the protection of archaeological remains is submitted to and approved by the Local Planning Authority. The Archaeological Mitigation Strategy will include provision for further appropriate archaeological Written Schemes of Investigation as required to meet the strategy. These written schemes of investigation shall include the following:

- I. An assessment of significance and proposed mitigation strategy (i.e. preservation by record, preservation in situ or a mix of these elements).
- II. A methodology and timetable of site investigation and recording
- III. Provision for site analysis
- IV. Provision for publication and dissemination of analysis and records
- V. Provision for archive deposition
- VI. Nomination of a competent person/organisation to undertake the work
- VII. Provision for publication, dissemination and engagement proposals. This should detail how the needs of relevant audiences will be met, including how the results may be usable for subsequent research.

The scheme of archaeological investigation must only be undertaken in accordance with the approved details. The applicant will notify the Local Planning Authority of the intention to commence at least fourteen days before the start of archaeological work in order to facilitate adequate monitoring arrangements.

Reason: To ensure the preparation and implementation of an appropriate scheme of archaeological mitigation in accordance with the National Planning Policy Framework.

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

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

- Site Location Plan ref. 01 Rev A
- Site Layout Plan ref. ref 02 Rev A
- Solar Panel Mounting Structure Detail ref. 04
- Power Conversion Unit ref. 06
- Deer Fence and Gate Details ref. 08
- CCTV ref. 10
- Indicative Landscape and Ecology Strategy Plan ref. AW0274 -PL -02 Rev C - Proposed Landscape Phasing Plan ref. AW0274 -PL -03

The works must 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 local policy S5, S14 and S53 of the Central Lincolnshire Local Plan 2023-2043.

7. The development hereby approved shall be temporary, and shall cease use within 40 years from the date of the first exportation of electricity from the site ('the date of first export'). The applicant, or their successor in title, shall, within 1 month of first export, notify the local planning authority in writing of the date of the date of first export.

Reason: To confirm the proposed 40-year temporary period of the permission for the avoidance of doubt and in the interests of proper planning.

- 7.1.A report of the archaeologist's findings following the scheme of archaeological investigation required by condition 5A shall be submitted to the Local Planning Authority and the Historic Environment Record Officer at Lincolnshire County Council within 6 months of the works hereby given consent being commenced unless otherwise agreed in writing by the Local Planning Authority. The condition shall not be discharged until the archive of all archaeological work undertaken hitherto has been deposited with the County Museum Service, or another public depository willing to receive it, and until any relevant analysis, publication and dissemination agreed in relation to condition 1 has been undertaken.

Reason: In order to ensure that satisfactory arrangements are made for the investigation, retrieval and recording of any archaeological remains on the site, as well as the publication and dissemination of the results. This condition is imposed in accordance with the National Planning Policy Framework.

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

8. Within a period of 39 years and 6 months following the date of first export of electricity from the site, and no less than six months before the temporary use is ceased, a scheme for the decommissioning of the solar farm and its ancillary equipment shall be submitted to and approved in writing by the local planning authority. The scheme shall include details of:
 - how the land is to be restored and shall include a programme for the completion of the decommissioning and restoration works, including a date by which the decommissioning and restoration works will have been completed in their entirety;
 - how it shall make provision for the removal from the land of the solar panels and associated above-ground works approved under this permission;
 - the management and timing of any works;
 - a traffic management plan to address likely traffic issues during the decommissioning period, and
 - an environmental management plan to include details to be taken during the decommissioning period to protect wildlife and habitats.

Thereafter, the decommissioning of the solar farm shall be undertaken in accordance with the approved details and timings.

Reason: To ensure the decommissioning phase is completed with limited disturbance to the local area and the site is restored to its former appearance and use to accord with the National Planning Policy Framework, local policies S5, S14, S47, S53 and S56 of the Central Lincolnshire Local Plan 2023-2043.

9. Notice in writing shall be given to the Council within 15 working days of the Initial habitat creation and enhancement works as set out in the Habitat Management and Monitoring Plan (HMMP) being completed.

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

10. The Habitat Management and Monitoring Plan (HMMP) submitted and approved as part of condition 2 must be strictly adhered to and implemented in full for a minimum of 30 years following the initial completion period approved pursuant to condition 9.

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

11. Within a period of no less than 12 months following the first date of export, an operational environmental management plan shall be submitted to, and agreed in writing with the Local Planning Authority. This shall include a strategy for the management and maintenance of replacement solar photo-voltaic panels during the operation of the scheme. The scheme will detail the expected failure / replacement rate of the panels and will include a waste management strategy for their removal. The development shall thereafter operate in accordance with the agreed scheme.

Reason: To ensure the scheme is managed in a sustainable manner and in the interests of the environment, in accordance with the National Planning Policy Framework.

31a WL/2026/00292 - 33 MARKET STREET, GAINSBOROUGH

The Committee gave consideration to an application seeking planning permission for the conversion of existing office accommodation to one residential apartment at 33 Market Street, Gainsborough.

The Officer advised that, as the proposal represented a departure from the Development Plan, the application would require advertisement as a departure for a period of 21 days. It was therefore recommended that, subject to the Committee's decision, authority be delegated to Officers to issue the decision following completion of the required statutory publicity process.

The application was presented to the Committee, including details of the proposed conversion of the existing office accommodation to residential use, associated internal alterations and replacement windows to the rear of the building.

During the discussion, the Vice-Chairman sought clarification regarding representations relating to ownership and access rights affecting part of the site. The Officer referred Members to the information contained within the report and advised that the applicant's agent had confirmed that the occupiers of the adjoining property retained rights of access to an existing toilet area at the rear of the building.

With no further comments, the proposal to grant planning permission, subject to the conditions set out in the report, and to delegate authority to Officers to issue the decision following public notice of the application as a departure from the Development Plan, was duly seconded and voted upon. It was therefore agreed that planning permission be **GRANTED**, with authority delegated to Officers to issue the decision following completion of the required publicity process. Planning permission was 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:

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 drawing PA -101 -A -B -GA -PP Rev B dated 06/07/26. 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.

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

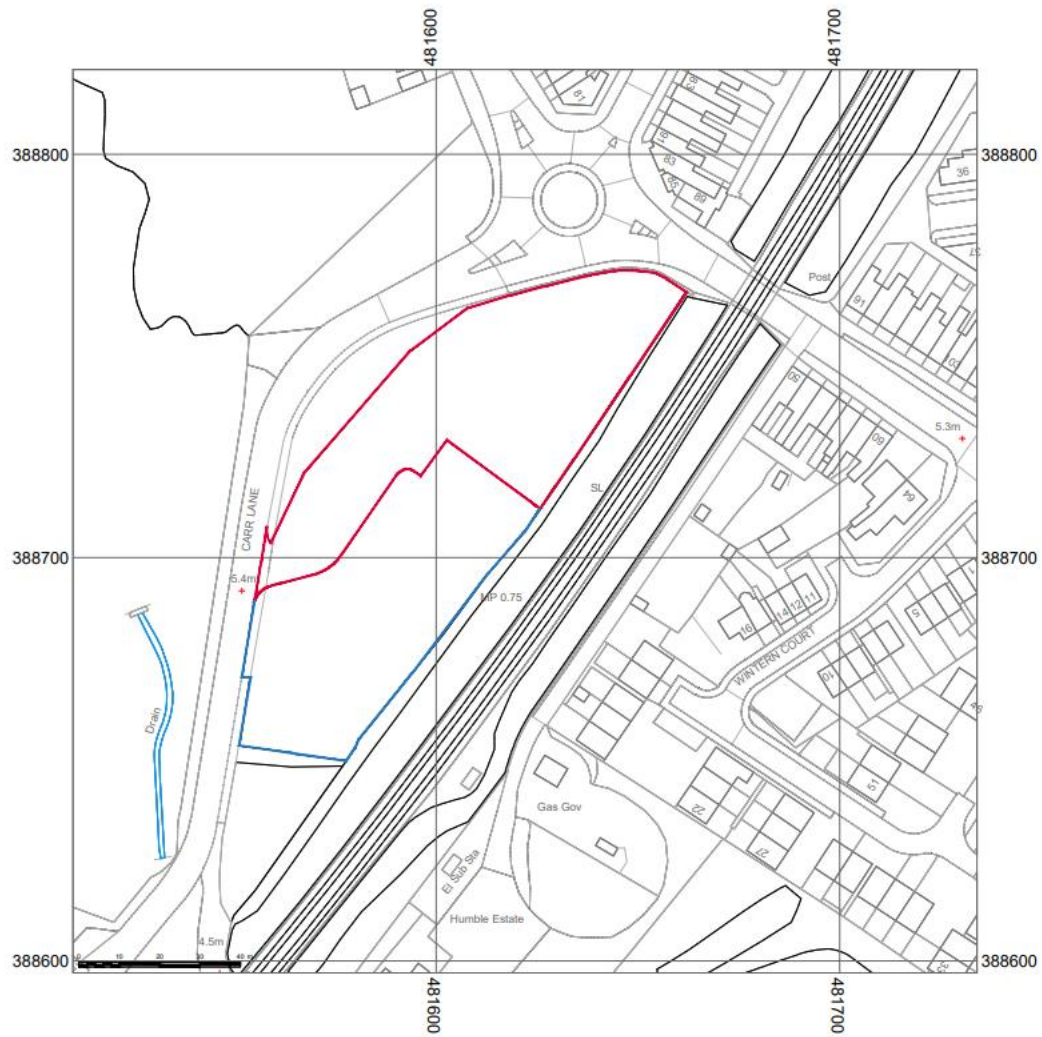
None.

32 DETERMINATION OF APPEALS

There were no determination of appeals to note.

The meeting concluded at 7.45 pm.

Chairman



LOCATION PLAN - 1:1250

OFFICERS REPORT

PLANNING APPLICATION NO: WL/2024/00019

PROPOSAL: Planning application for 1 drive-thru commercial unit facility with associated access, parking, servicing, landscaping and infrastructure.

LOCATION: Land at Carr Lane Gainsborough Lincolnshire

WARD: Gainsborough South West

WARD MEMBERS: Cllr Miss J S McGhee; Cllr T V Young

APPLICANT NAME: Cliff Court (Redcar) Developments Ltd

TARGET DECISION DATE: Extension of time agreed until Friday 18th September 2026

CASE OFFICER: Josh Turner

Recommended Decision: Grant planning permission subject to conditions

This application has been referred to the Planning Committee because it would lead to a biodiversity net loss and would therefore, if approved, be a departure from policy S61 (Biodiversity Opportunity and Delivering Measurable Net Gains) of the Central Lincolnshire Local Plan (2023).

Description and Proposal:

Planning permission, in full, is being sought for a single “drive-thru commercial unit” (use class E – commercial, service & business) with associated access, parking, servicing, landscaping and infrastructure.

This has been amended during the consideration of the application, when two 'drive-thru' commercial units (class E) and a car rental facility (sui generis use) had been initially sought.

The application site is located within Gainsborough (South West Ward) off Carr Lane, to the immediate south-west of the A156 (Lea Road) and Ashcroft Road roundabout. If entering Gainsborough from the south (Lea), the site is on the left side of the road.

The site is not subject to any site specific allocation in either the Central Lincolnshire Local Plan (CLLP) or Gainsborough Neighbourhood Plan (GNP). The land on the opposite side of Carr Lane is allocated for housing development (site WL/GAIN/019).

The application site comprises undeveloped land. The site is located between Carr Lane and the railway line. It would measure approximately 0.33Ha in area. The accompanying statement says *“The site was last used for general industrial purposes (Use Class B2), albeit the site has since remained vacant and cleared for a number of years.”*

The amended scheme proposes a single 'drive-thru' unit to the northern part of the application site, with access taken directly off Carr Lane. The scheme would include 30 parking spaces (comprising 20 'standard' spaces; 6 EV spaces; 2 'accessible' spaces; 2 motorcycle spaces).

The accompanying Design & Access Statement indicates that this would be occupied by a national Coffee chain.

The proposed building would have a gross internal floorspace (GIA) of 170 square metres, and an external footprint measuring approximately 20 metres (m) wide by 10m deep, and would be single storey.



The application was received in May 2023. Delays in determining the application have arisen as officers have sought to work with the applicant on matters resulting from an anticipated loss in net biodiversity value; and viability concerns that arise with meeting the requirement to purchase off-site biodiversity credits.

Relevant Planning History

129187 - Planning application for erection of 6no. retail units-units 1 and 2 for Class A1 and units RU3-RU6 for use classes A1, A3 and A5-together with associated access, car parking and landscaping. Permission granted 5th July 2013.

Representations:

Chairman/Ward member(s): No comments received.

Gainsborough Town Council: 27.06.2023 : The Committee resolved to raise concerns regarding the increased traffic generation and highway safety on the roundabout.

Local residents: 25 Wintern Court Gainsborough

We object to this application on safety grounds, We live just under the railway bridge were this development is planned to be sited. There is currently a development on the opposite corner of new houses and flats being built which will also impact on the volume of traffic passing our road end in Wintern Court, At the moment it is difficult to get out from our road end onto Lea Rd as it is. I am also on Gainsborough Town Council Planning Committee were i will also be putting in an objection to this proposal on Safety Grounds. I think what is needed now is a up to date Traffic road survey as there is more traffic using Lea Rd and the Carr Lane roundabout than the last survey was done for this development.

LCC Highways and Lead Local Flood Authority:

10.07.2023 : Recommendation: Grant with conditions.

This is a minor planning application for two drive-thru units and a car rental facility. The site is accessed via Carr Lane, utilising an existing vehicular access which will require upgrading to serve the proposed development. An additional pedestrian access point will be created on the pedestrian desire line near the uncontrolled pedestrian crossing at the roundabout. Adequate car parking and space for queueing, servicing and manoeuvring is proposed within the site curtilage. The applicant proposes to install 8 cycle parking spaces, which we recommend is increased for the purposes of serving all three units sufficiently.

As Lead Local Flood Authority, Lincolnshire County Council is required to provide a statutory planning consultation response with regard to drainage and surface water flood risk on all Major applications. This application is classified as a Minor Application and it is therefore the duty of the Local Planning Authority to consider the surface water flood risk and drainage proposals for this planning application.

Conditions are recommended that require a tactile crossing and an improvement to existing bus stops are carried out. Informatives are also recommended.

Environment Agency:

The previous use of the proposed development site as general industrial land and the adjacent, off-site potential sources of contamination present a potential risk of contamination that could be mobilised during construction to pollute controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site overlies Alluvium and the Mercia Mudstone formation which are classified as secondary A and secondary B aquifers respectively.

22.09.2023 : We have reviewed the submitted flood risk assessment (FRA) and are satisfied it meets the requirements of the National Planning Policy Framework. We therefore **withdraw our previous objection**, dated 12 June 2023 (ref: AN/2023/134407/01-L01), subject to the conditions in relation to flood risk and contamination. Five conditions are recommended.

12.06.2023 : In the absence of a flood risk assessment (FRA), we object to this application and recommend that planning permission is refused.

Reason The application site lies within Flood Zone 3, which is land defined by the planning practice guidance as having a high probability of flooding. The National Planning Policy Framework (paragraph 167, footnote 55) states that an FRA must be submitted when development is proposed in such locations

Tree and Landscape Officer: The proposed soft landscaping scheme provides a good mix of trees, shrubs, and hedges, with an area of wildflower/meadow mix. It provides a selection of natives and ornamentals for feature and biodiversity. The sizes will provide some instant impact and should grow to increase green feature and amenity.

Conclusion

I have no objections to the proposed planting – the planting is appropriate for the site and all necessary information has been provided to clarify what the proposed planting would be. Details for aftercare of the soft landscaping should be required to cover its maintenance/management for the 5 years following planting, including replacement of any failures. Wildflower/meadow areas require quite specific management to prevent the wildflowers being lost within a few years and the area reverting to grass due to being mowed at inappropriate heights and/or times of year. Management of the meadow mix areas should be provided for approval.

LCC Archaeology:

26.6.23

Have had regard to previous planning advice on site which stated "*Whilst the site is within the area of the port of Gainsborough, the majority of it has been disturbed by modern deposits relating to the former works and its demolition. Therefore no further archaeological input is required on this site.*"

Would therefore advise that further archaeological input is not required.

24.5.2023:

The site lies to the south of Gainsborough, an area which saw industrial development in the 19th century. Within the plot of the proposed development was an iron works which was demolished at some point between 2008 and 2012 with the construction of the adjacent roundabout. The previous presence of a 19th century industrial building does not preclude the potential for the presence of earlier heritage assets.

The proposed development comprises residential development comprising 2 drive-thru commercial units and associated works including landscaping, drainage, roads and services. Groundwork's associated with the development will have a significant impact on any surviving archaeological remains, resulting in total or partial loss. The applicant has not provided an assessment of archaeological/heritage potential for the site as required in the NPPF (paragraph 194).

Recommendation: Currently there is insufficient site-specific archaeological information on the site, I would therefore recommend that further evaluation is necessary to inform an appropriate planning recommendation and if necessary, a fit for purpose mitigation strategy for this site. I recommend that applicant provide a

Heritage Impact Assessment to include trial trench evaluation. This will aim to identify the presence/absence, significance, character, depth and date of any archaeology present within the site and provide clear evidence for an appropriate mitigation strategy if necessary and if consent is subsequently granted.

Economic Growth Team: In principle and subject to all normal planning considerations including the important sequential testing associated with town centre use which seeks to protect, support and enhance the health and vibrancy of primary retail areas, the Economic Growth Team are supportive of this application.

This is a visually prominent vacant brownfield site that hasn't secured development to date despite being marketed for a considerable period. The site sits in a gateway location on a junction of the main north-south route through the town, close to the river. Its development therefore has the potential to enhance the image of the town at this key gateway. Development in this area and along the neighbouring urban river front supports both the significant active regeneration programme ongoing within Gainsborough's historic town centre, and the growth and regeneration vision for wider Gainsborough which encompasses renewal of the town centre, improvements to the public realm and significant housing growth via delivery of two sustainable urban extensions. These initiatives form part of the Council's wider Corporate Plan, Economic Growth Strategy 2025-2030 and underpin the growth aspirations for the town as set out in the Central Lincolnshire Local Plan 2023.

A key theme within the WLDC Economic Growth Strategy 2025 is the importance of a thriving West Lindsey economy where everyone can contribute to and benefit from economic success, leading to more diverse, equitable and sustainable communities. The site sits within the Southwest Ward of Gainsborough which experiences high levels of economic inactivity alongside deprivation in terms of health, education and skills. The proposal indicates the generation of up to 55 jobs in total (a mixture of part-time and full-time roles) which could offer new employment and skills opportunities within an active travel distance for residents of this ward and neighbouring wards. The location is also easily reached by existing public transport services and sustainable transport methods from across the wider town.

We welcome the inclusion of a car rental drop off/collection location which as well as introducing a new national chain to the business ecosystem within Gainsborough will provide choice and facilities for both residents and visitors in a location that is accessible from both the bus and rail stations. The visitor economy sector across the district is worth £172m annually, the WLDC Visitor Economy Strategy 2022 seeks to attract more visitors and encourage people who are already visiting to stay longer, explore further and spend more during their trip. The option to easily collect a and return a hire car within the periphery of key transport hubs has the potential to support this.

Principal Ecology and Wildlife Officer :

The site has identified presence of priority habitat mainly Open Mosaic Habitat on previously developed land (OMH) this is a significant constraint.

Given site layout it will not be practical to enhance or retain OMH onsite. The application is pre-statutory BNG but is subject to Local Plan policies 60, 61 (the site is not located within the biodiversity opportunity mapping so any such compensation could be delivered elsewhere in the district) and NPPF.

S60 Part Two: Species and Habitats of Principal Importance All development proposals will be considered in the context of the relevant Local Authority's duty to promote the protection and recovery of priority species and habitats. Development should seek to preserve, restore and re-create priority habitats, ecological networks and the protection and recovery of priority species set out in the Natural Environment and Rural Communities Act 2006, Lincolnshire Biodiversity Action Plan, Lincolnshire Geodiversity Strategy and Local Nature Recovery Strategy. Where adverse impacts are likely, development will only be supported where the need for and benefits of the development clearly outweigh these impacts. In such cases, appropriate mitigation or compensatory measures will be required.

S61 All qualifying development proposals must deliver at least a 10% measurable biodiversity net gain attributable to the development.

NPPF 187. Planning policies and decisions should contribute to and enhance the natural and local environment by: d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures and incorporating features which support priority or threatened species.

Given the lack of locally available (within WL and Wider Greater Lincolnshire) of OMH and this application being pre-statutory we could consider application of BNG "RULE 4" and allow variation to the trading rules (allowing for compensation via non OMH habitat) if any proposed habitat is of a high distinctiveness and can be evidenced to support similar species assemblages. Any such site would need to be secured via a s106 agreement and registered as a Biodiversity Gain site and subject to monitoring via the LPA (should the applicant have land in mind I am happy to consider its appropriateness and explain the process on how an agreement could be reached) To understand the assemblages support by the site, further protected species surveys will be required. Government guidance outlines the following surveys when OMH is present: Badgers, wild birds, reptiles, invertebrate and protected plants, fungi and lichens. Should no local solution be available last resort would be statutory credits, but this may well impact development viability as current costs would place the credit requirements at £367,920 (excluding VAT)

Network Rail: (Summary of comments with full details available on our website) Network Rail has **no objection** in principle to the development, and also sets out detailed requirements which they consider must be met and state " *It should be noted that adjacent railway accesses must be kept clear and unrestricted at all times both during construction and subsequent site operations. Access is required on a 24/7 basis for operational railway maintenance, inspection and emergency purposes.*"

It is imperative that drainage associated with the site does not impact on or cause damage to adjacent railway assets. Recommend condition for a surface water drainage strategy.

The developer must provide a suitable trespass proof fence adjacent to Network Rail's boundary (approx. 1.8m high) and make provision for its future renewal and maintenance. Network Rail's existing fencing/wall must not be removed or damaged.

It is imperative that planting and landscaping schemes near the railway boundary do not impact on operational railway safety. Where trees and shrubs are to be planted adjacent to boundary, they should be positioned at a minimum distance greater than their height at maturity from the boundary.

Where lighting is to be erected adjacent to the operational railway, the potential for train drivers to be dazzled must be eliminated. Recommend condition for external lighting details.

Canal and Rivers Trust: No comments - this application falls outside the notified area for its application scale and location.

Environmental Protection: I have reviewed the information submitted with the above application and the Phase 1 Desk Study carried out by Solmek referenced S230427, dated April 2023 as recommended by the report, I would propose the following condition:

No development shall take place until, suitably qualified contaminated land assessments and associated remedial strategy with non-technical summaries, conclusions, and recommendations, together with a timetable of works, have been submitted to and approved in writing by the Local Planning Authority (LPA) and the measures approved in that scheme shall be fully implemented. [Outcomes shall appropriately reflect end use and when combining another investigative purpose have a dedicated contaminative summary with justifications cross referenced]. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement, specifically in writing.

- a) A Phase 2 site investigation, including relevant soil, asbestos soil gas, surface, and groundwater sampling, shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a Quality Assured sampling and analysis methodology as outlined in Solemek report dated April 2023 referenced S230427.
- b) A site investigation report detailing all investigative works and sampling on site, together with the results of analysis, risk assessment to any receptors and a proposed remediation strategy shall be submitted to the LPA. The LPA shall approve such remedial works as required prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end-use of the site and surrounding environment including any controlled waters.
- c) Approved remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance.
- d) If during the works contamination is encountered which has not previously been identified, then the additional contamination shall be fully assessed, and an appropriate remediation scheme agreed with the LPA.
- e) Upon completion of the works, this condition shall not be discharged until a closure report has been submitted to and approved by the LPA.
- f) The closure report shall include details of the proposed remediation works and quality assurance certificates to show that the works have been carried out in full in accordance

with the approved methodology. Details of any post-remedial sampling and analysis to 2 show the site has reached the required clean-up criteria shall be included in the closure report together with the necessary documentation detailing what waste materials have been removed from the site.

REASON: In order to safeguard human health and the water environment and identify potential contamination on-site and the potential for off-site migration as recommended by the Environment Agency and the Housing and Environmental Enforcement Manager.

Relevant Planning Policies:

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

Development Plan:

- ***Central Lincolnshire Local Plan 2023 (CLLP)***

Relevant policies of the CLLP include:

S1 The Spatial Strategy and Settlement Hierarchy
S2 Growth Levels and Distribution
S6: Design Principles for Efficient Buildings
S8: Reducing Energy Consumption – Non-residential Buildings
S20 Resilient and Adaptable Design
S21 Flood Risk and Water Resources
S35: Network and Hierarchy of Centres
S47 Accessibility and Transport
S48 Walking and Cycling Infrastructure
S49 Parking Provision
S53 Design and Amenity
S54 Health and Wellbeing
S56 Development on Land Affected by Contamination
S57 The Historic Environment
S60 Protecting Biodiversity and Geodiversity
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>

- ***Gainsborough Neighbourhood Plan (GNP) 2020-2036***

Relevant policies of the GNP include:

NPP 1 Sustainable Development
NPP 2 Protecting the Natural Environment and Enhancing Biodiversity

NPP 5 Protecting the Landscape Character
NPP 6 Ensuring High Quality Design
NPP 7 Ensuring High Quality Design in each Character Area

<https://www.west-lindsey.gov.uk/planning-building-control/planning/neighbourhood-planning/gainsborough-town-neighbourhood-plan>

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

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

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

National policy & guidance (Material Consideration)

- National Planning Policy Framework (NPPF)

The latest version of the National Planning Policy Framework (NPPF) was published in August 2026. It is a material consideration which the Government considers is of "critical importance" (paragraph 1).

It states "*the national decision-making policies should.. be read as a whole (including relevant footnotes and annexes)*" (paragraph 7), and that "*the plan-making policies should not be used when making decisions on development proposals*" (paragraph 8).

Annex A (paragraph 2) sets out that for the purposes of decision-making "*Development Plan policies (or parts of those policies) which are materially inconsistent with national decision-making policies in this Framework should be given very limited weight... other development plan policies should not be given reduced weight simply because they were adopted prior to the publication of this Framework*".

The following national decision-making policies are considered to be particularly relevant to this application:

DM3: Determining Development proposals
DM5: Development Viability
DM6: Use of planning conditions and obligations
S3: Presumption in favour of sustainable development
S4: Principle of development within settlements
CC2: Mitigation of climate change
CC3: Adaption to climate change
E2: Meeting the need for business land and premises
TC3: Main town centre uses outside town centres
L2: Making effective use of land
DP3: Key principles for well-designed places
TR3: Locating Development in sustainable locations
TR4: Street design, access and parking
TR6: Assessing transport impacts
P2: Ground conditions

F4: Assessing flood risk for decision making
F5: The sequential test
F6: Development in areas at risk of flooding from rivers or the sea
F7: Ensuring development is safe from flooding
F8: Sustainable drainage systems and watercourses
N2: Improving the natural environment
N3: Trees in new developments

Other national guidance:

- National Planning Practice Guidance
- National Design Guide (2019)
- National Model Design Code (2021)

Main Considerations:

- Principle of Development, including *consideration of the sequential test*
- *Ecology, Biodiversity and Net Gain*
- *Scheme Viability*
- *Amenity*
 - *Visual*
 - *Neighbouring*
- Highway Safety and Parking Provision
- Trees, Hedgerow and Landscaping
- Flood Risk
- Other matters

Assessment:

Principle of development, including consideration of the Sequential Test

Central Lincolnshire Local Plan (CLLP) policy S1 states that for main towns:

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

Policy NPP1(1) of the Gainsborough Neighbourhood Plan (GNP) states that:

“Development in the Gainsborough Neighbourhood Plan area should be located so that it can make a positive contribution towards the achievement of sustainable development. Development should assist in meeting the economic, social and environmental regeneration of the Town in accordance with CLLP policies...”

These policies are generally consistent with policies S3 and S4 of the newly published National Planning policy Framework (NPPF) which states (policy S4(1)) that:

“Development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework.”

There is therefore a general positive presumption in favour of development within the settlement.

Government policy (NPPF policy L2) also states that substantial weight should be given to the benefits where a development proposal would achieve:

‘Making better use of vacant and underutilised land and buildings’

This chimes with GNP policy NPP1(2), which states *“Securing the redevelopment of brownfield sites, especially those along the river, is a priority for the community”*

In this regard, weight may be given to the advice of the Economic Growth Team who state, in support of development:

“This is a visually prominent vacant brownfield site that hasn’t secured development to date despite being marketed for a considerable period. The site sits in a gateway location on a junction of the main north-south route through the town, close to the river. Its development therefore has the potential to enhance the image of the town at this key gateway. Development in this area and along the neighbouring urban river front supports both the significant active regeneration programme ongoing within Gainsborough’s historic town centre, and the growth and regeneration vision for wider Gainsborough which encompasses renewal of the town centre, improvements to the public realm and significant housing growth via delivery of two sustainable urban extensions.”

The development would result in making better use of a vacant site within the urban area, and this benefit may be afforded “substantial weight” under NPPF policy L2.

Nonetheless – the development proposal is for a *“drive-thru commercial unit facility (use class E)”*. A drive-through restaurant qualifies as a main town centre use in both the glossary of the CLLP, and the updated NPPF.

Accordingly, CLLP policy S35 and NPPF policy TC3 are applicable. Together, these policies require that *“A sequential test should be applied to proposals for main town centre uses for which planning permission is required, where these are neither in an existing centre nor in accordance with an allocation for that purpose in an up-to-date development plan.”*

The site is located approximately 850m to the south of the Gainsborough Town Centre and is not subject to any site-specific allocation. It is therefore an “out-of-centre” site using the NPPF definition.

A sequential test was carried out and submitted in support of the application in 2023. This utilised a review of the Central Lincolnshire Local Plan as it was then to examine retail or commercial allocations within or on the edge of Gainsborough. A revised

sequential test was submitted in March 2026. Notwithstanding that there appeared to being no suitable allocated sites within or on the edge of Gainsborough town a number of other sites were assessed during the site visit and extracts from the test are set out below:

Bridge Street Car Park: is a Council operated pay and display car park .It is considered that the car park is an important facility for Gainsborough town centre, providing parking provision within the designated centre boundary and within immediate proximity of the primary shopping area. Redevelopment of the site would better suit regeneration focused opportunities should WLDC be minded to redevelop the site. The car park is also around half the size of the application site, further reducing its suitability to accommodate the proposals.

30 North Street: 30 North Street comprises an available two-storey commercial building on a 0.1ha site. Its limited curtilage would not accommodate a drive-thru lane and parking, and redevelopment would require demolition. The site is therefore considered too small and unsuitable for the proposal.

1-3 Market Place: 1 – 3 Market Place is located within Gainsborough Town Centre and comprises a Grade II listed building (listing number 1479366). The site is not considered suitable to accommodate the proposals as it comprises a listed building which, in its current format, would not be able to accommodate a drive-thru coffee unit. The site is also not large enough to accommodate the proposals.

Heapham Road Local Centre: Heapham Road local centre is located approximately 1.2km to the north-east of the application site. The centre is also located in a predominantly residential area, with no proximity to the A156 or any other arterial road into Gainsborough. Overall, Heapham Road Local Centre is not considered to be a suitable location for the proposed development as it is located in a residential area away from the A156 (or any other arterial road) to enable the proposed drive-thru lanes to capitalise on passing trade.

Queensway Local Centre: Queensway local centre is located approximately 1.4km to the north-east of the application site. The centre comprises a small parade of ground floor retail and service uses, such as a pharmacy and charity shop. The centre is also located in a predominantly residential area, with no proximity to the A156 or any other arterial road into Gainsborough, and fronts onto Queensway which is a narrow pedestrian street.

Corringham Road local centre: This is located approximately 2km to the north-east of the application site. The centre is very small, providing six units and is situated adjacent to the B1433 Corringham Road. It comprises a Spar convenience store (which includes a Subway) as well as a small number of other retail/service and related uses.

Whilst the local centre is situated on the B1433 Corringham Road (which provides a link into Gainsborough from the A631 to the east), it is not large enough to facilitate the scale of development proposed by the application

Conclusion on sequential test – It is considered that the submitted sequential test has taken a reasonable approach, and it's conclusions that there are not any reasonably available alternative sites within the town centre or an edge of centre location, for a “drive-thru” restaurant are accepted.

It is considered that the development does therefore accord with CLLP policy S35, and NPPF policy TC3(1) in this regard.

NPPF policy TC3(2) does require that *“When considering edge of centre and out of centre locations, preference should be given to accessible sites which are well connected to the town centre by sustainable transport modes.”*

The site is around a 6 minute walk to King Street, where a 2min bus journey to the centre can be made. It is an approximate 15m walk into town.

Overall, it is considered that the principle of a drive-thru restaurant in this location would comply with the Development Plan and NPPF, particularly CLLP policies S1 and S35; GNP policy NPP1; and NPPF policies S3, S4, L1 and TC3.

The benefits of bringing into use a vacant brownfield site may be afforded “substantial weight” under NPPF policy L2.

However, this is subject to consideration of all other relevant planning policies and material planning considerations.

Ecology, Biodiversity and Net Gain

Mandatory Biodiversity Net Gain (BNG) was introduced on minor development sites in April 2024 through schedule 7A of the Town & Country Planning Act 1990 (as amended).

This application pre-dates this mandatory requirement and it does not therefore apply to this application. Nonetheless, National Planning Practice Guidance¹ states that:

“A local policy... which required a gain of at least 10% from new developments in anticipation of the statutory framework should no longer apply when determining applications for planning permission subject to biodiversity net gain, although it may continue to be a material consideration during a transition period and for other types of planning permission not yet subject to the statutory framework.”

CLLP policy S61 was such an anticipatory local policy – and required all qualifying development proposals *“must deliver at least a 10% measurable biodiversity net gain attributable to the development”*.

GNP policy NPP2 requires *“Where practicable development proposals should achieve a net biodiversity gain...”*

¹ Paragraph: 020 Reference ID: 74-020-20240214. Planning Practice Guidance – Biodiversity Net Gain
<https://www.gov.uk/guidance/biodiversity-net-gain#determination-of-the-planning-application>

In this instance, whilst achieving a 10% BNG is not a mandatory requirement under the Planning Act, it still needs to be achieved in order to achieve compliance with local policy S61 of the CLLP.

A Biodiversity Net Gain Assessment was carried out and submitted in 2025. This calculated the on-site base line habitat to be 5.13 units and post-development it would result in a biodiversity net loss of 66%.

The applicant has subsequently reduced the scheme to a single drive-thru unit, and has reduced the size of the site.

A revised Biodiversity Net Gain Assessment dated March 2026 was supplied by the applicant noting that the proposals would now result in a combined net unit change of -2.84 habitat units (-85.27%) and +0.29 hedgerow units.

This concludes that it is not possible to achieve a biodiversity net gain on site and development would result in a biodiversity net loss.

It would therefore need to purchase 2.84 habitat units off-site in order to comply with policy S61 of the CLLP. The developer estimates that this would be at a cost of between £68,160 (for Other Neutral Grassland) or £142,000 for replacement Open Mosaic Habitat.

It is understood that the reason that a biodiversity net loss would occur, is that the site mainly comprises Open Mosaic Habitat (OMH). Open Mosaic Habitat (OMH) is a priority habitat which predominantly exists on previously disturbed brownfield sites. OMH is characterised by a mix of bare ground and vegetated patches (including flower rich meadows, grasslands, scrub) with potential for wet areas. OMH supports a wide range of invertebrates. OMH is a high distinctiveness habitat in the statutory biodiversity metric meaning its loss must currently be compensated for on a 'like for like' basis.

Following the implementation of mandatory BNG in 2024, the Government appears to have recognised some of the specific challenges around developing previously developed, or brownfield, sites subject to OMH. They undertook consultation in Summer 2025² on *"Improving the implementation of Biodiversity Net Gain for minor, medium and brownfield development"*.

This included consultation around "brownfield development with open mosaic habitat". The consultation recognises stakeholder feedback on the challenges of delivering BNG on brownfield sites due to the presence of OMH:

- *OMH habitat definitions vary across different sources, and it can be misidentified by ecologists resulting in other habitats being identified as OMH;*
- *It is not always possible or viable for brownfield developments to create and enhance OMH onsite due to spatial constraints;*

² See <https://consult.defra.gov.uk/defra-biodiversity-net-gain/improving-the-implementation-of-biodiversity-net-g/>

- *Initially, there was an under supply of OMH on the biodiversity gain site register. However, the market has responded and there are now OMH units available for sale, with some already allocated;*
- *Statutory credit prices for OMH are £48k (+VAT) – they are priced deliberately high to not undercut the market but are not feasible when the market supply is not there.*

The Government response to the consultation³ confirms that it intends to make changes to the statutory BNG requirement. It states it will “*work with industry, across the planning regimes, to review and improve the existing biodiversity net gain metric information to assist with clearer identification of OMH and other urban habitats.*” And that they will “*seek to make metric and guidance changes for the use of proxy habitats as a suitable alternative to OMH*”.

Overall, the resulting development would result in a biodiversity net loss on site, contrary to GNP policy NPP2 (unless shown to be impracticable), and would only be in compliance with policy S61 if suitable off-site credits were purchased.

Other Ecology matters

An Ecological Appraisal was carried out in October 2023. A summary of those results is reproduced below:

Habitat

The site comprises an area of previously developed land, off Carr Lane, Gainsborough, adjacent to a rail line. The site appears to have been cleared in recent years, with evidence of brash particularly at the southern extent of the site. At the time of survey, the site comprised other neutral grassland, with scattered scrub and at the northern extent and supported a more ruderal sward that appears to have developed at the southern end where scrub has been cleared. A single mature tree is present at the southern edge of the site. A dry ditch was present on the southern boundary, with dense scrub present beyond. Habitats on site are considered to be of at least local value, comprising a small area of open mosaic habitat on previously developed land, identified as a national priority habitat.

Bats

With the exception of the mature tree, roosting opportunities within the site are absent. The site provides a small area of foraging habitat to bats roosting locally, with the adjacent rail corridor connecting the site to roosting opportunities in the local area. Given the abundance of suitable habitat to the south, with wetland and woodlands present, the site is considered likely to be of low value to foraging bats.

Birds

The site provides a small area of nesting and foraging habitat, primarily associated with scattered scrub. The site is considered to be of low ornithological value.

³ See <https://www.gov.uk/government/consultations/improving-the-implementation-of-biodiversity-net-gain-for-minor-medium-and-brownfield-development/outcome/government-response-and-summary-of-responses#government-response-part-4-brownfield-development-with-open-mosaic-habitat>

Great Crested Newts

There is no standing water on site or immediately adjacent. However, waterbodies are present, approximately 250m to the south, where the species is considered likely to be present. The site provides suitable habitat for the species during its terrestrial phase and is connected to the site to the south by the rail line. Given the abundance of suitable habitat surrounding the waterbodies, the site is considered likely to be of low value to the species.

Reptiles

As with amphibians, the site provides suitable habitat for the taxa and is connected to the site to the south by the rail line. Given the abundance of suitable habitat to the south, the site is considered likely to be of no more than local value.

Avoidance measures including a requirement to avoid works during the bird nesting season and the provision of a means of escape for mammals if excavations are left open are recommended. Mitigation in the form of a Construction and Environmental Management Plan (CEMP) to be submitted to and approved in writing by the local planning with subsequent implementation in accordance with the approved details is proposed.

It is considered that, subject to the imposition of conditions, unacceptable impacts on biodiversity should be avoided and it would be in accordance with policy S60 of the CLLP.

Scheme Viability

As stated above, in order to accord with CLLP policy S61, the developer will need to buy off-site credits equivalent to 2.84 habitat units. The developer estimates that this would be at a cost of between £68,160 to £142,000, depending on whether it needs to be like-for-like open mosaic habitat.

The applicant considers that in order to meet the off-site BNG cost, the scheme would not be viable.

NPPF policy DM5(1) states *“Where development proposals accord with relevant up-to-date plan policies and national decision-making policies, they should be assumed to be viable. Relevant policies in this context are those that relate to the contributions expected from development.”*

It further states (NPPF policy DM5(2)) that *“There may be circumstances in which a viability assessment demonstrates that it would not be possible for development to proceed on a policy compliant basis. In such circumstances, the submission of a viability assessment as part of a development proposal may be justified to ensure that the proposed development makes the maximum possible contribution...”*

NPPF policy DM5(5) says: *“It is a matter for the decision-maker, having regard to the circumstances under which the viability assessment is submitted, to assess the weight to be given to a viability assessment.”*

The 10% policy requirement under CLLP policy S61 was brought into force in April 2023, a year prior to the establishment of mandatory BNG. It was therefore formed prior to the experiences with open mosaic habitats on brownfield urban sites that have been found in the intervening years. It is considered in the circumstance that a viability assessment may be justified.

The applicant has submitted a Site Viability Appraisal (by BTG Eddisons) and has recently updated this (August 2026).

The appraisal makes a number of assumptions including that a rent of £85,000 would be reflective of the local market. It considers that with a BNG payment of:

- £68,160 BNG payment – To achieve c.15% profit on cost, rent would need to increase to £118,000 per annum.
- £142,000 BNG payment – To achieve c.15% profit on cost, rent would need to increase to £123,500 per annum.

The appraisal considers that this is much higher than rental costs locally, including the nearby drive-thru coffee facility at Somerby Way, Gainsborough. They consider their end user would not be willing to meet such costs.

Officers have instructed an independent “Financial Viability Assessment” in order to determine whether the assumptions and conclusions within the applicant’s Site Viability Appraisal are reasonable.

This report by Urbà concludes, based on its own assessment of the market, that the developer’s assumptions and inputs in regard to Gross Development Value (GDV) are reasonable. They agree that a rent of £85,000 is reflective of the local market. They do question some of the assumptions around development cost (largely as the BTG Eddison has not substantiated some of its assumptions with any supporting evidence) and consider that the Benchmark Land Value would be lower than that estimated by the developer’s appraisal.

Nonetheless, Urbà consider though they have a “more positive assessment”, even at the lower BNG rate of £68,160 the scheme would not be viable. Even if a more positive yield was applied (drawing comparison with a similar site in Bradford) – they consider the BNG payment remains unviable.

They agree that *“the scheme cannot viably support a BNG payment required under the Central Lincolnshire Local Plan policies”*.

The evidence, based on the two independent viability reports, therefore supports the applicant’s claim that it would not be viable to address the biodiversity net loss through the purchase of off-site credits. It is considered that this should be given significant weight.

Amenity

Visual amenity

CLLP Policy S53 states that all development ‘*must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.*’ Development must ‘*relate well to the site, its local and wider context and existing characteristics including the retention of existing natural and historic features wherever possible and including appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area*’.

GNP policy NPP1(1)(a) states “*the proposed development is of a scale, density, layout and design that is compatible with the character, appearance and amenity of that part of the Town in which it is located as identified in the Character Assessment and in Policy NPP7*”

GNP policy NPP7(10) states that within the Gainsborough / Lea townscape area (TCA5) development should:

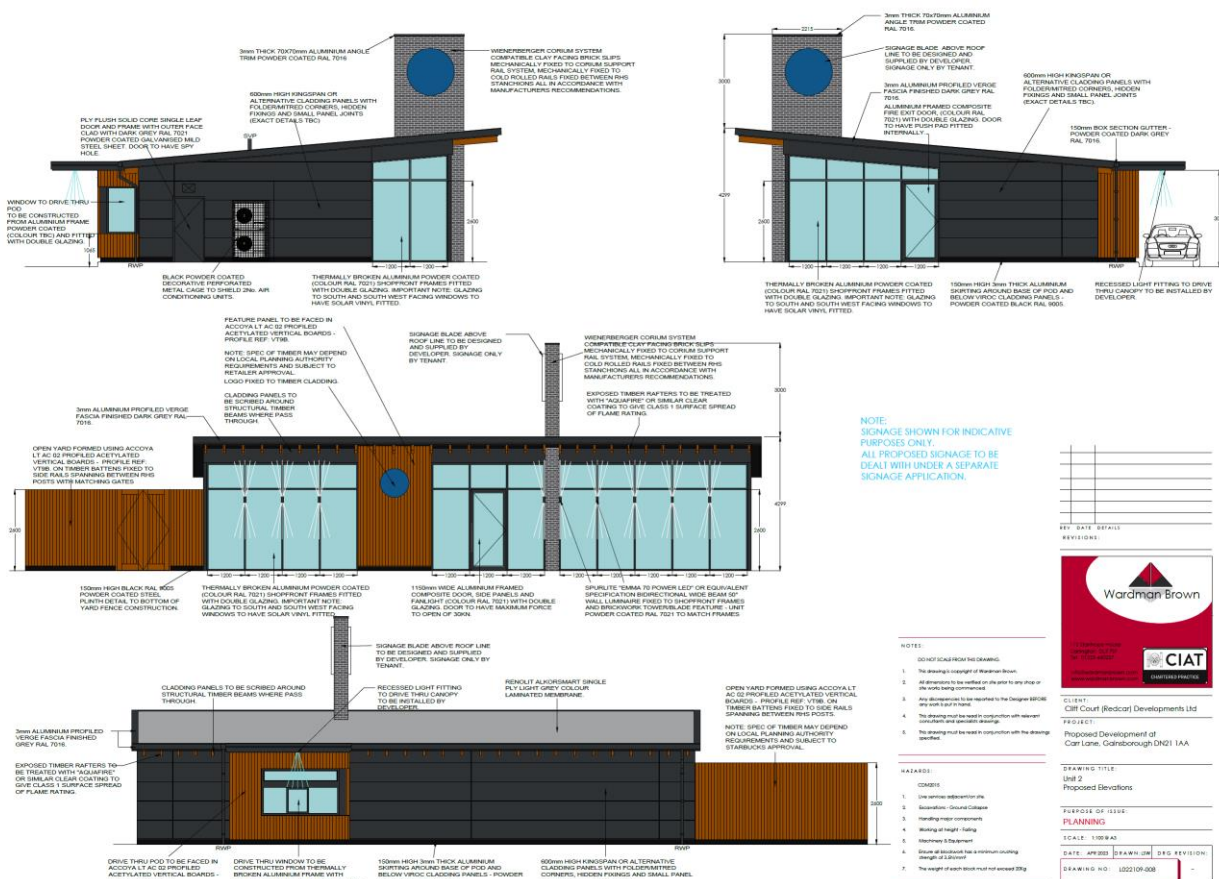
- a) reflect the linear pattern of development and the density characteristic of this TCA; and*
- b) maintain current levels of green space and/or open, expansive views of green space.*

These policies are consistent with NPPF policy DP3 which states “*Development proposals should respond to their context (the history, character and features of their site and its setting), so that they integrate with and enhance their surroundings; such as through the arrangement of development plots and buildings, the use of materials and architectural features, and the restoration, reuse and integration of heritage assets. This should not preclude innovation or change where appropriate, especially where an increased scale or density of development is justified in accordance with policies L2 and L3.*”

The proposed development seeks the siting of a Drive-thru Coffee Unit (Use Class E / Sui Generis) on an area of empty brownfield land. The site is bound by Carr Lane to the west and the railway line to the east and is located to the south of the A156/Ashcroft Road roundabout.

The proposed unit would be of a single storey design clad in a mixture of dark grey RAL 7021 powder coated galvanized mild steel sheet, accoya It ac 02 profiled acetylated vertical boards and a grey brick column with provision for a signage blade. The principal elevation of the structure would comprise primarily of glazed units fronting the proposed car parking area to the south.

Proposed plans:



The proposed retail unit would have a maximum height of approximately 7.3m to the top of the brick clad pillar. The maximum roof height of the structure would be approximately 4.3m, with a width of 23.5m and a depth of 11.3m.

The proposed design is of a modern minimalist appearance typical of recently constructed coffee drive-thru retail units nationwide.

The application site itself is devoid of any particular visual character given its nature as a previously cleared industrial site. The site has been vacant since approximately 2009 following the implementation of the adjacent roundabout and removal of existing industrial structures from the site to allow for this.

The wider area surrounding the application site is primarily residential in nature, with a tightly packed urban grain of terraced properties. A partially constructed residential development is also sited to the north/north-west of the application site.

Overall, it is considered that the proposed unit would not be at odds with the visual character of the surrounding area (TCA5 – Gainsborough and Lea) and would present a betterment to the visual amenity of the presently vacant site.

Alongside the proposed unit, a scheme of landscaping has been proposed which would include a mixture of shrubs, hedgerow and Trees in order to soften the visual appearance of the site from the public domain, and accord with GNP policy NPP7(10)(b).

No proposed or indicative signage has been provided as part of this application, which would need to be subject to a separate application for express advertisement consent. It is concluded that development of this vacant urban site would accord with CLLP policy S53, GNP policies NPP1 and NPP7; and policy DP3 of the NPPF.

Neighbouring amenity

The application site would be located approximately 47m away from the nearest residential dwelling at its closest and separation would be provided from neighbouring uses by the existing main road and roundabout to the north of the site alongside screening provided by the proposed landscaping.

Due to the design of the proposed unit, with the drive-thru portion to the rear of the site and the main windows of the retail space facing south towards the proposed car park, away from neighbouring residential uses.

Lighting would be predominantly located to the front elevation, away from neighbouring residential uses. It is however noted that recessed lighting would be included within the drive-thru canopy although given its siting it is not anticipated a harmful impact upon the amenity of neighbouring occupants would be introduced.

Proposed signage locations are identified on the submitted drawings. The design and illumination levels of the proposed signage is something that can be suitably controlled through a later Advertisement Consent in order to ensure harm is not caused to nearby residential dwellings and their occupants.

In line with the recommendation of network rail, a condition will be attached requiring that details of the lighting proposed on site be submitted to and agreed by both the LPA (having consulted with Network Rail) in order to ensure harmful impact is not had upon the adjacent railway track. This will similarly enable any potentially harmful impacts with regards to light pollution to be controlled and mitigated prior to implementation.

Given the nature of the proposed development, it is not considered that the proposal would present a harmful impact upon the residential amenity of the occupants of neighbouring dwellings.

On this basis the proposed development is considered to accord with CLLP Policy S53 and GNP policy NPP6.

Trees & Landscaping

Policy S66 of the CLLP notes that *“Development proposals should be prepared based on the overriding principle that:*

- *the existing tree and woodland cover is maintained, improved and expanded; and;*
- *opportunities for expanding woodland are actively considered, and implemented where practical and appropriate to do so.”*

GNP policy NPP6(2)(d) states development should use native trees and hedgerows in landscaping schemes and boundary treatment where possible.

This is consistent with policy N3 of the NPPF.

A landscaping plan and landscape management specification produced by Rosetta Landscape Design was submitted alongside the amended scheme.

The proposed landscaping scheme was reviewed by the Authorities Tree and Landscape Officer who provided the following comments:

"I have no objections to the proposed planting – the planting is appropriate for the site and all necessary information has been provided to clarify what the proposed planting would be. Details for aftercare of the soft landscaping should be required to cover its maintenance/management for the 5 years following planting, including replacement of any failures. Wildflower/meadow areas require quite specific management to prevent the wildflowers being lost within a few years and the area reverting to grass due to being mowed at inappropriate heights and/or times of year. Management of the meadow mix areas should be provided for approval."

The submitted landscaping plan presents a suitable and diverse mix of planting which would soften the visual impact of the proposed development and would present a considerable improvement over the existing visual character of the presently vacant site.

Should permission be granted, it is recommended that conditions be attached ensuring that the proposed landscaping scheme is implemented in its entirety prior to the proposed drive-thru restaurant being brought into use and in accordance with the provided Landscape Management Specification.

Based upon the submitted information it is considered that the proposed landscaping scheme would be capable of accordance with CLLP Policy S66, GNP policy NPP6 and NPPF policy N3.

Highway Safety and parking provision

CLLP policy S47, and NPPF policy TR3 seek to promote sustainable transport.

The site is within reasonable walking distance of bus stops on King Street and within a 15min walk of the town centre.

The Local Highways authority had recommended on the original scheme, conditions to secure a tactile crossing point in Carr Lane and improvements to the two bus stops in King Street.

Conditions should only be used applying the tests at NPPF policy DM6. It is considered that a tactile crossing point is necessary and reasonable and can be secured by condition. However, it is not considered that the necessity for improvements at the King Street bus stop would arise simply through the provision of a

single drive-thru coffee store. It is considered that requiring such through a condition would be unreasonable.

For non-residential development CLLP Policy S49 sets out that *“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.”*

This is consistent with policy NPPF TR4 which states development should: *“Provide a suitable number of parking spaces for a range of transport modes where appropriate, reflecting the location and nature of the development (including its connectivity), any locally-set standards in the development plan, and including adequate provision of spaces and infrastructure that allow for the charging of electric vehicles in safe, accessible and convenient locations”*

The proposed development proposes 30no. car parking spaces including 6no. EV charging spaces; 2no. disabled user spaces and a further “waiting bay” for user of the drive-thru. Cycle parking would also be included on site and a new pedestrian footpath linking the site would be introduced.

Lincolnshire County Council’s Highways Team were consulted on the proposed scheme and noted that *“Adequate car parking and space for queueing, servicing and manoeuvring is proposed within the site curtilage”*

Based upon the information provided, it is considered that the proposed parking provision would be ample for a single drive-thru unit as proposed within the amended plans.

Furthermore, ample space is provided on site for manoeuvring and proper operation of the drive-thru function.

Based upon the information provided it would appear that the proposed development would provide a suitable amount of off-street parking provision to serve its operation. On this basis the proposal would accord with relevant Policies S47 and S49 of the CLLP.

Gainsborough Town Council and a nearby resident have cited concerns *“regarding the increased traffic generation and highway safety on the roundabout”*, albeit these concerns were made on the larger scheme incorporating two drive-thru facilities and a car hire facility, prior to its amendments.

The applicant has supplied a Transport Statement which anticipates the following trip generation for the single drive-thru facility:

Table 5-1: TRICS Trip Rates and Trips Generated

	Trip Rate (per 100sqm)			Trips (167sqm)		
	Arrivals	Departures	2 - Way	Arrivals	Departures	2 - Way
Network Weekday AM Peak (0800-0900)	15	13	28	25	23	47
Network Weekday PM Peak (1700-1800)	9	10	19	15	17	32
Network Saturday Peak Hour (11:00-12:00)	23	24	47	38	40	78
Land Use Saturday Peak Hour (10:00-11:00)	27	24	51	44	40	85

The Transport Statement sets out *“that the junction capacity assessment included within the previous Transport Statement indicated that the Carr Lane/A156/Lea Road Roundabout continued to operate well within Practical Capacity (below 0.85 RFC) with minimal queueing even in the “2028 Future Year + Development” Weekday AM and PM Network Peak Hour Scenarios”*. It is not considered that any further junction capacity modelling is required.

NPPF policy TR6(4) states: *“Development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed as well as any wider network improvements, including measures to support sustainable patterns of movement.”*

The development is not anticipated to have a severe impact on the transport network or an unacceptable impact on highway safety. It is considered it would accord with CLLP policies S47 and S49, and NPPF policy TR6.

Energy efficiency

Policy S8 of the CLLP requires that *All new non-residential development proposals must include an Energy Statement which confirms that all such non-residential development proposals*

1. Can generate at least the same amount of renewable electricity on-site (and preferably on-plot) as they demand over the course of a year, such demand including all energy use (regulated and unregulated), calculated using a methodology proven to accurately predict a building’s actual energy performance; and

2. To help achieve point 1 above, target achieving a site average space heating demand of around 15-20kWh/m2/yr and a site average total energy demand of 70 kWh/m2/yr. No unit to have a total energy demand in excess of 90 kWh/m2/yr, irrespective of amount of on-site renewable energy production. (For the avoidance of

doubt, 'total energy demand' means the amount of energy used as measured by the metering of that building, with no deduction for renewable energy generated on site).

The Energy Statement must include details of assured performance arrangements. As a minimum, this will require: a) The submission of 'pre-built' estimates of energy performance; and b) Prior to each building being occupied, the submission of updated, accurate and verified 'as built' calculations of energy performance. Such a submission should also be provided to the first occupier (including a Non-Technical Summary of such estimates);

Policy S8 accords with NPPF policy CC2 which encourages measures to mitigate against climate change.

An amended Energy and Sustainability Statement produced by socotec dated 16 February 2026 has been submitted.

The energy statement notes that the building has been designed through a fabric first performance with insulation levels beyond building regulations requirements. Furthermore, low energy lighting.

It has been identified that the space heating demand of between 15-20kWh/m²/yr, and total energy demand of 70kWh/m²/yr and no unit to have a total energy demand more than 90kWh/m²/yr.

In order to offset the power usage on site 15.75kWp of PV panels are proposed.

1

The building specifications are outlined as follows:

Table 2. Proposed Specifications Non-Domestic Building

Proposed Specifications - Unit 2		
Building Fabric	U-Value(W/m²K)	Wall: 0.18 Floors: 0.11 Flat Roofs: 0.15 Windows: U-Value: 1.1, G-Value: 0.40 Doors: 1.6
Air Permeability	M³/(h.m²)@50 Pa	3.00
Space Heating and Cooling	Air Source Heat Pump (split system): SCOP (4.00)/SEER (7.00)	
Controls	Central Time Control Local Time/Temperature Control	
Water Heating	Type: Heat Pump Fuel: Electric Capacity: 200L Insulation: 50mm SCOP: 3.00	
Mechanical Ventilation	MVHR specific fan power: 1.00W/l/s Heat Recovery Efficiency: 85%	
Lighting Systems	130 Lm/W throughout.	
	Display Lighting	120 lm/W in eating and drinking areas
Renewables	Photovoltaic Panels	15.75kWp are to be faced South-West, mounted on the roof areas of the development.

Based upon the submitted information it is apparent that the proposed development would be capable of accordance with relevant policies S6 & S8 of the CLLP.

Other matters:

Retail Impact Assessment:

CLLP Policy S35 requires a “robust assessment of impact on nearby centres” for new retail development within 1km of Gainsborough’s Primary Shopping Area and greater than 2500sqm floorspace. NPPF policy TC4(1) states that *“If no threshold for impact assessments has been set in the development plan, a default threshold of 2,500m² gross floorspace should be applied.”*

Whilst the site is within 1km of Gainsborough’s Primary Shopping Area, the proposed gross internal floorspace of the building is 170m². It therefore does not qualify for requiring a Retail Impact Assessment.

Archaeology

CLLP Policy S57 states *“Development affecting archaeological remains, whether known or potential, designated or undesignated, should take every practical and reasonable step to protect and, where possible, enhance their significance”.*

NPPF policy HE5(5) states *“Where a development proposal involves, or has the potential*

to involve, a heritage asset with archaeological interest, an appropriate desk-based assessment should be undertaken and, where necessary, a field evaluation."

The Historic Places team at Lincolnshire County Council had initially advised archaeological investigations should be undertaken. However, it was noted that investigations were previously advised as unnecessary. "Whilst the site is within the area of the port of Gainsborough, the majority of it has been disturbed by modern deposits relating to the former works and its demolition. Therefore no further archaeological input is required on this site." Having considered this previous advice the Historic Environment Officer has advised further archaeological investigation is not necessary.

Flood Risk & Drainage

Following the reduction of the scale of the development and the red line boundary from 3no. units to a singular drive-thru in the north-western portion of the application site the built footprint is now entirely outside of Flood Zone 2 & 3 land. It therefore now meets the flood risk sequential test (CLLP policy S21; NPPF policy F5) and does not require a Flood Risk Assessment (FRA) under NPPF policy F4.



CLLP policy S21 and NPPF policies CC3(1)(c) and F8 require the use of Sustainable Drainage Systems (SUDS).

Network Rail had requested the use of a planning condition to secure final drainage details and prevent runoff onto their infrastructure.

The original scheme had provided a Flood Risk assessment and Drainage Strategy. This had concluded that infiltration wasn't feasible. Instead, *"The proposed drainage strategy intends to collect runoff via a series of rainwater pipes before discharging into a below ground drainage network before discharging off site at greenfield runoff rates. In accordance with the surface water hierarchy, infiltration has been deemed unfeasible, therefore discharging to the watercourse is proposed."*

It is recommended that a condition to secure final surface water drainage details is employed in order to accord with CLLP policy S14, and NPPF policies CC3 and F8.

Land Contamination

CLLP policy S56 and NPPF policy P2 consider ground conditions and risk from contamination.

A Phase I study was submitted with the application which identifies there is a moderate to low risk of contamination in the site and does recommend a Phase II study with ground investigations be undertaken.

In accordance with the advice of the Environment Agency and Environmental Protection team, conditions to secure a Phase II Investigation and remediation strategy are recommended. This should ensure compliance with CLLP policy S56 and NPPF policy P2.

Network Rail Infrastructure

Network Rail have recommended a number of conditions to ensure that safety and their infrastructure is not compromised, including the need for trespass fencing. This can be secured by condition.

Conclusion and reason for decision:

The development would result in the development of vacant brownfield land in an otherwise sustainable location within the settlement of Gainsborough, a main town.

Overall, it is considered that the principle of a drive-thru restaurant in this location would comply with the Development Plan and NPPF, particularly CLLP policies S1 and S35; GNP policy NPP1; and NPPF policies S3, S4, L1 and TC3.

NPPF policy S4 states “*Development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects*”.

The benefits of bringing into use a vacant brownfield site may be afforded “*substantial weight*” under NPPF policy L2.

It is considered that the benefits of developing this vacant land can therefore be afforded substantial weight.

Nonetheless, the development would result in a post development biodiversity net loss of -85.27% in habitat. Whilst biodiversity net gain is not a statutory requirement in this instance, this would nonetheless be contrary to CLLP policy S61 and GNP policy NPP2 which seek a biodiversity net gain. This is considered to be a significant adverse impact.

This could be compensated through the purchase of off-site credits. However, the evidence of a viability assessment indicates that the cost of doing so would be prohibitive and render the scheme unviable. It would prevent development of the site going forward.

It is therefore considered that whilst a significant adverse impact is identified, this would not substantially outweigh the benefits of development in this location.

It is recommended that planning permission is granted, subject to conditions.

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, suitably qualified contaminated land assessments and associated remedial strategy with non-technical summaries, conclusions, and recommendations, together with a timetable of works, have been submitted to and approved in writing by the Local Planning Authority (LPA) and the measures approved in that scheme shall be fully implemented. [Outcomes shall appropriately reflect end use and when combining another investigative purpose have a dedicated contaminative summary with justifications cross referenced]. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement, specifically in writing.
 - I. A Phase 2 site investigation, including relevant soil, asbestos soil gas, surface, and groundwater sampling, shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a Quality Assured sampling and analysis methodology as outlined in Solemek report dated April 2023 referenced S230427.
 - II. A site investigation report detailing all investigative works and sampling on site, together with the results of analysis, risk assessment to any receptors and a proposed remediation strategy shall be submitted to the LPA. The LPA shall approve such remedial works as required prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end-use of the site and surrounding environment including any controlled waters.
 - III. Approved remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance.
 - IV. If during the works contamination is encountered which has not previously been identified, then the additional contamination shall be fully assessed, and an appropriate remediation scheme agreed with the LPA.

- V. Upon completion of the works, this condition shall not be discharged until a closure report has been submitted to and approved by the LPA.
- VI. The closure report shall include details of the proposed remediation works and quality assurance certificates to show that the works have been carried out in full in accordance with the approved methodology. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the closure report together with the necessary documentation detailing what waste materials have been removed from the site.

Reason: In order to safeguard human health and the water environment and identify potential contamination on-site and the potential for off-site migration in accordance with policy S56 of the Central Lincolnshire Local Plan, and policy P2 of the National Planning Policy Framework.

- 3. No development must take place until a construction & environmental method statement (CEMP) has been submitted to and agreed in writing by the local planning authority. The approved statement must be adhered to throughout the construction period. The statement must provide for:
 - I. the routing and management of traffic;
 - II. the parking of vehicles of site operatives and visitors;
 - III. loading and unloading of plant and materials;
 - IV. storage of plant and materials used in constructing the development;
 - V. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
 - VI. wheel cleaning facilities;
 - VII. measures to control the emission of dust and dirt;
 - VIII. details of noise reduction measures;
 - IX. a scheme for recycling/disposing of waste;
 - X. Measures to ensure that there is no disruption to the operational railway (including external lighting);
 - XI. the hours during which machinery may be operated, vehicles may enter and leave, and works may be carried out on the site;
 - XII. Measures to protect ecology in accordance with paragraph 6.4 of the Ecological Appraisal by OS Ecology (October 2023).

Reason: To restrict disruption to the living conditions of the neighbouring dwelling and surrounding area from noise, dust and vibration and to accord with policy P3 of the National Planning Policy Framework and local policy S53 of the Central Lincolnshire Local Plan 2023.

- 4. No development hereby permitted shall commence until details of all boundary treatments have been submitted to and agreed in writing with the Local Planning Authority. The details shall include measures for suitable trespass fencing with the adjacent operational railway land and, where necessary, suitable barriers to prevent any vehicular incursion onto the adjacent railway land. Development shall thereafter proceed in accordance with the agreed details.

Reason: In the interests of amenity and public safety, in accordance with policies P2 of the National Planning Policy Framework; policy S53 of the Central Lincolnshire Local Plan; and policies NPP1 and NPP7 of the Gainsborough Neighbourhood Plan.

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

5. No works above existing ground levels can take place until details of surface and foul water drainage have been submitted to and approved in writing by the local planning authority.

The details shall include:

- An implementation timetable; and
- A management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the drainage system throughout its lifetime.

Development shall be carried out in accordance with the approved details and implementation timetable.

Reason: To ensure a satisfactory drainage scheme is provided in accordance with the National Planning Policy Framework and policy S21 of the Central Lincolnshire Local Plan.

6. The development hereby approved shall be carried out in accordance with the following drawings

Location Plan L022109-001 rev. A
Proposed Block Plan Drawing No.L022109-002 Rev D
Proposed Floor Plan Drawing No.L022109 -006
Proposed Roof Plan Drawing No.L022109 -07
Proposed Elevations Drawing No. L022109 -08
Detailed Landscape Proposals Drawing No. 4192/1 Rev B
Landscape Management Specification prepared by Rosetta Landscape Design

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents (particularly the drive thru operation hours stated on the application form) forming part of the application.

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

7. The development shall be carried out in accordance with the submitted FRA ref: 'H77480-JNP-XX-XX-RP-C-1001 P02', dated August 2023, prepared by JNP Group Consulting Engineers and the following mitigation measures it details:

- Finished floor levels shall be set no lower than 450mm above the external levels and in accordance with Appendix E (DR-C-2006/P01) of the submitted flood risk assessment

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

Reason: To reduce the risk of flooding to the proposed development and future occupants in accordance with Policy S21 of the Central Lincolnshire Local Plan 2023 and policies F4 and F7 the National Planning Policy Framework.

8. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved.

Reason To ensure that the development does not contribute to and is not put at unacceptable risk from or adversely affected by unacceptable levels of water pollution in line with policy D2 of the National Planning Policy Framework and Policy S56 of the Central Lincolnshire Local Plan 2023.

9. No part of the development hereby permitted should be occupied unless works to improve the public highway by means of providing an uncontrolled tactile crossing on Carr Lane to connect the site to the proposed residential development opposite, have been installed in accordance with details that have been submitted to and agreed in writing with the Local Planning Authority.

Reason: To ensure the provision of safe and adequate means of access to the permitted development and to accord with policy S47 of the Central Lincolnshire Local Plan and policy TR4 of the National Planning Policy Framework.

10. Prior to bringing the approved development into use, details of external lighting must be submitted to and approved in writing by the Local Planning Authority. It shall thereafter be implemented in accordance with the details approved and retained as thereafter.

Reason: To ensure that it does not pose a distraction to train drivers in the interests of safety and in accordance with policy S53 of the Central Lincolnshire Local Plan.

11. The approved landscaping scheme Drawing No. 4192/1 Rev B must be completed prior to the commencement of use of the approved building. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species,

unless the local planning authority gives written consent to any variation.

Maintenance / aftercare

Reason: To enhance the appearance of the site and to add biodiversity value in accordance with policies N2 and N3 of the National Planning Policy Framework and policies S53 and S60 of the Central Lincolnshire Local Plan.

12. The development hereby approved must be completed in accordance with the measures outlined in the Energy and Sustainability Statement prepared by SOCOTEC dated 16th February 2026.

Reason: In the interests of energy efficiency to accord with policies S6 and S7 of the Central Lincolnshire Local Plan 2023.

13. No occupation must take place until a written verification statement to demonstrate that the approved scheme has been implemented in strict accordance with the submitted Energy and Sustainability Statement dated 16th February 2026 has been submitted to and approved in writing by the planning authority.

Reason: In the interests of energy efficiency to accord with policies S6 and S7 of the Central Lincolnshire Local Plan 2023.

Informatives:

1. It is recommended that the developer contacts and liaises with the Network Rail Asset Protection team when preparing the Construction & Environmental Management Plan.
2. It is recommended that the developer should:
 - I. Follow the risk management framework provided in 'Land contamination: risk management' when dealing with land affected by contamination;
 - II. Refer to the Environment Agency Guiding principles for land contamination for the type of information required in order to assess risks to controlled waters from the site
 - III. Consider using the National Quality Mark Scheme for Land Contamination Management which involves the use of competent persons to ensure that land contamination risks are appropriately managed
 - IV. Refer to the contaminated land pages on gov.uk for more information
3. The proposed Phase 2 Site Investigation should include installation of boreholes to retrieve groundwater samples that should be analysed for the contaminants of concern associated with the historic use of the site.

Consideration should also be given to sampling surface waters in the vicinity of the site i.e. Humble Carr Drain and any others in the vicinity.

4. Further information on Sustainable Drainage Systems (SuDS) can be found in:

- the CIRIA C697 document
- SuDS manual HR Wallingford SR 666
- Use of SuDS in high density developments
- CIRIA C635 Designing for exceedance in urban drainage – good practice
- the Interim Code of Practice for Sustainable Drainage Systems – the Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SuDS

Any car park surfaces/hardstanding should be impermeable and there should be a suitable series of treatment to prevent the pollution of groundwater. Please see CIRIA SUDS Manual (C697) for guidance on drainage attenuation, storage and treatment. We would also refer the developer to the Environment Agency groundwater guides in Groundwater Protection: which are available to download on our website:

<https://www.gov.uk/government/collections/groundwater-protection>

Decision Level: Committee

Human Rights Implications:

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

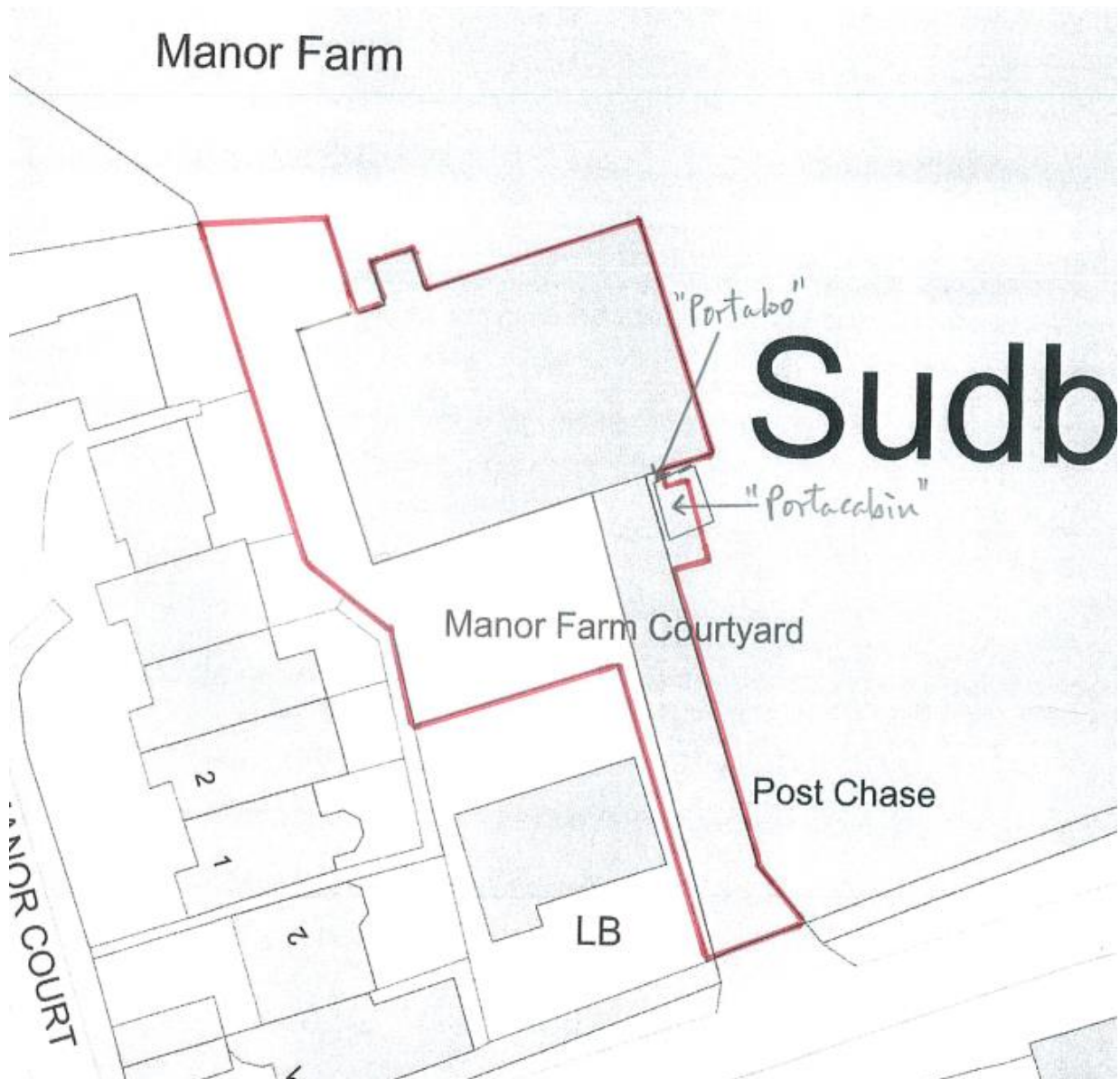
Legal Implications:

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

Prepared by: Josh Turner & Russell Clarkson

Date: 03/09/2026

Authorising Officer: Ian Elliott **Date:** 3rd September 2026



Officers Report

Planning Application No: WL/2026/00566

PROPOSAL: Planning application for change of use of an agricultural grain store to a commercial log business, and the stationing of a portacabin on the land.

LOCATION: MANOR FARM CHURCH LANE SUDBROOKE LINCOLN LN2 2QH

WARD: Sudbrooke

WARD MEMBERS: Cllr B Velan

APPLICANT NAME: Mr Michael Johnson (W & EM Barber Ltd)

TARGET DECISION DATE: 18/09/2026

DEVELOPMENT TYPE: Minor - All other minor developments

CASE OFFICER: Richard Green

RECOMMENDED DECISION: Grant Planning Permission.

The application is referred to the planning committee for determination in line with the constitution there is an objection from the Parish Council and several objections from neighbouring residents.

Description:

The application site is in Sudbrooke and comprises a former steel portal framed agricultural building. The site is accessed off Church Lane to the south with the access leading past a residential bungalow to the west (Post Chase, Church Lane) and onto a yard to the south of the aforementioned agricultural building and then onto the building itself. To the south of the site is the aforementioned bungalow to the west are a terrace of 2 storey dwellings and to the north and east are agricultural fields.

The former grain store is owned by W & EM Barber Ltd which is farm business comprising approximately 150 Hectares of arable land in and around Sudbrooke and Scothern. The directors took the decision to enter the whole farm into the Government's Sustainable Farming Incentive (SFI) scheme in 2023. The SFI has led to no grain or oilseed having been grown on the farm since 2022. Consequently, the decision was taken to rent out the building to Lincoln Kiln Dried Logs, for them to dry and store logs.

The application is a retrospective change of use application to use a former agricultural grain store as a commercial log business (Lincoln Dry Kiln Dried Logs).

A Portacabin has been sited immediately to the south of the grain store and is used as an office and welfare facility for the business alongside a Portaloo located immediately to the side of the Portacabin. The following additional information and operating procedures have been provided:

- ***‘Number of employees at the site*** – *In winter (6 months), the tenant who operates the log business is there. He spends most of his time in the old grain store, filling bags with logs, moving bags, loading the truck etc. He does spend some time dealing with customers too, mostly by phone. He is there five days per week. Note that they are not open at weekends at all. The tenant employs one person for 2 to 3 days per week, in winter only. He spends most of his time out delivering logs, rather than at the site.*
- ***Number of customers visiting the site*** – *Most customers call or email with their orders, and they then take the logs to the customer. In winter, he does perhaps have one customer per day visiting the site (maximum two). He does not encourage collections.*
- ***Number of movements to and from the site in any one day (including employees, customers and bringing logs in and out of the site).*** *Almost none in the summer (6 months). On average, the tenant estimates there are a grand total of 12 movements per day including in and out – in winter (six months). These include 2 per day from the tenant, 8 per day from the employee (arriving at work; 2 deliveries and then leaving to go home), and (say) one customer. In addition, there are approximately two to three log deliveries into the site per month, from a lorry with logs on board.’*

The following operating periods are proposed:

- Monday to Friday: 08:00 to 17:30
- Saturday: 08:30 to 12:00
- Sunday: Closed
- Bank holidays: Closed

Relevant history:

M04/P/0647 - Erection of dwellings (re-submission of M03/P/1495). Refused 31/03/05.

M03/P/1495 – Erection of dwellings. Refused 06/02/04.

99/P/0953 – Agricultural determination to erect Grain Store Fanhouse Wall. Granted 18/12/1999.

Representations:

Ward member: No representations received to date.

Sudbrooke Parish Council: Objection for following reasons:

Impact on the character of the area: The proposed use is not compatible with the surrounding residential and rural environment and would introduce a level of activity that is out of keeping with the locality.

Unsuitable location for commercial operations: The site does not provide the infrastructure or setting required for a business of this type, and its operation would adversely affect neighbouring properties.

Amenity concerns: The scale and nature of the business have the potential to cause disturbance to nearby residents through increased vehicle movements [damage of grass verge], noise, and general activity associated with commercial use.

Precedent for further inappropriate development: Approving retrospective permission in this instance may set an undesirable precedent for similar commercial activity in unsuitable locations within the parish.

Local residents/Occupiers: No.1 & No.4 Manor Farm Courtyard and Post Chase (x2) & Robindale (x3) Church Lane, Sudbrooke (summarised as below):

- Portacabin and loo directly opposite my boundary.
- Noise issues from inside the building and outside through loading logs etc.
- Wrong plans showing incorrectly showing location of Post Chase as marked as LB [this is a standard map annotation showing the location of a letter box] on the plan.
- Long working hours.
- Bonfires.
- Increased vehicle movements and large container lorries to deliver materials (at times it seems they are weekly).
- Excessive mud on Church Lane and obstruction to residential driveways.
- Impact on footpath/grass verge.
- Effect on residential amenity.
- Visual Amenity issues as the site and building is unkept and unsuitable for this rural location.
- Ecology and trees have not been taken into account in the submission.
- A vehicle delivery lorry damaged several small branched on a TPO tree.

LCC Highways and Lead Local Flood Authority: This proposal is for the change of use of an agricultural grain store to a commercial log business, and the stationing of a portacabin on the land and the access and parking arrangements remain unchanged; therefore, it is considered that the proposals would not result in an unacceptable impact on highway safety.

LCC Archaeology: No archaeological input is required for the scheme as proposed.

Environmental Protection: Verbal update no issues reported.

Planning Enforcement: The Planning Enforcement Team received a number of reports in relation to the site between June 2025 and February 2026, and it appears that this intervention led to the submission of the retrospective planning application.

Ecology and Wildlife Officer: I think I am satisfied with the de minimis exemption use on this application. The total portacabin/loo footprint does not exceed 25m² and a review of degradation shows some habitat loss (mainly Ivy cover on the entrance wall and a small patch of bramble/scrub where the materials are currently being stored. Combined with the portacabin I do not believe that these features would exceed the 25m² so the development remains exempt.

That said we need to be satisfied that the change of use will not result in material storage on the retained habitat on site which would then undermine the exemption [it has been confirmed that materials will not be stored outside the building].

Given that the portacabin is also already in place protected species are not a consideration. Enhancements and conditions are suggested.

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) and the Sudbrooke Neighbourhood Plan (adopted in March 2020) and the Sudbrooke Neighbourhood Plan Review which has reached examination stage.

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

Policy S13: Reducing Energy Consumption in Existing Buildings

Policy S21: Flood Risk and Water Resources

Policy S34: Non-designated Employment Proposals in the Countryside

Policy S47: Accessibility and Transport

Policy S49: Parking Provision

Policy S53: Design and Amenity

Policy S61: Biodiversity Opportunity and Delivering Measurable Net Gains

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

Sudbrooke Neighbourhood Plan:

Policy 9: Local Design Principles

[Sudbrooke Neighbourhood Plan | West Lindsey District Council](#)

Neighbourhood Plan Review:

The Sudbrooke Neighbourhood Plan Review has reached examination stage which is to be undertaken by an independent examiner.

As per Policy DM4 of the NPPF the more advanced the preparation of the emerging plan the more weight can be given to the plan. There are outstanding objections to the proposed settlement boundary for Sudbrooke (Figure 5 of the Plan) which includes the application site within its boundary. Therefore limited to moderate weight can be given to this aspect of the Plan at present. The following policy is particularly relevant and there are no outstanding objections to this policy so significant weight can be afforded this Policy:

Policy 11: Local Design Codes

National policy & guidance (Material Consideration)

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

On Monday 17th August 2026, the Government published its revised National Planning Policy Framework (NPPF). The policies in this Framework are material considerations which must be taken into account in decision-making from the day of its publication [Monday 17th August 2026].

It therefore is a material consideration in the determination of this application.

It remains the case that Planning law requires that applications for planning permission be determined in accordance with the development plan (here, both the Central Lincolnshire Local Plan and Sudbrooke Neighbourhood Plan), unless material considerations indicate otherwise.

Development plan policies (or parts of those policies) which are materially inconsistent with national decision making policies in this Framework should be given very limited weight. Other development plan policies should not be given reduced weight simply because they were adopted prior to the publication of this Framework

The revised NPPF is now a material consideration of “critical importance” and its decision-making policies should be considered alongside the policies of the development plan. The following policies are particularly relevant:

Policy DM4: Emerging development plan proposals
Policy S3: Presumption in favour of sustainable development
Policy S5: Principle of development outside settlements

[National Planning Policy Framework - GOV.UK](#)

- **National Planning Practice Guidance**

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

- **National Design Guide (2019)**

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

- **National Design Code (2021)**

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

Main issues

- Principle of Development
- Residential Amenity
- Visual Impact
- Highway Safety and Car Parking
- Other Matters

Assessment:

Principle of Development

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

The site contains a former agricultural grain store and has been used since 2025 by Lincoln Kiln Dried Logs to dry and store logs who rent the building from the farming enterprise who own the building. The application seeks retrospective permission to change the use of the agricultural building to a commercial log business.

The NPPF Glossary (Annex B) states that a settlement includes ‘*cities, towns, villages and other predominantly built-up areas, including land which is allocated or has permission for development which will form part of the built-up area once the development is complete. This includes areas defined as a settlement in the development plan (whether using defined settlement boundaries or equivalent terms, or criteria for identifying settlement extents where boundaries have yet to be defined).*’

Under the following glossary definition contained within the Central Lincolnshire Local Plan agricultural buildings such as the former grain store subject of this application are excluded from the definition of the developed footprint:

Developed Footprint	Developed footprint of a settlement is defined as the continuous built form of the settlement and excludes: • individual buildings or groups of dispersed buildings which are clearly detached from the continuous built up area of the settlement; • gardens, paddocks and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to the surrounding countryside than to the built up area of the settlement; • agricultural buildings and associated land on the edge of the settlement; and • outdoor sports and recreation facilities and other formal open spaces on the edge of the settlement.
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Therefore, the site is considered to be located adjacent to the developed footprint of Sudbrooke.

The proposal is considered to be a form of agricultural diversification under Policy S5 Part F of the Central Lincolnshire Local Plan as it will help to bring back to use a currently redundant grain store and provide a rent for the farming enterprise. The policy supports such proposals providing that the development is:

- ‘a) In an appropriate location for the proposed use;*
- b) Of a scale appropriate to its location; and*
- c) Of a scale appropriate to the business need.’*

Policy S34 of the Central Lincolnshire Local Plan states that proposals on non-designated employment sites within the countryside such as this site will be supported subject to the following criteria having been met:

‘In locations outside of the settlements named in the Settlement Hierarchy in Policy S1, proposals for employment generating development will be limited to the expansion of an existing employment use and development proposals that support the growth of

the agri-food sector or other land-based rural businesses and buildings in accordance with relevant parts of Policy S5, and only where the following criteria are satisfied:

- a) It would be consistent in scale with its rural location, without unacceptable environmental and/or visual impacts; and*
- b) It would not adversely affect existing local community services and facilities; and*
- c) It is designed to be compatible with the landscape in which it would be situated; and*
- d) It would not cause undue harm to the open nature of the countryside or any site protected for its natural or heritage qualities, including designated and non-designated sites; and*
- e) It will not impact unacceptably on the local and/or strategic highway network; and*
- f) In the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.'*

Policy S5 of the NPPF states that *'the reuse, extension, alteration or replacement of an existing building, provided that the existing building is of permanent and substantial construction, is lawful in planning terms, and any extension or alteration will not result in a disproportionate increase in size compared to the existing building'* should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects.

It is considered that the commercial log business which will utilise an existing redundant grain store on the edge of the settlement which will be used to dry and store logs which will then be delivered to customers will help support the rural economy and is located in an appropriate location and is of a scale appropriate to the location and to the business need. Furthermore, as explored in the following sections of this report the proposal will not adversely affect the residential amenity of neighbouring residents and will not have a harmful visual impact on its locality.

Therefore, the principle of development on this site can be supported as the proposal is considered accord to Policy S5 & S34 of the Central Lincolnshire Local Plan and the NPPF (namely Policy S5).

Residential Amenity

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

The site is located adjacent to the developed footprint of Sudbrooke. With the rear garden of Post Chase, Church Lane being located approximately 12.7 metres from the main front doors of the building subject of this application and the access to the building located to the east of this dwelling. The rear garden's of the dwellings to the west on Manor Court are located approximately 11 metres from the main front doors of the building subject of this application.

Several neighbours have stated that there are noise issues emanating from the delivery of logs to the site and working practices within and outside the building from the drying, storing and preparing the wood for delivery to customers. The applicant has stated that no more activities will take place outside of the building such as bonfires and the storage of wood and that the doors of the building will be closed

whilst work to dry, store and load the wood for delivery will take place. If it is minded to grant permission appropriate conditions will be attached to the decision notice in this regard.

The following operating periods are proposed for the commercial log business which will be conditioned if it is minded to grant planning permission:

- Monday to Friday: 08:00 to 17:30
- Saturday: 08:30 to 12:00
- Sunday: Closed
- Bank holidays: Closed

Finally, there is a fallback position in that the existing building can be used for an unrestricted agricultural use with 24/7 use by heavy farm machinery and grain drying. The building could also be used to house livestock. It is therefore considered that the proposal under consideration with appropriate conditions, and with the above operating hours, would be an improvement over the fallback position. Overall, it is considered that the proposal, with consideration to the fallback position, would not unduly affect the residential amenity of neighbouring dwellings, in accordance with Policy S53 of the Central Lincolnshire Local and the provisions of the NPPF.

Visual Impact

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

The site is located in the countryside adjacent to the developed footprint of Sudbrooke. No external changes are proposed to the existing access or grain store building and a small Portacabin and Portaloo are also proposed which have been located close to the front (south elevation) of the grain store. It is considered that the Portacabin and Portaloo located approximately 30 metres to the north of the access with Church Lane will be viewed in context with the large grain store located immediately to the north and will not have a harmful visual impact on the locality.

It is therefore considered that the proposal as a whole will not harm the character and appearance of the locality including the street-scene and countryside with the proposal complying with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Highway Safety and Car Parking

Local Plan Policy S47 and S49 requires well designed, safe and convenient access for all, and that appropriate vehicle parking provision is made for development users. Policy S49 states that all development apart from residential 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.

The proposal will utilise the existing access off Church Lane with a yard to the south of the building subject of this application allowing for car parking and turning areas.

Overall, the proposed access, parking and turning arrangements are acceptable and the proposal is considered to accord with Policy S47 and S49 of the Central Lincolnshire Local Plan and the NPPF.

Other Matters:

Biodiversity Net Gain

The proposal involves the change of use of an agricultural building to a commercial log business. The building has a sealed surface at ground floor level. The proposal also involves the siting of a Portacabin for an office and welfare facilities and a Portaloo which together have a floor space below the 25 square metres threshold exemption contained within The Biodiversity Gain Requirements (Exemptions) Regulations 2024. The conditions suggested by the Central Lincolnshire Ecologist will not be attached to the decision notice if it is minded to grant permission as they are considered to not be necessary as well as disproportionate and unnecessarily burdensome.

Energy Efficiency

The proposal is to change the use of an existing agricultural building to a commercial log business to dry and store wood (the portacabin and porta-loo also proposed are small in scale and will have minimal or no heating requirements). Policy S13 encourages the improvement of energy efficiency as stated below:

‘For all development proposals which involve the change of use or redevelopment of a building, or an extension to an existing building, the applicant is encouraged to consider all opportunities to improve the energy efficiency of that building (including the original building, if it is being extended).’

Therefore, if it is was minded to grant permission an informative will be added to the decision notice encouraging the applicant to use PAS 2035:2019 Specifications and Guidance (or any superseding guidance) for this proposal.

Highway Verge Damage

It is alleged that there has been some verge damage near the entrance to the site over the last year of operation. An unrestricted agricultural use of the building with the use of large and heavy farming machinery could potentially also lead to more potential damage. However, this would be a matter for Lincolnshire County Council Highways if damage to the highway verge occurs.

Conclusions and reasons for decision

The decision has been considered against policies Policy S1: The Spatial Strategy and Settlement Hierarchy, S5: Development in the Countryside, S13: Reducing Energy Consumption in Existing Buildings, S21: Flood Risk and Water Resources, S34: Non-designated Employment Proposals in the Countryside, S47: Accessibility and Transport, S49: Parking Provision, S53: Design and Amenity and S61: Biodiversity Opportunity and Delivering Measurable Net Gains of the Central Lincolnshire Local Plan in the first instance, policies contained in the Sudbrooke Neighbourhood Plan (Policy 11: Local Design Codes) and the NPPF (Policy DM4: Emerging development plan proposals, Policy S3: Presumption in favour of sustainable development and Policy S5: Principle of development outside settlements). Guidance contained in the National Planning Practice Guidance, National Design Guide and National Model Design Code has also been taken into consideration.

It is considered that the commercial log business which will utilise an existing redundant grain store on the edge of the settlement which will be used to dry and store logs which will then be delivered to customers will help support the rural economy and is located in an appropriate location and is of a scale appropriate to the location and to the business need. Therefore, the principle of development on this site can be supported.

Furthermore, the proposal will not adversely affect the residential amenity of neighbouring residents and will not have a harmful visual impact on its locality.

RECOMMENDATION- Grant planning permission with the following conditions:

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

None.

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:

1. 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: Portacabin Floor Plans and Elevations received 17/06/2026, Grain Store Floor Plan received 17/06/2026 and Amended Site Location Plan (Red Line) received 07/07/2026. 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.

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

2. The grain store building shall only be used as a commercial log business and for no other use without first seeking planning permission from the Local Planning Authority.

Reason: To allow the Local Planning Authority to assess the suitability of an alternative use in this location and its impacts upon neighbouring amenity in accordance with the NPPF and Policy S5 and S53 of the Central Lincolnshire Local Plan

3. The use hereby permitted under this permission shall not operate outside the following times:

- Monday to Friday: 08:00 to 17:30
- Saturday: 08:30 to 12:00
- Sunday: Closed
- Bank holidays: Closed

Reason: To protect the amenities of adjoining properties and the locality in general in accordance with Policy S53 of the Central Lincolnshire Local Plan and the NPPF.

4. The drying, storing and loading of wood shall only be carried out within the grain store building shown on Amended Site Location Plan (Red Line) received 07/07/2026.

Reason: To protect the amenities of adjoining properties and the locality in general in accordance with Policy S53 of the Central Lincolnshire Local Plan and the NPPF.

5. No wood or other items shall be stored outside the grain store building shown on the Amended Site Location Plan (Red Line) received 07/07/2026.

Reason: To protect the amenities of adjoining properties and the locality in general and the visual amenity of the locality in accordance with Policy S53 of the Central Lincolnshire Local Plan and the NPPF.

Notes to the Applicant

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 [insert name of the planning authority].

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/guidance/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 purposed 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>

⁵Additional 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/2026/00021

Listed Building Consent No: WL/2026/00022

PROPOSAL:

WL/2026/00021 - Planning application for partial demolition, rebuild and conversion of existing cottages, outbuildings and barns to create 6no. dwellings, together with associated parking and landscaping.

WL/2026/00022 – Listed Building Consent for partial demolition, rebuild and conversion of existing cottages, outbuildings and barns to create 6no. dwellings, together with associated parking and landscaping.

LOCATION: Land Adjacent Holme Farm, Old Forge Lane, West Rasen
Market Rasen LN8 3LS

WARD: MARKET RASEN

WARD MEMBER(S): Cllr S Bunney, Cllr E L Bennett and Cllr M K Westley

APPLICANT NAME: Mr Colin Daniels

TARGET DECISION DATE: 24/02/2026 (Extension agreed until 18th September 2026 for both applications)

CASE OFFICER: Ian Elliott

Recommended Decision:

WL/2026/00021 – Grant permission subject to conditions and the completion of a Section 106 Agreement for a Biodiversity Net Gain contribution of £6637

WL/2026/00022 – Grant consent subject to conditions

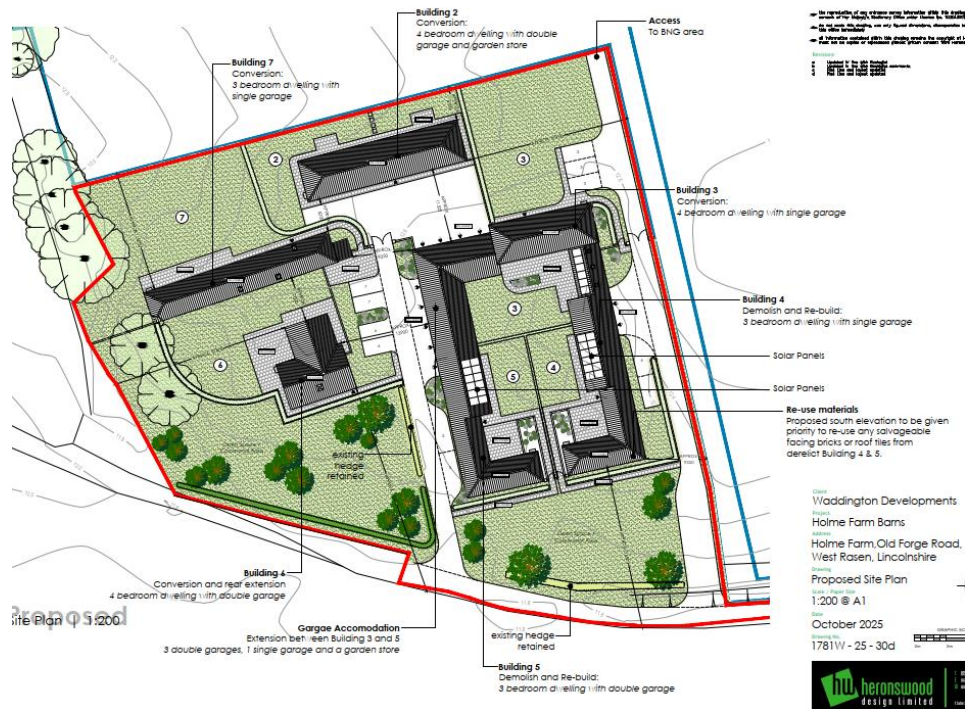
Planning Committee:

This planning application and Listed Building Consent is considered relevant to be presented to the planning committee as it has a recommendation for approval when the development is considered to be a departure from local policy S5 of the CLLP and S5 criteria c) of the NPPF.

Description of Development:

The development proposes:

- Conversion of cottages to one dwelling with two storey rear extension (Building 6).
- Conversion of two storey barn to one dwelling (Building 2).
- Conversion of two storey barn and single storey derelict barn to three dwellings. This includes the removal of a later lean-to structure and link structure (Building 3, 4 and 5).
- Conversion of single storey barn to 1 dwelling (Building 7).



Description of Site:

The application site is a group of existing barns and semi-detached farm dwellings to the west of West Rasen. The barns are partly derelict. The barns and semi-detached dwellings are red brick with red pantile roofs. The group sits well away from the highway down a track. The site is very open with all directions with only the barns screening each other from certain viewpoints. Open countryside sits adjacent in all directions with residential dwellings nearby to the east and Holme Farmhouse to the west. The site is primarily within flood zone 2 with the southern section in flood zone 3. Holme Farmhouse to the west is a grade II Listed Building.

The application seeks permission and consent for partial demolition, rebuild and conversion of existing cottages, outbuildings and barns to create 6no. dwellings, together with associated parking and landscaping.

The application has been amended to amend the original red line and include a detached red line area for Biodiversity Net Gain purposes. A re-consultation process was instructed.

Relevant history:

139460 - Prior approval for proposed change of use from agricultural buildings to 3no. dwellings – 09/07/19 – Refused

Reason 2:

“Contrary to section Q.1 (m) **the agricultural buildings are considered to be curtilage listed buildings** (emphasis added) as set out in Section 2, 1 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) and Section 1, Paragraph 5 of the Planning (Listed

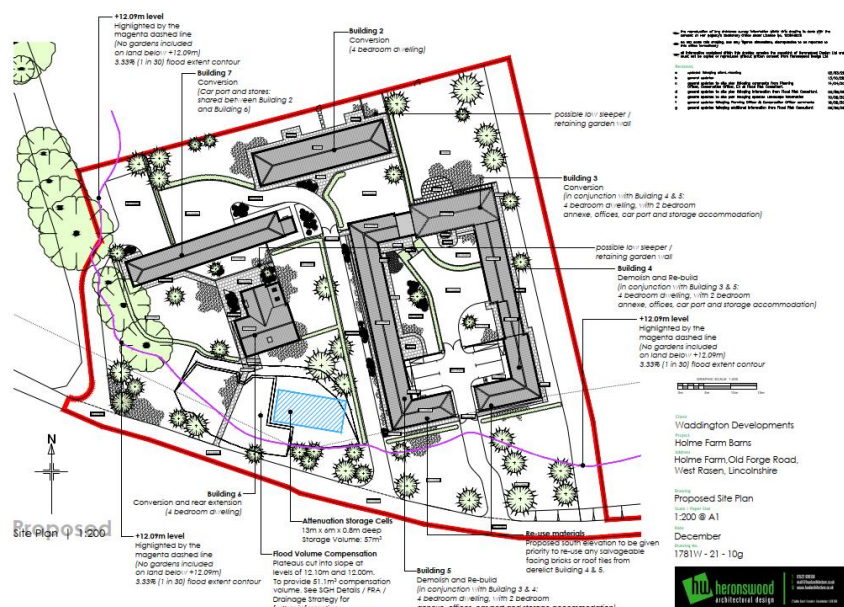
Buildings and Conservation Areas) Act 1990, as well as in the 2019 Institute of Historic Building Conservation guidance”

139536 - Application for lawful development certificate for the conversion of two cottages to form a single dwelling use – 08/08/19 - Granted without conditions

145792 - Planning application for conversion, partial demolition and rebuild of existing cottages, outbuildings and barns to create 3no dwellings, one with annex, together with parking and storage – 25/09/23 – Grant subject to conditions

146827 – Listed building consent for conversion, partial demolition and rebuild of existing cottages, outbuildings and barns to create 3no dwellings, one with annex, together with parking and storage – 25/09/23 – Grant subject to conditions

Approved Site Plan (145792/146827):



Representations

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

Parish/Town Council/Meeting: No representations received to date

Local residents: Representation received from Holme Farm, Old Forge Lane, West Rasen

Upon looking on the proposal it looks like the development is showing a different boundary line to my deeds. No discussion has been had between myself and the developer and I have concerns that the proposed boundary is

coming into the access of my house. If you require anything further I can supply boundary map from my solicitors.

LCC Highways and Lead Local Flood Authority: No objections with advice Having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework), Lincolnshire County Council (as Highway Authority and Lead Local Flood Authority) has concluded that the proposed development would not be expected to have an unacceptable impact upon highway safety or a severe residual cumulative impact upon the local highway network and therefore does not wish to object to this planning application.

Comments:

The Highways and Lead Local Flood Authority response is in relation to the impact the proposed development would be expected to have on the operation of the Public Highway. The end of Old Forge Road is a private road, and the highway authority has no jurisdiction over the use of this road. With regard to this application, we have considered the safety and impact of these proposals on the adopted section of Forge Lane and its junction with A631 New Bridge . It is for the Local Planning Authority to determine whether the access provided by the private road is safe and suitable for all users.

The development proposals will generate a reduction in vehicle movements to that of its former use as a farm. It is therefore not possible to raise an objection to the proposals based on traffic impact, in accordance with NPPF As Lead Local Flood Authority, Lincolnshire County Council is required to provide a statutory planning consultation response with regard to drainage and surface water flood risk on all Major applications. This application is classified as a Minor Application and it is therefore the duty of the Local Planning Authority to consider the surface water flood risk and drainage proposals for this planning application.

Environment Agency: No objection subject to a condition

Condition:

- Finished floor levels shall be set no lower than 12.87 metres above Ordnance Datum (AOD) for single storey dwellings
- Finished floor levels shall be set no lower than 12.69 metres above Ordnance Datum (AOD) for two storey dwellings.

WLDC Enabling and Contributions Officer: No representations received to date

WLDC Principal Ecology and Wildlife Officer: No objections subject to conditions and a legal agreement

Representations received 25th June 2026:

A UU will be required to secure a monitoring fee (£6637) and access to the BNG site over the applicant's land for purposes of management and monitoring.

Conditions:

- Biodiversity Net Gain
- Habitat Management and Maintenance Plan Detail
- Notice of Habitat Management and Maintenance Plan
- Habitat Management and Maintenance Plan accorded to for 30 years
- Ecological Mitigation and Enhancement Plan
- European Protected Species Licence

Representations received 18th February 2026:

This development is unacceptable in its current form in regard to Policy. The application is located within a Biodiversity Opportunity Mapping Area and is identified as part of the Wider Ecological Network and an area for opportunity for ecological creation(it is also with in the Green infrastructure network). As such a development on a site of this nature should only be granted if at least no net loss (preferably a gain) is met onsite. NPPF and Local Policy will pose significant constraint on a development of this nature

LCC Archaeology: No objections subject to a condition

An Historic Building Recording was submitted with prior application 145792 which satisfactorily recorded the historic fabric of the extant buildings.

Given the high archaeological potential and the likely impact of the proposed development I recommend that, if permission is granted, conditions are placed to ensure an archaeological scheme of works is implemented. This would likely consist of archaeological monitoring and recording of all development groundworks, including demolition works from slab-level. This is to ensure the preservation by record of any remains which may be impacted by the proposed development.

Conservation Officer: No objection subject to conditions

Representation received 12th August 2026

The details are all altered or have been discussed and agreed to remain. I have no objections to these plans subject to the previous conditions.

Representation received 20th May 2026:

Please accept my apologies for the delay in getting back to you on this one. I have done my best to separate the concerns to ease the amendments.

Overall, I have concerns with the window designs. The existing style has been removed in the new openings with no brick arched tops, and the size and scale has not been followed.

Building 2:

Are the north and south elevations incorrectly labelled? The north shows the vehicle and front door access. Not happy with the generic domestic style of the front doors but this can be conditioned. The skylight is not required. It is directly above a window with another window on the opposite and natural light from large openings on the ground floor.

Building 3, 4 & 5:

Garage Accommodation for Building 2 – the roof impacts with the existing building hipped roof. This needs to be below the eaves to prevent impact to the existing listed structures.

Building 3:

The formal fenestration and style of the new window openings are not in keeping with the agricultural character. The northern side also loses two decorative ventilation details which can be an additional light sources. The en-suite does not require a window. I would also like to see some retention or addition of character to the openings e.g. the first floor east elevation door opening could have a pinned timber door in the style of the existing.

Building 4 & 5:

The internal extension for the bedrooms 1 and en-suites are unnecessary harm to the historic form. This needs to be reduced to the original form, leaving only the garages on this range being extended. The form and style of the new window openings have been increased which makes them not in keeping with the agricultural character known through the existing structure.

Building 6:

The north and west (first floor) elevation window openings are larger than the existing which is not in keeping with its character. This is an elevation with additional walls with windows so there is no justification for larger openings here.

Building 7:

The south elevation has blocked up or removed two door openings and a window that are hidden in the new design, these need to be made legible in the alterations. The En-Suite can have lower-level cladding. The door to the living room could be utilised as an access or a window. The Study/Snug blocks up a window and creates a new window opening for the room - this new opening is not acceptable. Even if it was the size and style is not appropriate. Not happy with the generic domestic style of the utility door but this can be conditioned.

WLDC Building Control: Comment

Steve Gilmans drainage design for FW & SW along with the necessary discharge permissions noted looks fine.

Ancholme IDB: No objections subject to advice

Date Checked: 25th August 2026

Relevant Planning Policies and Legislation:

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

Development Plan

- ***Central Lincolnshire Local Plan 2023-2043 (CLLP)***

Relevant policies of the CLLP include:

S1 The Spatial Strategy and Settlement Hierarchy
S5 Development in the Countryside
S7 Reducing Energy Consumption – Residential Amenity
S12 Water Efficiency and Sustainable Water Management
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
S56 Development on Land Affected by Contamination
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>

- ***Neighbourhood Plan***

There is currently no neighbourhood plan to consider.

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

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

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

National policy & guidance (Material Consideration)

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

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

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 August 2026. The relevant Decision-Making National Policies (DMNP) are:

S3 Presumption in Favour of Sustainable Development
S5 Principle of Development Outside Settlements

- ***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:

LB Legal Duty

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

<https://www.legislation.gov.uk/ukpga/1990/9/section/66>

Main Considerations:

- Planning Background
- Principle of the Development
 - Local and National Policy*
 - Assessment of Local Policy S5 Part A of the Central Lincolnshire Local Plan 2023-2043 and Policy S3/S5 of the National Planning Policy Framework 2026*
 - Heritage*
 - Flood Risk*
 - Balancing Discussion*
 - Concluding Assessment*
- Structural Survey
- Landscape and Visual Impact
- Residential Amenity
- Archaeology
- Highway Safety
- Ecology
- Biodiversity Net Gain
- Drainage
- Contamination

Assessment:

Planning Background

The application currently has planning permission and Listed Building Consent for conversion and rebuild of the existing and derelict barns to 3 dwellings with an annex, car parking and storage. The permission and consent are extant but still have conditions to be discharged. They both expire at the end of the 25th September 2026.

The proposed scheme increases the residential units on the site from 3 to 6 units. The square shaped building becomes 3 units instead of 1 unit and the barn approved for car port parking is changed to a single residential unit.

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.

Local and National Policy:

Local policy S1 of the CLLP sets out a spatial strategy and settlement hierarchy from which to focus housing growth. The site is clearly within the open countryside.

Local policy S5 Part A of the CLLP (Re-use and conversion of non-residential buildings for residential use in the countryside) states that:

“Where a change of use proposal to residential use requires permission, and where the proposal is outside the developed footprint of a settlement listed in the Settlement Hierarchy or the developed footprint of a hamlet, then the proposal will be supported provided that the following criteria are met:

- a. Comprehensive and proportionate evidence is provided to justify either that the building can no longer be used for the purpose for which it was originally built, or the purpose for which it was last used, **or** that there is no demand (as demonstrated through a thorough and robust marketing exercise) for the use of the building for business purposes; and*
- b. The building is capable of conversion with minimal alteration, including no need for inappropriate new openings and additional features; and*
- c. The building is of notable architectural or historic merit and intrinsically worthy of retention in its setting.”*

Decision-Making National Policy (DMNP) S3 criteria 1 of the NPPF states that:

“Decisions on development proposals should apply a presumption in favour of sustainable development. This means:

- a. Policy S4 in this Framework should be applied when considering development proposals within settlements;*
 - b. Outside settlements, policy S5 should be applied; and*
- In all locations, development proposals that accord with both an up-to-date development plan and the decision-making policies in this Framework should be approved without delay.”*

DMNP S5 criteria 1c. of the NPPF states that:

“Only certain forms of development should be approved outside settlements, as set out in the following list. These should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework:

- c. The reuse, extension, alteration or replacement of an existing building, provided that the existing building is of permanent and substantial*

construction, is lawful in planning terms, and any extension or alteration will not result in a disproportionate increase in size compared to the existing building. In the case of proposals for a replacement building, it should be for the same use and not disproportionately larger than the one it replaces;"

Assessment of Local Policy S5 Part A:

- a) Comprehensive and proportionate evidence is provided to justify either that the building can no longer be used for the purpose for which it was originally built, or the purpose for which it was last used, or that there is no demand (as demonstrated through a thorough and robust marketing exercise) for the use of the building for business purposes;*

The barns have been redundant for a number of years hence their declining and derelict condition. The barns are no longer fit for modern agricultural machinery and methods. The barns could be used for storage purposes but the farmhouse associated to the site is unoccupied and unsafe for habitation. It would be likely that the occupation of the farmhouse and use of the farm unit would use more modern and appropriate farm buildings.

Local policy S5 Part A criteria a is consistent with the purpose of DMNP policy S5 criteria c to reuse, extend, alter or replace an existing building outside a settlement.

- b) The building is capable of conversion with minimal alteration, including no need for inappropriate new openings and additional features;*

The application has included the submission of a letter from Steve Gilman Design Ltd dated December 2025 summarising the structural condition of each building left standing. In summary the letter states that:

- Building 2 (barn) with careful consideration of repair and strengthening, that the structure is suitable for conversion into living accommodation.
- Building 3 (barn) with careful consideration of repair and strengthening, that the structure is suitable for conversion into living accommodation.
- Building 6 (cottage) is suitable for the proposed works.
- Building 7 (barn) is severely dilapidated, the structure is unsafe, unviable to convert and advise it is demolished and rebuilt.

In summary only barn 2, 3 and cottage 6 are capable of conversion as barn 4, 5 and 7 are derelict or unviable to convert and require re-building.

The proposed plans identify the use of existing openings and only including new openings where necessary. All new openings are considered appropriate to the site. The cottage would include an acceptable two storey extension which would provide additional space required for modern living standards.

Local policy S5 Part A criteria b is consistent with the purpose of DMNP policy S5 criteria c where the reuse of a building is of permanent and substantial construction. The development is a mix of conversion and rebuild due to one of the barns being substantially derelict.

c) The building is of notable architectural or historic merit and intrinsically worthy of retention in its setting'.

All of the structures which are capable of conversion are clearly of notable architectural and historic merit as agricultural structures which is further heightened by their sensitive setting and curtilage listing. The derelict barns would appear to have been of notable architectural and historic merit as part of the group value of the barns. The Authorities Conservation Officer has agreed in previous approved applications that the site has notable architectural and historic merit.

Local policy S5 Part A criteria c of the CLLP is not wholly consistent with DMNP S5 Paragraph 1c. of the NPPF as it restricts the conversion works only to building of notable and architectural or historic merit. DMNP S5 Paragraph 1c. of the NPPF supports reuse of existing buildings outside of settlements which are permanent and of substantial construction and that they *"should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects."*

Heritage:

The barns and cottage building are curtilage listed and in the setting of the listed farmhouse therefore the site is sensitive in nature and location and the impact of the proposal on its surrounding area carries significant weight. This includes the potential loss by leaving the barns and cottage in their current redundant state.

Local policy S57 of the CLLP states that *"Development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire"* and provides a breakdown of the required information to be submitted as part of an application in a heritage statement.

In the Listed Building section of S57 it states that *'Development proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building'.*

DMNP HE5 Paragraph 1 of the NPPF states that *"Development proposals affecting heritage assets should be accompanied by an assessment of the significance of the assets affected (including any contribution made by their setting) and of the potential effect of the proposal on their significance. The level of detail should be proportionate to the assets' importance and no more than is necessary to understand the potential effect of the proposal on their significance. The relevant historic environment record should be referred to in making this assessment, and appropriate expertise employed where necessary."*

DMNP HE6 Paragraph 1 of the NPPF states that *“when considering the potential effect of a development proposal on the significance of a designated heritage asset, substantial weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential effect amounts to a positive effect, harm, substantial harm, or total loss of its significance.”*

DMNP HE6 Paragraph 2 of the NPPF states that *“Development proposals which would have a positive effect on a designated heritage asset should be supported”*.

It is considered that local policy S57 of the CLLP is consistent with DMNP HE4, DMNP HE5 and DMNP HE6 of the NPPF.

The impact of a development of the setting of a listed building is more than just its visual presence and annex 2 of the NPPF defines the setting of a heritage asset as *“the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”*

Paragraph 13 (Conserving and Enhancing the Historic Environment) of the NPPG (Reference ID: 18a-013-20190723 (Revised 23rd July 2019)) further supports this definition declaring that *“the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.”*

The application has included the submission of an Assessment of Significance and Heritage Impact Assessment (HIA) by Austin Heritage Consultants dated October 2025. The HIA summarises on page 32 that *“There would be no adverse physical or visual impact on the listed building of Holme Farm farmhouse, or its immediate domestic setting separate and to the east of the former farmyard building. Overall, it is believed that the proposals will enable the outbuildings to find sympathetic new uses following their redundancy and ensure their repair, restoration of roofs, rebuilding where needed, and survival of the structures of the former farmyard for the future.”*

The Local Authority’s Conservation Officer (CO) has been heavily involved in the appropriateness of the scheme in terms of its design, scale, layout plus the overall heritage impacts of the development whether they are beneficial or harmful.

The CO has provided some initial concerns in relation to the design of parts of the development such as the roof, windows and doors. These have been forwarded to the agent for comment.

Following the submission of amended drawings the CO concludes *that “the details are all altered or have been discussed and agreed to remain. I have no objections to these plans subject to the previous conditions.”*

The proposed development would convert, rebuild and extend the site in an appropriate and sensitive manner to retain the presence of the barns in the future. The development, including the sections of rebuild respects the historic scale, built form and grouping of the barns preserving the relationship with the listed farmhouse to the west.

Flood Risk:

As already stated the site sits primarily in flood zone 2 with the lower southern section in flood zone 3. Local policy S21 and the National Planning Policy Framework (NPPF (Policy F5 Paragraph 1)) requires a sequential approach towards locating development to areas at lower risk of flooding and the submission of a Flood Risk Assessment (FRA). For clarity purposes it is considered that the individual buildings (as numbered on the site plan) are in the following flood zones:

- Barn 2 – Flood Zone 1
- Barn 3 – Flood Zone 2
- Barn 4 – Flood Zone 2 and 3
- Barn 5 – Flood Zone 2 and 3
- Building 6 – Flood Zone 1 and 2
- Barn 7 – Flood Zone 1 and 2



An FRA dated November 2025 by Steve Gilman Design Ltd has been submitted. The Environment Agency have no objections to the development subject to a condition stating floor levels (see below) and creating a Flood Warning and Evacuation Plan.

- *Finished floor levels shall be set no lower than 12.87 metres above Ordnance Datum (AOD) for single storey dwellings*
- *Finished floor levels shall be set no lower than 12.69 metres above Ordnance Datum (AOD) for two storey dwellings.*

Policy F5 Paragraph 1 of the NPPF states that *“the aim of the sequential test is to steer new development to areas with the lowest risk of flooding from any source”*.

The proposed use of the site for dwellings is classed under Annex F (Managing Flood Risk and Coastal Change), Table 2 (Flood risk vulnerability classification) of the NPPF as being more vulnerable. Given consideration to Annex F, Table 3 (Flood risk vulnerability and flood zone ‘incompatibility’) of the NPPF the site would only be required to pass the exceptions test if the sequential test is passed and the proposed residential unit is in flood zone 3. The Sequential Test should be applied first to guide development to Flood Zone 1, then Zone 2, and then Zone 3. The sequential test is applied by the Local Planning Authority.

DMNP F5 Paragraph 2c. of the NPPF guides on when the sequential and exceptions test does not need to be applied. It states that *“the sequential test should be used in areas known to be at risk now or in the future from any form of flooding, other than for:*

c. For the following types of development:

- i. Householder development;*
- ii. Small non-residential extensions (with a footprint of less than 250m²); and*
- iii. Changes of use, other than changes of use to a caravan, camping or chalet site, or to a mobile home or park home site.”*

It is considered that local policy S21 of the CLLP is consistent with DMNP F4, DMNP F5 and DMNP F7 of the NPPF.

The application has included the submission of a Sequential/Exceptions Test (SET) report by hwd architecture.

Barn 2 is within flood zone 1 therefore is located in a sequentially preferable location.

Barn 3, building 6 and barn 7 are in or partly in flood zone 2. These structures to be converted do not require the application of the sequential test. Cottage 6 would retain a residential use but be converted to a single dwelling therefore passes the sequential test.

Barn 4 and 5 as new builds need to pass the sequential and exceptions test. The proposed new build sections of the development would rebuild sections of the barns which had a grouped heritage value as curtilage listed buildings. The development proposes to construct the new build sections in the same location and on the same footprint as the derelict barns. This can only happen in these locations to retain the heritage value of the site. Barn 4 and 5 would therefore pass the sequential test but would in addition need to pass the flood risk exceptions test.

Paragraph 31 (Reference ID: 7-031-20220825) of the Flood Risk and Coastal Change section of the NPPG states that to pass the exceptions test the development should demonstrate that:

- i. Provide wider sustainability benefits to the community that outweigh the flood risk;*
- ii. Be safe for its anticipated lifetime in accordance with policy F7; and*
- iii. Not increase flood risk elsewhere and, where possible, reduce flood risk overall.*

The SET submitted by hwd architecture considers the development will deliver the following sustainability benefits:

- *“The conservation and enhancement of a historic farmstead, securing the long-term future of buildings that are currently in a dilapidated condition.*
- *The preservation of the setting of the Grade II listed Holme Farmhouse, reinforcing the historic agricultural character of the site.*
- *The reuse of previously developed land (brownfield), reducing pressure on greenfield sites.*
- *The delivery of high-quality rural housing in a sustainable location, contributing to the local housing supply within West Lindsey District Council.”*

And will be safe for its lifetime:

- *“The development will be safe for its lifetime, taking account of climate change.*
- *Finished floor levels are set above extreme flood levels, ensuring safe internal refuge.*
- *The scale and nature of the development will not increase flood risk elsewhere.*
- *Appropriate flood resilience and resistance measures can be incorporated into the design.”*

The rebuilding of Barn 4 and 5 would retain the presence of the historic form of these curtilage listed barns and would preserve the setting of the host listed building (Holme Farm). This is a significant benefit of the development which can be considered a minor wider sustainability benefits to the community. Whilst the proposed residential units would be located in an unsustainable rural location they would only residential accommodation for members of the community that want to live in a more isolated historic rural location.

Barn 4 and 5 would not have any first floor accommodation to provide refuge to the potential occupiers, but as required by the Environment Agency ground floor levels would have to be constructed to a certain level which the SET confirms would be *“set above extreme flood levels”*. The development would also have an evacuation plan and be signed up to the flood warning system.

The proposed development would be required through further details be able to demonstrate a surface water drainage system which would suitably deal

with surface water from rainfall. This would be expected to overall reduce the risk of flooding from the current surface water drainage situation on the site.

Balancing Discussion:

The application site currently has planning permission and listed building consent for 3 dwellings which is given some weight in the determination of this application. This application was identical in that it included conversion and rebuild on the site.

The flood risk sequential test does not apply to the buildings to be converted. The conversion of the cottage to a single dwelling would retain a residential use therefore passes the sequential test. The new build sections of the development are considered to pass the sequential test as they would be constructed on the same footprint as the derelict curtilage listed barns they would replace to retain the historic value of the site and the wider site that includes the Grade II Listed Farmhouse. It considered that the rebuild of the barns cannot be located anywhere else therefore the site as a whole passes the flood risk sequential test.

It is considered that providing these two barns are built to the above flood ground floor level alongside other flood risk mitigation measures they would be safe for a lifetime. It is additionally considered that there are sufficient wider sustainability benefits to the community.. Therefore, the development passes the flood risk exceptions test. This is consistent with the approach taken in extant planning permission 145792 (expires at the end of 25th September 2026)

The proposed development is a mix of converting existing buildings, retaining a residential use and rebuilding derelict buildings. In summary barn 2, 3, 7 and cottage 6 are capable of conversion and barn 4 and 5 are derelict requiring re-build. The buildings individually and as a group are considered to be of significant historic and/or architectural merit.

The group of buildings (barns/cottages) have previously been and are considered as curtilage listed buildings due to their relationship with Holme Farmhouse. The proposed conversion and new build aspects of the development would be sensitively done to retain the character of the buildings to be converted and the buildings to be rebuilt. It has been justified that all the buildings can no longer be used for the purpose for which they were originally built.

The application site and the buildings it comprises have significant heritage value in terms of their curtilage listed status and their historical relationship with Holme Farmhouse, a grade 2 listed building to the west. Significant positive weight in this case is therefore allocated to the heritage benefit of sensitively converting and constructing appropriate new build development to residential accommodation. The proposed development would secure the presence of the surviving curtilage listed buildings and replace the derelict curtilage listed buildings with appropriate replacements.

Concluding Statement:

The proposed development would be expected to comply with local policy S5 Part A (a)(c) and S57 of the CLLP and the statutory duty set out in section 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the provisions of the National Planning Policy Framework. However, the rebuild works cannot be considered as conversion therefore the development would not be fully capable of conversion and would not fully comply with local policy S5 Part A (b) of the CLLP

As stated earlier in the report, local policy S5 Part A criteria c of the CLLP is not consistent with the purpose of DMNP S5 criteria c of the NPPF. This due to S5 Part A criteria c of the CLLP restricting the reuse, extension, alteration and replacement of an existing building to building of notable or architectural merit.

However, this development includes conversion and rebuild/replacement works due the derelict condition of at least one of the barns. In line with criteria c of policy S5 of the NPPF the replacement/rebuild residential accommodation would not be disproportionately larger than the building it or they replace but would not be for the same agricultural use. The development would therefore not wholly be in accordance with criteria c of policy S5 and would be a departure from the NPPF.

The development passes the flood risk sequential and exceptions test.

This departure of the development plan was previously accepted by the Local Planning Authority through a planning committee resolution in approved planning application 145792 and Listed Building Consent 146827.

Given that local policy S5 Part A of the CLLP is not consistent with the NPPF local policy S5 of the CLLP can only be afforded **very limited weight** (emphasis added) in accordance with Annex A Paragraph 2 of the NPPF which states *“Development plan policies (or parts of those policies) which are materially inconsistent with national decision-making policies in this Framework should be given very limited weight”*.

The development is however not wholly compliant with DMNP S5 criteria c of the NPPF as the replacement building would not be used (residential use) for the same previous agricultural use.

However, the substantial heritage benefits are considered to outweigh the harms of including appropriate and sensitive new build sections in the development.

Landscape and Visual Impact

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

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

As previously assessed in the principle section of this report the proposed development would appropriately convert and rebuild the site. This would sensitively restore and retain the presence of the group of listed farm buildings within their historic, open countryside and landscape setting. The proposed development would be subject to several external material conditions to ensure the development was converted and constructed with materials which were appropriate to the historic agricultural rural character and appearance.

The final design of the barns and the dwelling has been amending to an acceptable position following negotiation including specialist advice from the Authority's Conservation Officer.

The proposed development would therefore accord to local policy S53 of the CLLP and the provisions of the NPPF.

Residential Amenity

The nearest dwellings to the site would be:

- The host dwelling Holme Farmhouse 80 metres to the west.
- The Old Forge, Old Forge Lane 115 metres to the west.

The nearest neighbouring dwellings would therefore be a considerable distance from the application site.

Proposed residential unit 2, 3, 6 and 7 of the development would have sufficient private external garden spaces. Proposed residential unit 4 and 5 would have sufficient garden space with the courtyard area but this would have limited or no privacy due to proposed garden spaces to proposed residential unit 3, 4 and 5. Whilst this is not ideal it is a situation which can be created when converting barn arrangements of this scale and there also has to be a certain amount of buyer beware.



Therefore, given the nature of the development, it is considered that the living conditions of the existing neighbouring dwellings and future occupants would be acceptable and accords to local policy S53 of the Central Lincolnshire Local Plan 2023 and DMNP L2 criteria d (ii) of the National Planning Policy Framework.

Local policy S53 is consistent with the purpose of DMNP policy L2.

Archaeology

The Historic Environment Officer (HEO) at Lincolnshire County Council Archaeology has accepted the Historic Building Record previously submitted and has requested conditions for a scheme of archaeological works. An Historic Building Recording was submitted with prior application 145792 which satisfactorily recorded the historic fabric of the extant buildings.

The comments of the HEO are conflicting when compared to the comments made in approved planning application 145792. No further archaeological works was recommended in 145792 but in conflict to this a scheme of archaeological works has been recommended in this application.

Given that 145792 is an extant planning permission and could still be commence it is considered unreasonable to attach archaeological conditions to this permission.

The proposal would therefore not have an unacceptable archaeological impact and would accord to local policy S57 of the Central Lincolnshire Local Plan 2023 and the provisions of the National Planning Policy Framework.

Highway Safety

The proposed residential units would use the existing agricultural gated vehicular access of Forge Lane. Each units would have sufficient off street parking in the form of car ports and bay parking. The Highways Officer at Lincolnshire County Council has no objections to the proposal.

The proposal therefore would not have an unacceptable harmful impact on highway safety and would accord to local policy S47 and S49 of the Central Lincolnshire Local Plan 2023 and the provisions of the National Planning Policy Framework.

Ecology

Local Policy S60 of the CLLP states:

“All development should:

- a) protect, manage, enhance and extend the ecological network of habitats, species and sites of international, national and local importance (statutory and non-statutory), including sites that meet the criteria for selection as a Local Site;*
- b) minimise impacts on biodiversity and features of geodiversity value;*
- c) deliver measurable and proportionate net gains in biodiversity in accordance with Policy S61; and*
- d) protect and enhance the aquatic environment within or adjoining the site, including water quality and habitat.”*

Guidance contained within paragraph 187 and 195 of the NPPF encourages the protection and enhancement of protected species (fauna and flora) and providing net biodiversity gains.

The site is redundant farm buildings surrounded by arable and grass land with trees. The application has included an updated survey of Holme Farm Barns, West Rasen dated 12th November 2025 by CGC Ecology.

This update is in response to the Preliminary Ecological Appraisal by CGC Ecology dated April 2022 submitted in 145792. In summary the update survey recommends the following:

Further Surveys:

- evening emergence surveys will be required prior to any works commencing on Barns 2 or 6 in order to inform the mitigation licence application to Natural England.

Bats:

- Development work will commence in early spring or autumn in order to avoid the times when bats are most vulnerable.
- The two 2F Schwegler bat boxes (or similar) to be installed on one of the mature trees must be in place prior to the works commencing and should be installed as soon as possible.
- Six integrated roost units (or pre-agreed alternatives if integrated roost units are not viable), of either the Ibstock or Habibat design, will be installed on the southern and eastern elevations of the barns.
- Any new soffit/fascia's/weatherboarding features installed as part of the works will have gaps/niches of approximately 22mm high x 60mm wide in order to allow access for use by roosting pipistrelle bats.

- A precautionary working method statement (PWMS) will be required if the two trees with bat potential are to be felled or managed as part of the proposals.
- Lighting restrictions for bats.

Birds:

- Works commence outside the bird breeding season (early March to early September)
- 10 Schwegler swallow nests
- 8 Integrated swift boxes
- No owl mitigation required.

Habitat and plant species:

- Hedgerow to be retained or appropriate replacement.
- Any solid fences must have a hedgehog hole or be raised off the ground.

The proposal would therefore subject to conditions would accord to local policy S60 of the Central Lincolnshire Local Plan 2023 and DMNP N2 of the National Planning Policy Framework.

Local policy S60 is consistent with the purpose of DMNP policy N2.

Biodiversity Net Gain

Schedule 7A of the Town and Country Planning Act 1990 sets out in law that 10% Biodiversity Net Gain (BNG) for minor developments is a statutory requirement after 2nd April 2024. This takes precedence over local policy S61 of the CLLP.

Local policy S61 of the CLLP requires *“all development proposals should ensure opportunities are taken to retain, protect and enhance biodiversity and geodiversity features proportionate to their scale, through site layout, design of new buildings and proposals for existing buildings with consideration to the construction phase and ongoing site management”*. Local policy S61 goes on to state that *“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”*.

The application has included a Biodiversity Net Gain Report by CGC Ecology Dated December 2025, the statutory Biodiversity Net Gain (BNG) metric by Celia Commowick dated 20th May 2026 and a BNG Site Plan 1781W-25-39 dated May 2026. The metric identifies that the development would be expected to provide a 13.73% habitat unit gain and 24.96% hedgerow unit gain.

The Principal Ecology and Wildlife Officer (PEWO) considers the submitted amended information to be acceptable subject to a number of conditions and a S106 Legal Agreement to secure a BNG Monitoring Fee. Therefore, the development subject to conditions and an obligation in a S106 legal agreement would be expected to meet the requirements of Schedule 7A and

local policy S61 of the CLLP. The agent has included the recommended legal obligation (monitoring fee of £6,637) in their submitted heads of terms for the S106 legal agreement.

The proposed development subject to conditions and legal obligations would be expected to meet and exceed the 10% BNG for habitats and would be expected to accord with Schedule 7A of the Town and Country Planning Act 1990, local policy S61 of the CLLP and DMNP N2 of the NPPF.

Local policy S61 is consistent with the purpose of DMNP policy N2.

Foul and Surface Water Drainage

The application has included proposed drainage plan (10277/10 dated November 2025) within Drainage Strategy Report dated November 2025. This has been accepted by the Authority's Building Control Department.

Foul Water:

The submitted drainage plan identifies foul drainage will be disposed of to a package treatment plant. Paragraph: 020 (Reference ID: 34-020-20140306) of the water supply, wastewater and water quality section of the NPPG states that *"where a connection to a public sewage treatment plant is not feasible (in terms of cost and/or practicality) a package sewage treatment plant can be considered"*. It is accepted that connection to a foul sewer would be unlikely in this location.

Surface Water:

The drainage strategy in summary states:

- Percolation testing on the site has failed therefore infiltration is not feasible.
- The sustainable urban drainage system comprises a geo-cellular storage system.
- Access road would have a permeable construction.
- Roof water will be directed to the geo-cellular storage system.
- Surface water runoff will be restricted via a hydrobrake to 2 litres per second.
- A management company will maintain the drainage system.

It is considered that foul and surface water details are acceptable and can be conditioned to be adhered to.

Therefore, the development would be accord to local policy S21 of the CLLP and DMNP F8 of the NPPF.

Local policy S21 is consistent with the purpose of DMNP policy F8.

Contamination

The application has included the submission of a Phase 1 Desk Study Site Investigation Report dated May 2022 and Phase 2 Intrusive Site Investigation Report dated April 2022 by Geo Investigate. The Authority's Environmental

Officer has accepted the content of the report and has no objections providing the recommendations at section 7:2 of the phase 2 report are adhered to.

The proposed development would not have a harmful contamination impact and would accord to local policy S56 of the CLLP and DMNP P2 of the NPPF.

Local policy S56 is consistent with the purpose of DMNP policy P2.

Other Considerations:

Landscaping

The application has included some landscaping detail on the submitted site plan and biodiversity net gain plan but not in enough detail to accept as a comprehensive landscaping plan. It is therefore considered relevant and necessary to attach a condition requiring full details of landscaping to be submitted and implemented prior to occupation of each individual residential unit.

Climate Change

Local policy S6 and S7 of the CLLP sets out design principles for efficient buildings and reducing energy consumption. Local policy LP7 states that:

“Unless covered by an exceptional basis clause below, all new residential development proposals must include an Energy Statement which confirms in addition to the requirements of Policy S6 that all such residential development proposals:

- 1. Can generate at least the same amount of renewable electricity on-site (and preferably on-plot) as the electricity they demand over the course of a year, such demand including all energy use (regulated and unregulated), calculated using a methodology proven to accurately predict a building’s actual energy performance; and*
- 2. To help achieve point 1 above, target achieving a site average space heating demand of around 15-20kWh/m2/yr and a site average total energy demand of 35 kWh/m2/yr, achieved through a ‘fabric first’ approach to construction. No single dwelling unit to have a total energy demand in excess of 60 kWh/m2/yr, irrespective of amount of on-site renewable energy production. (For the avoidance of doubt, ‘total energy demand’ means the amount of energy used as measured by the metering of that home, with no deduction for renewable energy generated on site).”*

The application has included an Energy Statement by EPS Group dated 12th December 2025.

The Executive Summary of the Energy Statement sets out how the development meets the five criteria set out in policy S6 of the CLLP. This includes the use of air source heat pumps for heating and hot water from a local carbon source. Solar panels have been included but this has been restricted following negotiations with the Local Planning Authority.

In paragraph 5.4 of the Energy Statement it states that:

- The space heating demand would range between 23.33 to 88.16 kWh/m²/yr with an average of 48.48 kWh/m²/yr
- A total energy demand of 40 kWh/m²/yr (highest is 52.64kWh/m²/yr)
- The total energy demand of 42,153.87kWh/Year would be reduced by the proposed solar panels creating 9,227.46 kWh/Year.

The development would not meet the energy numbers listed in local policy S7 of the CLLP. However, in this case it would be considered extremely challenging for the development to meet the high expectations of local policy S7 of the CLLP. Therefore, in this case it is considered that the details of the Energy Statement are acceptable and has included where possible the use of renewable energy technology. The Energy Statement alongside other conditions will be conditioned on the permission.

The development would accord to the requirements of local policy S6 and S7 of the CLLP and the provisions of the NPPF.

Permitted Development

It would be considered relevant and necessary to remove certain permitted development rights. This is due to the sensitive location of the site and its surrounding. The permitted development rights to be removed would be Class A, AA, B, C, D, E, F, G, H of Part 1 and Class A of Part 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification).

Community Infrastructure Levy

West Lindsey District Council adopted a Community Infrastructure Levy (CIL) which will be charged from 22nd January 2018. The site is within charging zone 1, where the charge would be £15 per square metre for houses. It is the case officer's opinion that at least the rebuild and extension sections of the development would be liable to a CIL Payment.

Pre-commencement conditions

The agent has agreed in writing to the pre-commencement conditions.

Conclusion and Reason for Decision:

Planning Application WL/2026/00021

The decision has been considered against S1 The Spatial Strategy and Settlement Hierarchy, S5 Development in the Countryside, S7 Reducing Energy Consumption – Residential Amenity, S13 Reducing Energy Consumption in Existing Buildings, S20 Resilient and Adaptable Design, S21 Flood Risk and Water Resources, S27 Residential Annexes, S47 Accessibility and Transport, S49 Parking Provision, S53 Design and Amenity, S56 Development on Land Affected by Contamination, S57 The Historic Environment, S60 Protecting Biodiversity and Geodiversity and S61 Biodiversity Opportunity and Delivering Measurable Net Gains of the Central

Lincolnshire Local plan 2023 and guidance contained within the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and National Design Model Code. Furthermore consideration has been given to the duty set out in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. In light of this assessment it is considered that the heritage benefits of converting, rebuilding and extending these curtilage listed buildings in an appropriate and sensitive manner outweighs the harms of the development. The harms of the development would be the location of some of the residential units, in flood zone 3 and the departure from some of the development from local policy S5(b) and S21 of the CLLP. The proposed development would enable the retention of these curtilage listed structures and the historic relationship they have with the host listed farmhouse. The development would therefore be an enhancement of the site and at least preserve the setting of the nearby listed building. The proposal is considered to pass the flood risk sequential/exceptions test and would not have an unacceptable harmful visual impact on the site or the surrounding area. It would not have an unacceptable harmful impact on the living conditions of neighbouring occupiers, highway safety, biodiversity, drainage, archaeology or contamination.

Listed Building Consent WL/2025/00022

The proposal has been considered against the duty contained within section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended. In light of this assessment, the proposal is considered as an acceptable change of use and it would sensitively retain the presence of the historic curtilage listed farm buildings as well as preserving the setting of nearby listed building. Furthermore the proposed development would preserve the desirability of the historic buildings, their setting and the special architectural features or historic interest they possesses.

Recommendation WL/2025/00021: Grant consent 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:

2. The Biodiversity Gain Plan shall be prepared in accordance with the Statutory Biodiversity Metric dated 20th May 2026 and prepared by Celia Commonwick.

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

3. No development hereby permitted must take place until a written Habitat Management and Maintenance Plan (HMMP) in accordance with the Statutory Biodiversity Metric dated 20th May 2026 and prepared by Celia Commonwick and shall relate to all 'significant' biodiversity gains on site is to be submitted to and approved in writing by the Local Planning Authority. The HMMP document must be produced in accordance with sections listed below:
- a) a non-technical summary;
 - b) the roles and responsibilities of the people or organisation(s) delivering/monitoring the HMMP;
 - c) the details of funding, resources and mechanisms for long term delivery of the HMMP.
 - d) the planned habitat creation and enhancement works for the initial completion period to create or improve habitat. Initial creation/enhancement must be completed within 2 years of commencement of development
 - e) the management measures to maintain habitat for a period of 30 years from the end of initial habitat creation.
 - f) the monitoring/reporting methodology and frequency in respect of the retained, created and/or enhanced habitat to be submitted to the local planning authority on years 1,2, 3, 4,5,10,15,20,25,30 All reports must be submitted no later than September 1st on each reporting year (reports must be produced by a suitably qualified ecologist)
 - g) the mechanisms of adaptive management and remedial measures to account for changes in the work schedule to achieve required targets.

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

4. No development shall take place until a written Ecological Mitigation & Enhancement Plan (EMEP) in accordance with Update survey of Holme Farm Barns, West Rasen, Lincolnshire dated 12th November 2025 by CGC Ecology is submitted to and approved in writing by the local planning authority. The EMEP shall include: -
- A plan showing habitat protection zones
 - Details of any precautionary method statements for protected species
 - Details and supporting documents sufficient for European Protected Species Licence submission for Bats. Must include timing of works and phasing to minimise disruption and provide adequate compensatory roosting provision prior to impact on an extant roost feature.
 - Details of a sensitive lighting strategy

- Details of wildlife friendly landscaping within curtilage of private dwellings (must include native tree/hedge planting and flowering lawns, could include urban greening [i.e. rain gardens] and garden ponds)
- Details of educational leaflets to be provided to all residence as to the enhancements for wildlife within their own cartilage and the wider development and guidance on how to manage their garden space for nature.
- Details, specification location of hedgehog highway within all closed panel fence boundaries
- Details, specification, locations of wildlife friendly curb and drain treatments.
- Details, specification and timings of Invasive species removal from the site
- Details, specification and location of the following species enhancements incorporated into structures across the site:
 - a) 2 Bat boxes
 - b) 6 Integrated Bat Roosts
 - c) 20 Schwegler Swallow Nests
 - d) 8 Integrated Swift Boxes or Bricks
 - e) Hedgehog mitigation measures
 - a) 2 bee/insect bricks per dwelling

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:

5. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved must be carried out in accordance with the following proposed drawings:
 - 1781W-25-30e dated 21st July 2026 – Site Plan (excluding soft and hard landscaping)
 - 1781W-25-31a dated 21st July 2026 – Plot 2 Elevation, Floor and Roof Plans
 - 1781W-25-32b dated 21st July 2026 – Plot 3 Floor Plans
 - 1781W-25-33a dated 21st July 2026 – Plot 4 and 5 Floor Plans
 - 1781W-25-34b dated 21st July 2026 – Plot 3, 4 and 5 Elevation Plans
 - 1781W-25-35a dated 21st July 2026 – Plot 3, 4 and 5 Elevation and Section Plans
 - 1781W-25-36a dated 21st July 2026 – Plot 6 Elevation, Floor and Roof Plans

- 1781W-25-37a dated 21st July 2026 – Plot 7 Elevation, Floor and Roof Plans

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

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework, local policy S5, S47, S49, S53 and S57 of the Central Lincolnshire Local Plan 2023 and the statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. No development apart from the demolition works hereby approved must take place until the local planning authority has been provided with either:
 - a) A European Protected Species mitigation license issued by Natural England authorising the specified development to barn 2 and 6 (see site plan 1781W-25-30d).
 - b) A statement in writing from the relevant licencing body to the effect that it does not consider the specified activity/development requires a licence.

The submitted licence or statement must be approved in writing by the local planning authority.

Reason: To obtain the appropriate licence to protect and mitigate for the presence of bats and to accord with the National Planning Policy Framework, local policy S60 and S61 of the Central Lincolnshire Local Plan 2023.

7. Notice in writing shall be given to the Council within 15 working days of the Initial habitat creation and enhancement works as set out in the Habitat Management and Monitoring Plan being completed.

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

8. The Habitat Management and Monitoring Plan (HMMP) submitted and approved as part of condition 3 must be strictly adhered to and implemented in full for a minimum of 30 years following the initial completion period approved pursuant to condition 7.

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

9. Prior to the commencement of any external repairs being undertaken, a full specification and methodology for external repairs must be supplied and agreed in writing by the Local Planning Authority. This to include:
- a) Repairs to the roof covering and structure;
 - b) Rainwater goods;
 - c) Brickwork repairs/repointing (extent to be shown shaded on elevations). Sample panels will be required for inspection and approval by the Local Planning Authority.
 - d) Structural repairs (including unauthorised works to remove a timber beam);

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

Reason: To ensure the retention of key historical features in the first instance or appropriate replacements to accord with the National Planning Policy Framework, local policies S5, S53 and S57 of the Central Lincolnshire Local Plan 2023 and the statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10. Prior to installation full joinery details of all new windows, rooflights, doors and glazed screens must be supplied at scale of no less than 1:20, and 1:1 for glazing bar details, showing elevations, sections through, cill and header details and door frames, colour and finish. The joinery details must be approved in writing by the Local Planning Authority. The development must be completed in strict accordance with the approved details.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the barns, the site, the open countryside and to preserve the setting of the Listed Building to accord with the National Planning Policy Framework, local policies S5, S53 and S57 of the Central Lincolnshire Local Plan 2023 and the statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

11. Prior to installation, the external material listed below must be submitted to and approved in writing by the Local Planning Authority:

- A one metre square sample panel of brickwork, mortar and bond of all new types of brickwork. The brickwork panel(s) constructed must be retained on the site until the development hereby approved has been completed.
- Retained and new roof tiles
- Any cladding material and colour finish
- Header, Cills, Lintels and other decorative finishes
- rainwater goods and downpipes including the colour
- all windows and, domestic doors including section drawings
- Treatment of gables and cappings
- Treatment of verges and barge boards

- Leadwork
- Means of ventilating the roof
- Flues, vents or other pipework piercing the roof (and decorative finish)
- Retention or replaced ironmongery

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

Reason: To ensure the use of appropriate materials in the interests of visual amenity and the character and appearance of the site and the surrounding area including the setting of the Listed Church to accord with the National Planning Policy Framework, local policies S5, 53 and S57 of the Central Lincolnshire Local Plan 2023 and the statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

12. No occupation of each individual dwelling must take place until its individual foul and surface water drainage connections have been fully completed in strict accordance with drainage plan 10277/10 dated November 2025 (within Drainage Strategy Report dated November 2025) and retained as such thereafter.

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

13. The development must be carried out in strict accordance with the submitted Flood Risk Assessment (FRA dated November 2025 by Steve Gilman Design Ltd including the following mitigation measures it details:

- Finished floor levels shall be set no lower than 12.87 metres above Ordnance Datum (AOD) for single storey dwellings
- Finished floor levels shall be set no lower than 12.69 metres above Ordnance Datum (AOD) for two storey dwellings.
- The Signing up to the Environment Agencies Flood Warning System
- The completion of a Flood Evacuation Plan to be kept in each residential unit hereby approved.

These mitigation measures shall be fully implemented prior to occupation. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development to accord with National Planning Policy Framework and local policy S21 of the Central Lincolnshire Local Plan 2023.

14. The development must be completed in strict accordance with section 7.2 of the Phase 2 Intrusive Site Investigation Report by Geo Investigate dated April 2022.

Reason: In order to safeguard human health and the water environment and to accord with the National Planning Policy Framework and local policy S56 of the Central Lincolnshire Local Plan 2023.

15. No occupation of each individual dwelling must take place until its individual vehicular access, turning space and parking identified on site plan 1781W-25-30e dated 21st July 2026 has been fully completed and retained for that use thereafter.

Reason: To ensure safe access to the site and each dwelling/building in the interests of residential amenity, convenience and safety and to allow vehicles to enter and leave the highway in a forward gear in the interests of highway safety to accord with the National Planning Policy Framework and local policy S47 and S49 of the Central Lincolnshire Local Plan 2023.

16. No occupation of any residential units hereby approved must take place until a landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. Details to include (see advisory note):

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

All planting and turfing comprised in the approved details of soft landscaping must be carried out in the first planting and seeding season following the completion of the development, whichever is the sooner; and any trees or plants which within a period of 5 years from the completion of the development die, are removed, or become seriously damaged or diseased must be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation. The landscaping should be retained thereafter.

Reason: To ensure that the approved landscaping is implemented to accord with the National Planning Policy Framework, local policies S5, S53 and S57 of the Central Lincolnshire Local Plan 2023 and the statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

17. Apart from the details required in condition 4 and 7, the development must be completed in strict accordance with the updated survey of Holme Farm Barns, West Rasen dated 12th November 2025 by CGC Ecology.

Reason: In the interest of protecting protected species and to accord with the National Planning Policy Framework and local policy S60 of the Central Lincolnshire Local Plan 2023.

18. Alongside the approved plans the development hereby approved must be completed in accordance with the Energy Statement by EPS Group dated 12th December 2025.

Reason: In the interests of energy efficiency to accord with the National Planning Policy Framework and with policies S6 and S7 of the Central Lincolnshire Local Plan 2023.

19. No occupation must take place until a written verification statement to demonstrate that the approved scheme has been implemented in strict accordance with the submitted Energy Statement by EPS Group dated 12th December 2025 has been submitted to and approved in writing by the planning authority.

Reason: To ensure that the development takes place in accordance with the approved details and in accordance with the provisions of policies S6 and S7 of the Central Lincolnshire Local Plan 2023-2043.

20. No services must be laid within the development for the provision of piped natural gas.

Reason: In the interests of energy efficiency to accord with policies S6 and S7 of the Central Lincolnshire Local Plan 2023.

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

21. Notwithstanding the provisions of Classes A, AA, B, C, D, E, F, G and H of Schedule 2 Part 1 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the dwellings, annex and carport building hereby permitted must not be extended, altered and no buildings or structures shall be erected within the curtilage of the dwellings, annex and carport building unless planning permission has first been granted by the Local Planning Authority.

Reason: To enable any such proposals to be assessed in terms of their impact on the design, character and appearance of the dwellings within its historic setting and on the living conditions of neighbouring occupiers in accordance with the National Planning Policy Framework, local policy S5, S53 and S57 of the Central Lincolnshire Local Plan 2023 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

22. Notwithstanding the provisions of Class A of Schedule 2 Part 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the dwellings, annex and car port building hereby permitted no gates, fences, walls or other means of enclosure must be erected within or on the boundary of the site unless planning permission has first been granted by the Local Planning Authority.

Reason: To enable any such proposals to be assessed in terms of their impact on the area and the historic setting to accord with the National Planning Policy Framework, local policy S5, S53 and LP57 of the Central Lincolnshire Local Plan 2023 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990

23. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no domestic oil tanks or domestic gas tanks must be placed within the curtilage of the dwelling(s) hereby approved.

Reason: In the interests of energy efficiency to accord with policies S6 and S7 of the Central Lincolnshire Local Plan 2023.

Recommendation WL/2025/00022:

Grant consent subject to the following conditions

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

1. The works to which this consent relates must be begun before the expiration of three years from the date of this consent.

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

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

NONE

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

2. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved must be carried out in accordance with the following proposed drawings:
 - 1781W-25-30e dated 21st July 2026 – Site Plan (excluding soft and hard landscaping)
 - 1781W-25-31a dated 21st July 2026 – Plot 2 Elevation, Floor and Roof Plans
 - 1781W-25-32b dated 21st July 2026 – Plot 3 Floor Plans
 - 1781W-25-33a dated 21st July 2026 – Plot 4 and 5 Floor Plans
 - 1781W-25-34b dated 21st July 2026 – Plot 3, 4 and 5 Elevation Plans
 - 1781W-25-35a dated 21st July 2026 – Plot 3, 4 and 5 Elevation and Section Plans

- 1781W-25-36a dated 21st July 2026 – Plot 6 Elevation, Floor and Roof Plans
- 1781W-25-37a dated 21st July 2026 – Plot 7 Elevation, Floor and Roof Plans

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

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

3. Prior to the commencement of any external repairs being undertaken, a full specification and methodology for external repairs must be supplied and agreed in writing by the Local Planning Authority. This to include:
 - e) Repairs to the roof covering and structure;
 - f) Rainwater goods;
 - g) Brickwork repairs/repointing (extent to be shown shaded on elevations). Sample panels will be required for inspection and approval by the Local Planning Authority.
 - h) Structural repairs (including unauthorised works to remove a timber beam);

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

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

4. Prior to installation, full details of all new internal joinery, insulation, masonry, and materials must be submitted to and approved in writing by the Local Planning Authority. The development must be completed in strict accordance with the approved details. The details must include all: new and existing doors, frames, architrave, infills, surrounds, walls, insulation, wall finishes, and other means of enclosure.

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

5. Prior to installation full joinery details of all new windows, rooflights, doors and glazed screens must be supplied at scale of no less than 1:20, and 1:1 for glazing bar details, showing elevations, sections through, cill and header details and door frames, colour and finish. The joinery details must be approved in writing by the Local Planning Authority. The development must be completed in strict accordance with the approved details.

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

6. Prior to installation, the external material listed below must be submitted to and approved in writing by the Local Planning Authority:

- A one metre square sample panel of brickwork, mortar and bond of all new types of brickwork. The brickwork panel(s) constructed must be retained on the site until the development hereby approved has been completed.
- Retained and new roof tiles
- Any cladding material and colour finish
- Header, Cills, Lintels and other decorative finishes
- rainwater goods and downpipes including the colour
- all windows and, domestic doors including section drawings
- Treatment of gables and cappings
- Treatment of verges and barge boards
- Leadwork
- Means of ventilating the roof
- Flues, vents or other pipework piercing the roof (and decorative finish)
- Retention or replaced ironmongery

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

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

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

NONE

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:

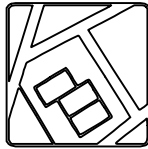
Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report

**Representors to be notified -
(highlight requirements):**

Standard Letter ☐ Special Letter ☐ Draft enclosed ☐

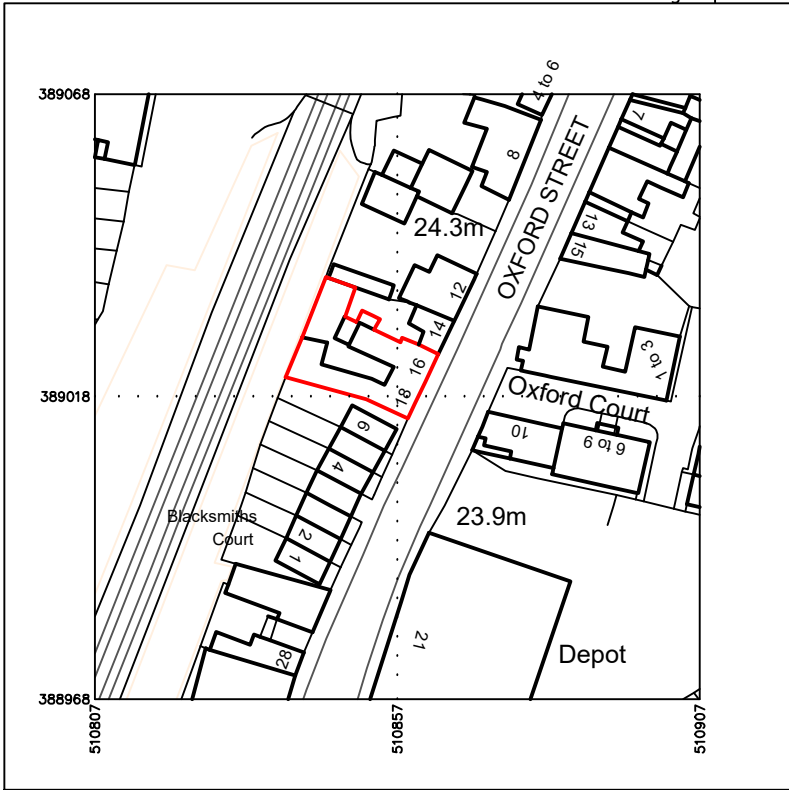
Prepared by: Ian Elliott

Date: 25th August 2026



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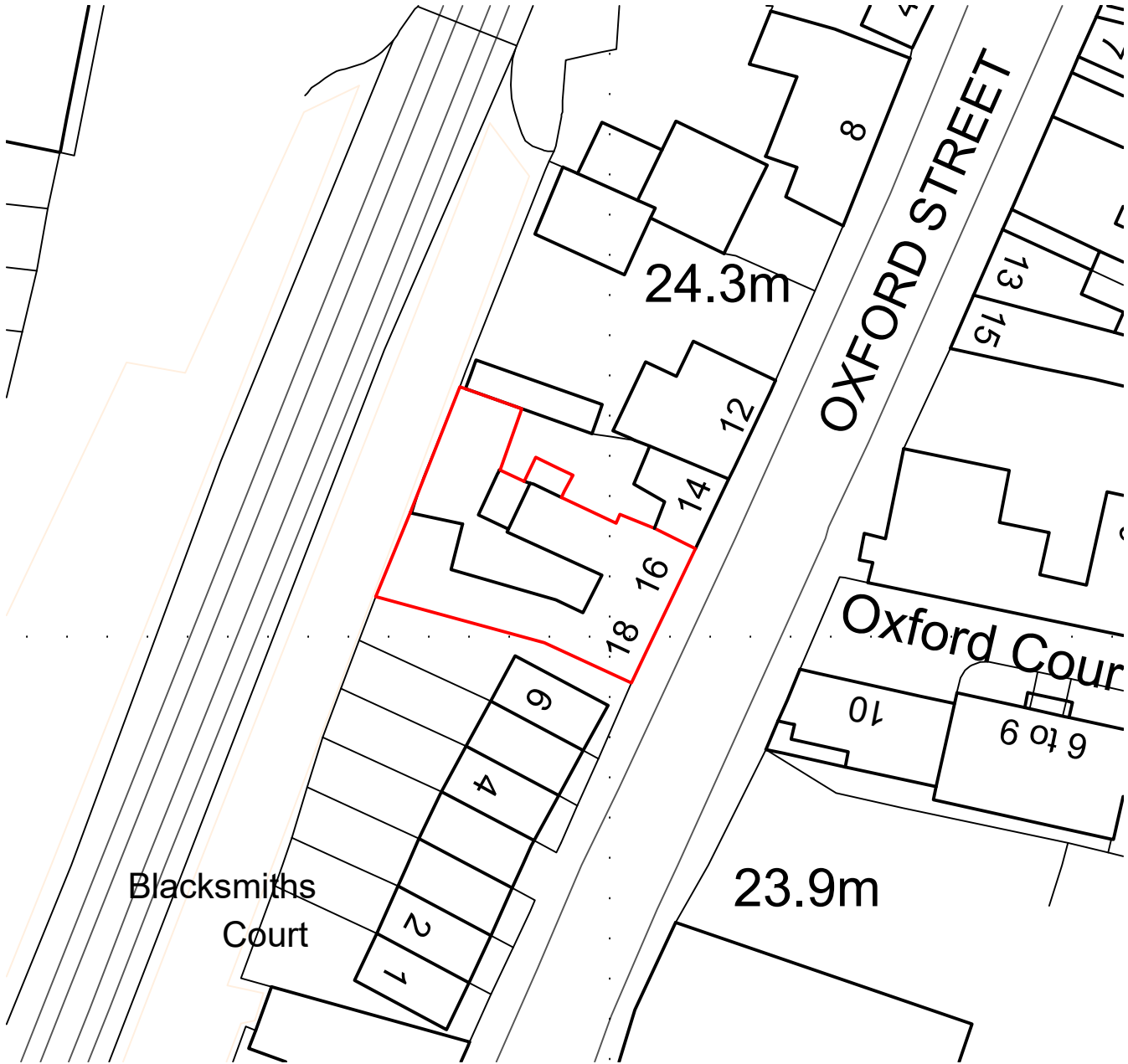
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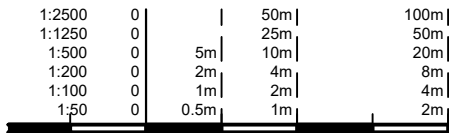
Produced on 31 January 2026 from the Ordnance Survey National Geographic Database and incorporating surveyed revision available at this date.
This map shows the area bounded by 510807 388968,510907 388968,510907 389068,510807 389068,510807 388968
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Location Plan 1:1250



Block Plan 1:500



Site Address;	Title;	Scale;	Drawn;	Drawing Number;
16-18, Oxford St, Market Rasen, Lincolnshire LN8 3AL,	Location Plan & Block Plan	1:1250; 1:500	GS	2025/01/LP001
		Date;	Size;	
		January 2025	A3	

Officers Report

Planning Application No: WL/2026/00430

PROPOSAL: Planning application for the change of use of cafe to 5no. apartments, including external alterations

LOCATION: 16-18 OXFORD STREET, MARKET RASEN, LN8 3AL

WARD: MARKET RASEN

TARGET DECISION DATE: 08/07/2026

CASE OFFICER: Owen Toop

Recommended Decision: Grant Approval with Conditions

Planning Committee

The application is brought to the attention of the Planning Committee due to it being a Departure from the Central Lincolnshire Local Plan (Adopted 2023), as it would not meet the parking standards under Appendix 2 (page 212).

Site Description and Proposal:

The application site is terraced property located close at Oxford Street in Market Rasen. The property is located on the west side of the street and further to west is a railway track. The north and south are adjacent residential properties. Opposite the property and to the east is Oxford Court, a residential street.

The site is in close proximity to the Market Rasen town centre, but it is located outside of its boundary.

The ground floor of the property was last used as a café, including a kitchen and dining areas. Upstairs is former residential accommodation associated with the café.

The application seeks planning permission for the change of use of cafe to 5no. apartments and includes a number of external alterations.

Originally, the scheme included the addition of front and rear dormers forming second floor accommodation within the roofspace. As part of the application process and in response to visual design concerns, the dormers and their associated bedrooms have been removed. Given the changes reduced the scheme, it was not considered a requirement to reconsult consultees and neighbours.

Relevant Planning History:

Reference	Proposal	Decision
WL/2026/00160	Prior approval change of use from commercial, business and service to 5no. apartments.	Prior Approval refused 02/04/2026

Relevant Planning Constraints

Prioritised Contaminated Land.
Railway Line to the west of the site.

Representations

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

Market Rasen Parish Council: No representations received to date.

Highway and Lead Local Flood Authority: No objections.

Local residents: No representations received to date.

Network Rail: No objections with Informative comments.

LCC Archaeology: No archaeological input required.

Date Checked: 20.08.2026

Relevant Planning Policies and Legislation:

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

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

Relevant policies of the CLLP include:

S1 The Spatial Strategy and Settlement Hierarchy
S3 Housing in Lincoln Urban area, Main Towns and Market Towns
S6 Design Principles for Efficient Buildings
S13 Reducing Energy Consumption in Existing Buildings
S21 Flood Risk and Water Resources
S23 Meeting Accommodation Needs

S47 Accessibility and Transport
S49 Parking Provision
S53 Design and Amenity
S56 Development on Land Affected by Contamination
S57 The Historic Environment
S61 Biodiversity Opportunity and Delivering Measurable Net Gains

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

Neighbourhood Plan

Market Rasen is currently not preparing a Neighbourhood Plan.

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

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

On Monday 17th August 2026, the Government published its revised National Planning Policy Framework (NPPF). The policies in this Framework are material considerations which must be taken into account in decision-making from the day of its publication.

It therefore is a material consideration in the determination of this application.

It remains the case that Planning law requires that applications for planning permission be determined in accordance with the development plan (here, both the Central Lincolnshire Local Plan, unless material considerations indicate otherwise.

Development plan policies (or parts of those policies) which are materially inconsistent with national decision-making policies in this Framework should be given very limited weight. Other development plan policies should not be given reduced weight simply because they were adopted prior to the publication of this Framework

The revised NPPF is now a material consideration of “critical importance” and its decision-making policies should be considered alongside the policies of the development plan.

Relevant 'national decision-making' policies of the NPPF include:

DM3: Determining development proposals
DM6: Use of planning conditions and obligations
DM7: Relationship with other regulatory regimes
S3: Presumption in favour of sustainable development
S4: Principle of development within settlements
CC2: Mitigation of climate change
CC3: Adaptation to climate change
HO7: Meeting the need for homes
TC2: Development in town centres
W4: Water infrastructure
L2: Making effective use of land
L3: Achieving appropriate densities
DP3: Key principles for well-designed places
DP4: The design process
TR3: Locating development in sustainable locations
TR4: Street design, access and parking
P3: Living conditions and pollution
P4: Impact of development on existing activities
F4: Assessing flood risk for decision-making
N2: Improving the natural environment

Annexe A: Implementation

Annexe B: Glossary

Annexe D: Housing calculations and supply

Annexe F: Managing flood risk and coastal change

[National Planning Policy Framework - GOV.UK](#)

- 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>

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

Main Considerations:

- Principle of Development
- Design and Visual amenity
- Neighbouring and Residential amenity
- Highway Safety and Parking
- Flood Risk, Water Efficiency and Drainage
- Energy Efficient Buildings
- Archaeology
- Biodiversity Net Gain
- Contamination
- 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.

Central Lincolnshire Local Plan 2023-2043 (adopted in April 2023) contains a suite of policies that provide a framework to deliver appropriate residential development.

Because the site is located within Market Rasen and the application seeks permission for the conversion of an existing café and residential flat above into 5 dwellings, through the change of use of an existing building, the proposals would principally be assessed against Local Plan Policies S1: The Spatial Strategy and Settlement Hierarchy, S2: Growth Levels and Distribution and S3: Housing in the Lincoln Urban Area, Main Towns and Market Towns.

In addition, these local policies are considered to be consistent with national decision-making policy: S4 which states:

‘Development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework.’

Policy S1 of the Central Lincolnshire Local Plan designates Market Rasen as a Market Town. This policy states: *“To maintain and enhance their roles as market towns, Caistor and Market Rasen will be the focus for significant, but proportionate, growth in housing, employment, retail and wider service provision. This growth will primarily be through sites allocated in this Local Plan and any applicable neighbourhood plan. In addition to sites being allocated in the Local Plan or a neighbourhood plan, development proposals in accordance with Policy S3 and other relevant development plan policies will be viewed positively.*

Policy S2: states that around 12% of the housing supply will come forward in settlements elsewhere, primarily located at the market towns and in well connected villages and villages with a good range of services present.

Policy S3 further guides that: Within the developed footprint of the Lincoln Urban Area and Main Towns and Market Towns, development proposals at appropriate locations** not specifically identified as an allocation or an area for change in this plan will be supported in principle.*

Definitions of developed footprint and appropriate locations are noted in the glossary of the plan to be:

‘Developed footprint’ of a settlement is defined as the continuous built form of the settlement and excludes:

- individual buildings or groups of dispersed buildings which are clearly detached from the continuous built up area of the settlement;*
- gardens, paddocks and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to the surrounding countryside than to the built up area of the settlement;*
- agricultural buildings and associated land on the edge of the settlement; and • outdoor sports and recreation facilities and other formal open spaces on the edge of the settlement.*

‘Appropriate Locations’ is defined as: a location which does not conflict, when taken as a whole, with national policy or policies in this Local Plan. In addition, to qualify as an ‘appropriate location’, the site, if developed, would:

- retain the core shape and form of the settlement;*
- not significantly harm the settlement’s character and appearance; and*
- not significantly harm the character and appearance of the surrounding countryside or the rural setting of the settlement.*

The site is within an existing built-up area and within the established developed footprint of Market Rasen. The proposed development in creating 5 dwellings through the change of use of an existing building also retains the core shape and form of the settlement and additionally makes a small contribution to the level of growth to Central Lincolnshire as set in Policy S2.

The principle of the development is therefore supported by local policies S2 and S3 of the CLLP and weight is afforded to the re-use an existing building and principle of providing additional homes within a sustainable location.

Moreover, the local policies are considered to be consistent with national decision-making policies, S3 - Presumption in favour of sustainable development and, S4 - Principle of development within settlements.

The principle of development is therefore supported subject to all other material considerations being acceptable and the location of the site being considered appropriate in all other regards.

Design and Visual Amenity

CLLP Policy S53 relates to the Design of development and requires that all development proposals must take into consideration the character and local distinctiveness of the area (and enhance or reinforce it, as appropriate) and create a sense of place which demonstrates a sound understanding on their context. As such, and where applicable, proposals will be required to demonstrate, to a degree proportionate to the proposal, that they are well designed in relation to siting, height, scale, massing, and form. Important views into, out of and through a site should also be safeguarded.

Policy S53 of the CLLP is considered to be consistent with national decision-making policies within Chapter 14 of the NPPF. The objective of the policies in this chapter is to *'promote high quality, healthy, inclusive and sustainable places, through setting clear expectations about design outcomes and the use of relevant tools and processes.'*

DP3 of the NPPF which sets out key principles for well-designed places states, *'...Substantial weight should be given to compliance with relevant development plan policies when assessing the design quality of proposals.'* As such local policy S53 is key with regard to the design considerations with this proposed change of use and associated alterations at this site.

The application site sits within an area containing a mixture of commercial and residential properties. Consequently, the character of the area is a mixture of types and ages of buildings, with varying forms and features. There are nevertheless some common design elements that can be seen within the area and included on the building to be converted.

The building to be converted consists of a traditional brick built, terraced structure with a shopfront at the ground floor and bay windows at first floor frontages. The proposed development in seeking to convert the existing building to five residential properties, includes alterations to the building and the main external changes seen through the insertion of windows and doors in the front east and south side elevation.

As part of the application, concerns were initially raised with the design due to the inclusion of large front and rear dormers which would not be in keeping with the area where there are no dormers. The applicant agreed to remove them as a result, and amended the plans as a design enhancement.

The resultant proposal would see the removal of existing bay windows and the shopfront as a result. The proposal is not within any conservation area or primary shopping area requiring the retention of shopfronts.

The proposed windows are considered to be of a sympathetic size, design and position as those on other properties in the surrounding area and consequently, reflects its character and the appearance within the street scene.

The development includes a proposed courtyard feature which is similar to that of the adjoining residential flats, albeit without a vehicular access inside. The other alterations, including the Juliet balcony and windows are all associated to the side and rear and would not be visibly seen from the Oxford Street streetscene.

The proposed changes are consequently considered to be sympathetic to the character of the building and local character of the area. It is therefore considered that the proposed development is of a design that will not harm the character and appearance of the building or the street-scene in accordance with Policy S53 of the Central Lincolnshire Local Plan and guidance in the NPPF.

Neighbouring and residential amenity

The amenity considerations as set out in Policy S53: Design and Amenity relevantly states that:

“All development proposals will be assessed against, and will be expected to meet the following relevant design and amenity criteria. All development proposals will:

- 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;*
- 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 above local policy is considered to be consistent with the national decision-making policies within Chapter 17 of the NPPF; the primary objective of the policies within this chapter is to *‘ensure that new development is appropriate for its location, taking into account risks posed by pollution and other hazards; that any impacts which development might have are taken into account; and that sufficient provision is made for development required for public safety and security.’* National decision-making policy in particular states that development proposal must *‘not give rise to, or contribute to, an unacceptable level of access to daylight and sunlight for neighbouring*

residents and occupiers, or unacceptable levels of air, noise, artificial light, water, soil or other forms of pollution on or beyond the site.'

There are three amenity considerations relating to the assessment of this application. The first being impacts on neighbouring residential properties, the second on impacts to the railway and visa versa and thirdly the impacts and level of amenity associated with the occupation of the proposed residential properties. Each will be considered in turn.

Impact on Neighbouring Residential Properties

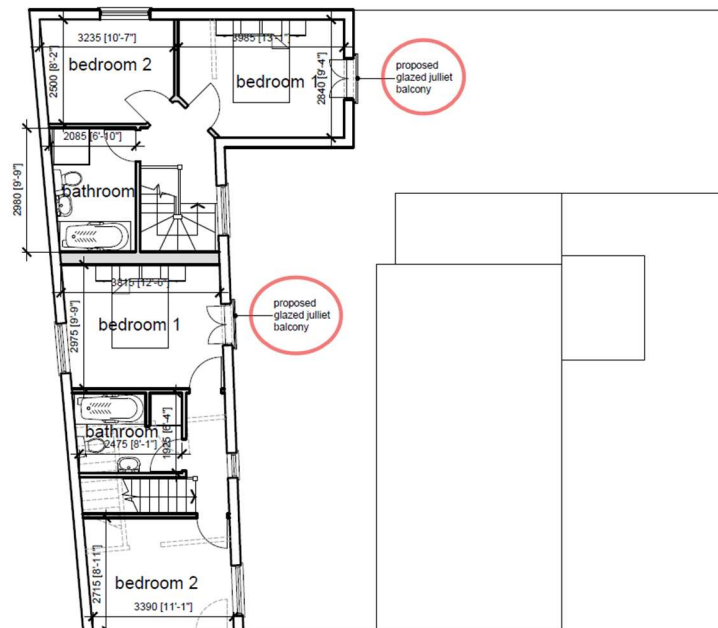
The application site sits directly alongside and south of a row of terraced dwellings, the closest of which is number 14 Oxford Street. To the west of the proposal is an existing railway line, and to the east of the proposal are residential properties across the road at Oxford Court. To the south of the proposal is another row of the terraced properties at Blacksmith Court, Oxford Street, the closest of which is number 6. The proposed residential use is considered to be compatible with the other residential uses in the area, and so in this case, the key impacts relating to neighbouring residential properties to assess would be those arising from the proposed external alterations to the property.

With regard to the alterations at the front of the property, these do not change the size or presence of the existing building, and the alterations of windows and doors would not result in overlooking and loss of privacy to the occupiers of the neighbouring properties opposite. The amenity of the occupiers of the neighbouring dwellings located to the east are not therefore harmfully impacted through the proposed development.

In relation to the neighbours to the south of the application site at Blacksmith Court, it should be noted that there are no external changes to the proposal. There is an existing window at the first floor for one of the existing store areas for the café which would serve the bedroom of unit 3. The window would face directly onto the rear car parking area of Blacksmith Court and so it is considered that there would no adverse overlooking impacts from this part of the development in relation to the neighbouring residential amenity of occupiers at Blacksmith Court.

In relation to the neighbour directly adjacent to the north, there are number of aspects which have the potential to impact the neighbour, and these are assessed as follows.

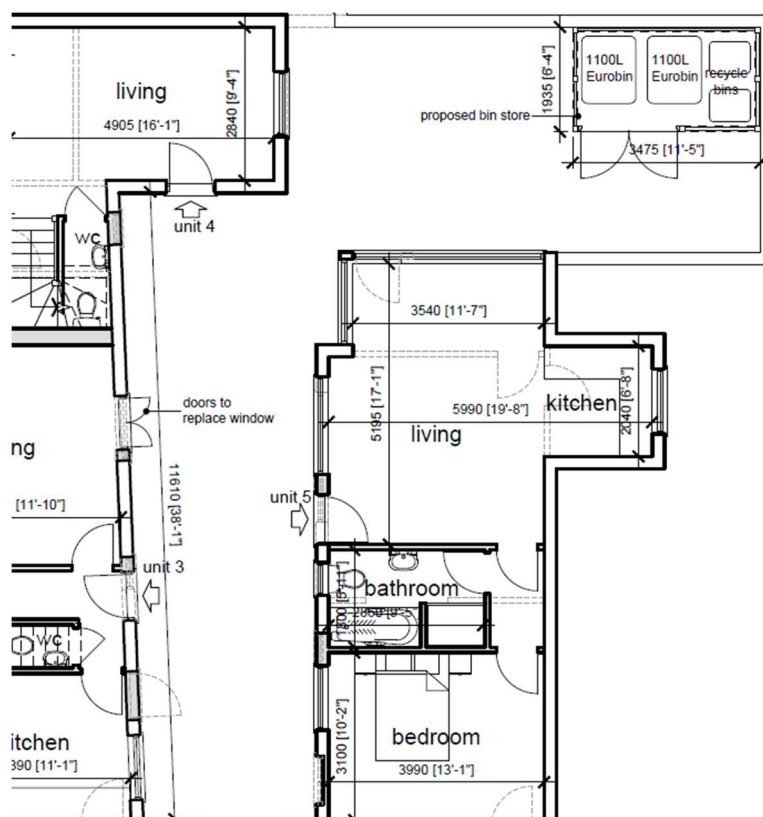
As a result of the conversion works for units 3 and 4, the proposal includes the addition of Juliet balconies on east elevation at first floor. These would face in the direction of the garden of number 14 Oxford Street. One of these Juliet balconies would replace an existing first floor window for a store area, and the other would be a new window opening altogether, as shown by the image below:



The proposed windows would now form part of the bedrooms of the residential development. With regard to the Juliet balcony on bedroom 1 of Unit 3, whilst it would face toward the east, views from it towards the neighbouring dwellinghouse would primarily be obscured by the existing host property's single storey projection. Moreover, it should be noted that this is an existing window opening.

In terms of bedroom 1 of unit 4, the Juliet balcony here would be a new opening, but it would not directly face onto the private area's of neighbours to the west to any adverse extent.

Other key alterations relate to unit 5. Many of the new windows here would face inward towards the internal courtyard (as shown by the image below). The image also shows the proposed kitchen, and this would include a window at ground floor level which directly adjoins and faces the garden of number 14 Oxford Street.



This window is however existing and relates to a store. This area could be changed without planning permission into a kitchen, for example for a Class E use. From this window, only the rear end of the garden and the occupants of number 14 Oxford Street would have more than sufficient garden space to the rear of their property. It is not ideal for it to be clearly glazed, but given the above assessment, it is not considered reasonable to place any restrictions as part of this development to the existing window.

The image above also depicts a bin storage area. This would be enclosed, and is at the north part of the scheme, situated away from 14 Oxford Street. It is therefore not considered to cause any adverse impacts with regard to the residential amenity requirements of Policy S53 of the CLLP.

Impact upon/from Rail Network

The rear boundary of the application site is the rail embankment relating to the existing railway network.

Network Rail has been consulted on this application. They have not raised any objections to the principle of the development in terms of works in proximity to the operational railway environment, subject to the developer ensuring that the development can be undertaken safely and without impact on the safe operation of the rail network. To enable this, Network Rail advises that the applicant liaise with their Asset Protection Team and where necessary for the developer to enter into their Basic Asset Protection Agreement. An advisory note will therefore be added to the

decision notice, should planning permission be granted.

Noise levels associated with the use of the rail network upon the amenity of the proposed development has also been raised by Network Rail. No conditions have been recommended by Network Rail but given that the development is very close to the railway line, it is considered that the developer is required to provide sufficient soundproofing for each new dwelling. The soundproofing required would be evidenced by a Noise Report, which is recommended to be secured via a prior to any occupation condition.

The proposed development, subject to Network Rails requirements being met, and the recommendation noise mitigation condition, is considered to be acceptable to the amenity of the proposed dwellings.

Upon Residential Amenity of Future Occupiers

The sustainable location of the site is also afforded weight in this regard, with residents having access to the town centre, outdoor space and other leisure facilities within approximately 400 metres of it.

The five proposed residential dwellings would also meet the guidance set out in the nationally described space standards and the building operations proposed enables adequate light to all residential accommodation.

The overall level of amenity for each dwelling is also not considered to be unduly harmful to the occupiers of all residential properties

The removal of permitted development rights can also control future alterations and extensions to the building. This is considered necessary and reasonable and a section is included at the end of this report in this regard.

It is therefore on this basis and when affording weight to the re-use of the building and creation of a mixture of types of residential accommodation within a sustainable location; that the proposed development is acceptable in meeting the provisions of Policy S53.

Policy S53 is considered to be consistent with the relevant design and amenity policies within the NPPF, in particular national decision-making policies DP3 - Key principles for well-designed places and P3 - Living conditions and pollution.

Highway Safety and Parking Provision

Policy S47 sets out 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 S49 relates to adequate parking provision and car parking standards are set out in Appendix 2 of the CLLP. These standards require 8 parking spaces to be provided for the proposed 4x two bedroom dwellings and 1 for the one bedroom dwelling.

Policies S47 and S49 are considered to be consistent with national decision-making policy TR4 which notes that new development should *‘provide suitable number of parking spaces for a range of transport modes where appropriate, reflecting the location and nature of the development (including its connectivity), any locally-set standards in the development plan, and including adequate provision of spaces and infrastructure that allow for the charging of electric vehicles in safe, accessible and convenient locations.’*

In addition, TR 6 states that: *‘development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed as well as any wider network improvements, including measures to support sustainable patterns of movement. This applies both during the construction phase and following completion.’*

National decision-making policy, TR6: Assessing transport impacts, part 4, states:

‘Development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed as well as any wider network improvements, including measures to support sustainable patterns of movement. This applies both during the construction phase and following completion.’

The proposed development reduces the provision for off street parking associated with the existing site. This would not meet the not meet the 9 total spaces required for the proposed residential dwelling and apartment, as set out in Policy S49 of the CLLP. No off-street parking is provided at the site, as is the case with the existing use.

It is also recognised that due to parking restrictions along Oxford Street, there is no provision for parking directly in front of the dwelling and parking on the opposite side of the road is restricted to 30 minutes between 8am to 6pm.

There is nevertheless, on street parking available further along Oxford Street (to the South) and in surrounding streets such as Serpentine Street, Chapel Street and Union Street. Additionally, there is also public car parks available to use off Union Street, Festival Hall and Mill Road, which are within easy walking distance from the application site. Car parks in the area operated by the Council enable a 6-day parking permit to be purchased (Sunday is currently free parking) at a cost £22 a week.

Furthermore, the sustainable location of the application site is also a consideration, with all services and facilities located within the Centre of Market Rasen being within walking distance of the site. The occupiers of the residential properties would therefore have access to services and facilities without being reliant on a private car, with public transport also being available

from within the town. Notably the train station is less than 5 minutes walking distance from the application site

This is also the advice given by the Local Highway Authority, who have confirmed that due to the sustainable location of the site and residents not reliant on the private car, dedicated parking is not essential; and the proposal will not have an unacceptable impact on the public highway.

In enabling the conversion of this building, there is limited scope to provide parking at the site, given the existing site constraints. The application has already been reduced in size, with the removal of the dormers and their living space. The proposal would bring a building back into use within a sustainable location.

The development is therefore considered to meet the relevant provisions of Policy S47, whilst being a departure for Local Policy S49. S47 and S49 are consistent with national decision-making policies TR3 and TR6. Given the above assessment with regards to sustainability, the proposal is not considered be a *‘severe adverse impact on the transport network, or an unacceptable impact on highway safety’*.

It is consequently concluded that the non-inclusion of parking provision on the site is acceptable in this case and the departure from the provisions of Policy S49 is outweighed through the benefits of providing additional housing in a sustainable location with existing transport links, and through the re-use of an existing building. Taking this into account it is not considered reasonable to withhold permission on this ground alone and on balance the lack of parking is justified in this instance.

Flood risk, water resources and drainage

Policy S21 of the CLLP relates to development proposals being in areas at the lowest risk of flooding and being adequately drained. Policy S21 is considered to be consistent with Chapter 18 of the NPPF and the primary objective of the national decision-making policies in this chapter is to *‘minimise risks to development arising from all sources of flooding and coastal change, taking into account the impacts of climate change, by steering development away from areas of risk, ensuring that development will be safe for its lifetime without increasing flood risk elsewhere, and incorporating sustainable drainage systems where appropriate.’*

In terms of drainage Policy S21 relevantly states that proposals should demonstrate:

‘...g) that water is available for support the proposed development

h) that adequate mains foul water treatment and disposal already exists or can be provided in time to serve the development. Non mains foul sewage disposal solutions should only be considered where it can be shown to the satisfaction of the local planning authority that connection to a public sewer is

not feasible;

and in relation to surface water that:

k) that they have followed the surface water hierarchy for all proposals:

i. surface water runoff is collected for use;

ii. discharge into the ground via infiltration;

iii. discharge to a watercourse or other surface water body;

iv. discharge to a surface water sewer, highway drain or other drainage system, discharging to a watercourse or other surface water body;

v. discharge to a combined sewer;

l) that no surface water connections are made to the foul system

m) that surface water connections to the combined or surface water system are only made in exceptional circumstances where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments) and where there is no detriment to existing users;'

The site is located within Flood Zone 1 and has a low risk of flooding. No detailed drainage scheme has been provided with the application, but it is recognised that the site is within a built-up area of Market Rasen and has an established water supply and drainage system serving the existing properties and area. As primarily a change of use application, it is considered that part h) applies, and that there would be no need for any further drainage works other than connection to the existing infrastructure, in this instance, to accord with Policy S21 of the CLLP. The policy is considered to be consistent with national decision-making policy F4: Assessing flood risk for decision-making.

Energy Efficient Buildings

Policies S6 and S13 encourages applicants to consider all opportunities to improve the energy efficiency of the building being altered and extended. The policies are considered to be consistent with the national decision-making policies, CC2 and CC3 of Chapter 5 of the NPPF.

For all development proposals which involve the change of use or redevelopment of a building, or an extension to an existing building, Policy S13 states '*the applicant is encouraged to consider all opportunities to improve the energy efficiency of that building (including the original building, if it is being extended).*' The alterations include windows which would provide a benefit.

It is considered that policy S13 does not require the applicant to do anything further, but an advisory note would be included in relation to improving the

energy efficiency of the building. The above local policies are considered to be consistent with national decision-making policy CC2: Mitigation of climate change.

Archaeology

Policy S57 of the CLLP deals with new development impacting the historic environment. The local policy is consistent with national decision-making policy HE6.

LCC Archaeology have responded to the consultation and confirmed '*no archaeological input is required*' due to the nature of the development not involving additional extensions.

There are no issues as a result in terms and the proposal complies with policy S57 of the CLLP.

Biodiversity Net Gain

Policy S61 of the CLLP deals with biodiversity opportunity and delivering measurable net gains. The local policy is consistent with national decision-making policy, N2.

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. BNG exemptions were updated on 6th August 2026, but this application was submitted prior to this date.

The net gain for biodiversity should be calculated using Natural England's Biodiversity Metric" but there are also exemptions(before 6th August 2026 in this case) that apply to its delivery.

It is noted that the proposed development only relates to the change of use and alterations to the existing building on site.

The proposed development would not therefore impact a priority habitat (as identified in section 41 of the Natural Environmental and rural communities Act 2006), impacts less than 25 square metres of the on-site habitat that has biodiversity value greater than zero; and less than 5 metres in length of on-site linear habitat (as defined in the statutory metric).

Consequently, the development would be below the de minimis threshold and exempt from delivering biodiversity net gain. The proposal therefore accords with policy S61 of the CLLP in this regard.

Contamination

Policy S56: relates to development on Land Affected by Contamination and states that:

“Development proposals must take into account the potential environmental impacts on people, biodiversity, buildings, land, air and water arising from the development itself and any former use of the site, including, in particular, adverse effects arising from pollution.

Where development is proposed on a site which is known to be or has the potential to be affected by contamination, a preliminary risk assessment should be undertaken by the developer and submitted to the relevant Central Lincolnshire Authority as the first stage in assessing the risk of contamination.

Proposals will only be permitted if:

- it can be demonstrated that the site is suitable for its proposed use;*
- layout and drainage have taken adequate account of ground conditions, contamination and gas risks arising from previous uses and any proposed sustainable land remediation and*
- there are no significant impacts on future users, neighbouring users, groundwater or surface water.”*

The application site is recognised to be within an area at risk of contamination due to previous historic uses (likely a brewery, smithy and builder's yard). However, the building is now located within an area of other residential dwellings, and it is recognised that the proposed development relates to alterations to the existing building; and does not require extensive ground works.

Consequently, a precautionary condition is recommended to ensure any contamination that may be present on site shall be adequately dealt with. With such a condition in place the risk of contamination will be proportionately mitigated against and the development in accordance with the provisions of Policy S56 of the CLLP. This policy is consistent with national decision-making policy L2 which deals with contaminated land.

Other Considerations

Removal of Permitted Development Rights

National planning policy DM6: Use of planning conditions obligations states that conditions should not be used to: *‘c. restrict national permitted development rights unless there is clear justification to do so’.*

DM10: Removal of national permitted development rights also

Due to the proximity of the new dwellings in relation to the railway line, and, the constrained nature of the site, for design and amenity purposes it is considered appropriate to restrict permitted development rights of the 5 dwellings arising from this change of use of land. It is considered that there is

clear justification as a result, in line with the requirements of the NPPF. Policy S53 is consistent with the NPPF in this regard.

Conclusion and reason for decision

The proposed development has been assessed against local policies S1 The Spatial Strategy and Settlement Hierarchy, S3 Housing in Lincoln Urban area, Main Towns and Market Towns, S6 Design Principles for Efficient Buildings, S13 Reducing Energy Consumption in Existing Buildings, S21 Flood Risk and Water Resources, S23 Meeting Accommodation Needs, S47 Accessibility and Transport, S49 Parking Provision, S53 Design and Amenity, S56 Development on Land Affected by Contamination, S57 The Historic Environment, and S61 Biodiversity Opportunity and Delivering Measurable Net Gains of the Central Lincolnshire Local Plan 2023-2043 and Policy M11 of the Core Strategy.

Furthermore, consideration has given to the national decision-making policies within the National Planning Policy Framework August 2026. It is considered that the proposed development has been assessed in line with local policies that considered to be consistent with these national decision-making policies.

The proposed development would not however, accord with the provisions of Policy S49 as there is no on- site parking for the proposed dwellings

The lack of on-site parking would not however result in a severe impact upon highway safety and the departure from Policy S49 is therefore outweighed through the benefits of providing additional housing in a sustainable location, and through the re-use of an existing building.

As a result of this assessment the proposed development, whilst the development is a departure from local policy S49, it is nevertheless considered to be sustainable development and on the balance of considerations, is recognised as being an acceptable residential development close to the town centre of Market Rasen, and it is recommended for approval with conditions as a result.

It is therefore concluded that the proposed development in providing additional housing through the re-use of an existing building within a sustainable location outweighs the departure from Policy S49 and grant of permission subject to the following conditions is recommended:

Decision Level: Committee

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:

Location Plan & Block Plan – 2025/01/LP001
Proposed Roof Plan & Bin Store – 2025/01/P005-B
Proposed Floor Plan & Elevations – 2025/01/P002-D
Proposed Elevations – 2025/01/P003-C
Proposed Elevations – 2025/01/P004-C
Proposed Floor Plans – 2025/01/P001-D

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 2023 Central Lincolnshire Local Plan.

3. If during the course of development, contamination not previously identified is found to be present on the site, then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a method statement detailing how and when the contamination is to be dealt with has been submitted to and approved in writing by the Local Planning Authority. The contamination shall then be dealt with in accordance with the approved details.

Reason: In order to safeguard human health and the water environment as recommended by Environmental Protection in accordance with the National Planning Policy Framework and Policy S60 of the 2023 Central Lincolnshire Local Plan.

4. Notwithstanding the provisions of Schedule 2, Part 1, Classes A, AA, B, C and E of the Town and Country Planning (General Permitted Development) Order 2015 (as amended), or any Order revoking and reenacting that Order, the dwelling hereby permitted shall not be altered or extended, and no buildings or structures shall be erected within the curtilage of the dwellings,

unless planning permission has first been granted by the Local Planning Authority.

Reason: To safeguard the residential amenity of the occupiers of the existing and proposed dwellings and the operational use of the adjacent railway land in accordance with S53 of the Central Lincolnshire Local Plan 2023 and the National Planning Policy Framework.

5. No occupation of the dwellings hereby approved shall take place until a scheme for noise and vibration mitigation, including soundproofing measures in relation to the occupation of the proposed dwelling and apartment hereby approved, has been submitted to and approved by the Local Planning Authority. The agreed scheme shall be implemented prior to the occupation of the dwelling and thereafter maintained.

Reason: To protect the occupants from noise associated with the adjacent operational rail use and to ensure a reasonable standard of amenities in accordance with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local Plan 2023.

Notes:

Network Rail:

'Due to the proximity of the proposed development to the operational railway boundary, it will be imperative that the developer liaise with our Asset Protection Team (contact details below) prior to any work taking place on site to ensure that the development can be undertaken safely and without impact to operational railway safety. Details to be discussed and agreed may include construction methodology, earthworks and excavations, use of crane, plant and machinery, drainage and boundary treatments. It may be necessary for the developer to enter into a Basic Asset Protection Agreement (BAPA) with Network Rail to ensure the safety of the operational railway during these works. We would also like to advise that where any damage, injury or delay to the rail network is caused by construction works or future maintenance (related to the application site), the applicant or developer will incur full liability. This could also include police investigation as it is a criminal offence to endanger the railway or obstruct the passage of rail traffic. It should also be noted that any damage that requires a line closure or repairs can result in costs which could exceed hundreds of thousands of pounds.'

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:** 24/08/2026

Authorising Officer: Ian Elliott **Date:** 27th August 2026

Agenda Item 7



Planning Committee

16 September 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

x

Key Decision:

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

Yes

☐

No

x

Appendix A - Summary

- i) Appeal by Mr Sath Vaddarama against the decision of West Lindsey District Council to refuse planning permission for the retention of two piers to front boundary wall, provision of reduced railings and minor amendment to previously approved gates at Egmont, 23 Wragby Road, Sudbrooke, Lincoln, LN2 2QU

Appeal Allowed – See copy letter attached as Appendix Bi.

Officer Decision – Refuse

Appellants cost decision: Refused (see costs letter attached as Appendix Bia)

LPA cost decision: Refused (see costs letter attached as Appendix Bib)

- ii) Appeal by Ian Round against the decision of West Lindsey District Council to refuse planning permission for demolition single storey porch/kitchen/bathroom erection side extension forming living room/kitchen bedroom/ensuite/bathroom., relocate solar panels, change to existing windows at Primrose Cottage, Snelland Road, Wickenby, Lincolnshire LN3 5AB

Appeal Dismissed – See copy letter attached as Appendix Bii.

Officer Decision – Refuse



Appeal Decision

Site visit made on 15 July 2026

By Ian McHugh DipTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 20 August 2026

Appeal Ref: 6010250

Egmont, 23 Wragby Road, Sudbrooke, Lincoln, LN2 2QU

- 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 Sath Vaddaram against the decision of West Lindsey District Council.
 - The application Ref is WL/2026/00063.
 - The development proposed is the retention of two piers to front boundary wall, provision of reduced railings and minor amendment to previously approved gates.
-

Procedural Matters

1. The description in the banner heading is taken from both the planning application form and the Council's decision notice. However, I consider that it should be amended to include the wall upon which the railings will be attached. The appellant did not include that in the description, because he considered part of the wall to be permitted development. In my opinion, development cannot be disaggregated in that way, as the wall is an integral part of the overall structure.
2. Consequently, I have considered the proposal as the erection of a front boundary wall and railings and amendment to previously approved gates. Following consultation, both parties have agreed to this description.
3. On 17 August 2026, the Government published the National Planning Policy Framework 2026 (NPPF). It does not contain any provisions that raise material issues in respect of this appeal and I have not found it necessary to seek comments from the main parties. Where relevant, I have made reference to the 2026 version in my reasoning below.

Decision

4. The appeal is allowed and planning permission is granted for the erection of a front boundary wall and railings and amendment to previously approved gates at Egmont, 23 Wragby Road, Sudbrooke, Lincoln, LN2 2QU in accordance with the terms of the application Ref WL/2026/00063, subject to the following conditions:
 - 1) The development hereby permitted shall be carried out in accordance with the following approved plans: 1:1250 scale Site Location Plan – L-ADD-025-01B; 1:500 scale Block Plan – L-ADD-025-02C; and 1:50 scale Entrance Gates and Wall – WRA023-04.

Application for costs

5. Applications for costs have been made Mr Sath Vaddaram made by against West Lindsey District Council and by West Lindsey District Council against Mr Sath Vaddaram. These are the subject of separate decisions.

Main Issue

6. The main issue is the effect of the proposal on the character and appearance of the area, including the effect on trees on the site frontage that are covered by a tree preservation order.

Reasons

7. The appeal site is located within a row of ribbon development that stretches along Wragby Road. Planning permission was granted by the Council in 2019 to demolish the original dwelling on the site and erect a new detached dwelling and garage. At the time of my site visit, the new dwelling was under construction.
8. Approval was also given by the Council in 2020 for gate piers and a sliding gate. These were the subject of a condition attached to the planning permission for the new dwelling.
9. Frontages along Wragby Road vary in terms of their means of enclosure, but generally, trees, hedges and other vegetation provide a verdant character and appearance to the area. However, there are also properties that are enclosed by walls or by walls and railings. These include numbers 47, 59 and 65.
10. I also note that the appeal property is located within Character Area 5, as defined in the Sudbrooke Neighbourhood Plan. This states that properties on the northern side of Wragby Road are screened from view by a combination of formal hedgerows and more sprawling and substantial areas of tree planting. It also states that it is only the driveway entrances to these properties where the band of planting is momentarily broken.
11. More recently, an application which was described as being for “four sections of railings on the front boundary wall and retrospective planning application for the retention of four piers above 1m from the ground level,” was refused by the Council and subsequently dismissed at appeal (reference APP/N2535/D/25/3363760).
12. The description considered by the previous inspector was not, in my opinion, particularly clear at first reading, but essentially the proposal was to construct a wall, gates and railings along the site frontage, with the wall containing four tall piers.
13. Both the Council and the Inspector concluded that the proposal would cause harm to the character and appearance of the area. The current appeal proposal seeks to address the previous application and appeal decisions by deleting two of the wall piers and reducing the height of the railings. A laurel hedge is proposed behind the wall and railings.
14. The Council maintains its previous stance, stating that the proposal would be incongruous and out of character with the existing streetscene. It also states that no Arboricultural Method Statement (AMS) has been provided and there could be

harm to trees adjacent to the wall and railings caused by its construction. The trees are the subject of a preservation order.

15. The Council cites a conflict with Policy S53 of the Central Lincolnshire Local Plan and with Policy 9 of the Sudbrooke Neighbourhood Plan. These policies seek (amongst other things) to ensure that the design of new development is of high quality and contributes positively to local character. In addition, the Council also refers to conflict with the National Design Guide and the NPPF 2024, which contain similar provisions. The 2024 version of the NPPF has been replaced by the 2026 publication. The relevant provisions contained in the new version are similar to those in the 2024 and I have considered these in my assessment of the proposal.
16. In reaching my decision, I have given close consideration to the recent planning history. In particular, I have studied the reasoning and conclusion of the previous inspector and considered the need for consistency in decision making.
17. Whilst the length and basic form of the boundary wall, railings and gates have not changed, the removal of the two piers and the lowering of the railings are significant differences between the two proposals, which, in my opinion substantially reduces the bulkiness and visual impact of the development. Consequently, I consider that there is a material difference between the current appeal development and the earlier proposal.
18. With regard to the impact on the adjacent trees, I note that this was not an issue with the previous application and appeal. Whilst good practice would normally dictate the carrying out and submission of an assessment, in this case the wall has already been constructed and the appellant states that the gates can be constructed off the earlier foundations. Therefore, there would appear to be little gained by the request for an AMS.
19. A further consideration, which I consider to weigh in favour of the proposal is that the trees and other vegetation, including any new planting would be visible behind, through and above the railings. As a result, the verdant appearance of the site frontage would not be lost.
20. Accordingly, for the reasons given above, I conclude that the proposal does not conflict with the provisions of the Development Plan, as referred to above.

Conditions

21. As the development has already commenced, the only condition necessary is one that lists the approved plans.

Conclusion

22. For the reasons given above, it is concluded that the appeal be allowed.

Ian McHugh

INSPECTOR



Costs Decision

Site visit made on 15 July 2026

by Ian McHugh DipTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 20 August 2026

Costs application in relation to Appeal Ref: 6010250 23 Wragby Road, Sudbrooke, Lincoln, LN2 2QU

- The application is made under the Town and Country Planning Act 1990 (as amended), sections 78, 322 and Schedule 6, and the Local Government Act 1972, section 250(5).
 - The application is made by Mr Sath Vaddaram for a full award of costs against West Lindsey District Council.
 - The appeal was against the refusal of planning permission for the erection of a front boundary wall and railings and amendment to previously approved gates.
-

Procedural Matter

1. The description that I have used in the banner heading above, is consistent with the description of the development that I have allowed in my appeal decision. It differs from that used on the planning application form and on the Council's decision notice. The reason for the difference is explained in the appeal decision.

Decision

2. The application for an award of costs is refused.

Reasons

3. The Planning Practice Guidance advises that costs may be awarded against a party who has behaved unreasonably and thereby caused the party applying for costs to incur unnecessary or wasted expense in the appeal process. Unreasonable behaviour can be procedural or substantive.
4. The appellant has claimed for a full award of costs in relation to both procedural and substantive matters. These can be summarised as follows:
 - A failure by the Council to properly assess the proposal as submitted by the appellant;
 - Factual errors within both the Council's decision notice and the officer's report;
 - Failure to engage with appellant whilst considering the planning application;
 - The introduction of a new issue (arboricultural concerns) without justification; and
 - Inconsistent decision making.

5. With regard to the assessment of the proposal, I also found that the description of the development given in the application form and on the Council's decision notice could have been worded more accurately. I have addressed this point in my appeal decision. In my opinion, the proposal was rightly assessed by the Council as being for the wall, gates and railings as a whole. This is clearly stated in the fourth paragraph of the officer's report. Whilst in isolation, parts of the wall may be permitted development, they are part of the overall structure and cannot be disaggregated from it.
6. In respect of factual errors, I am not persuaded that any errors relating to the interpretation of the drawings would have led the Council to a different decision. In the absence of stated dimensions on the plan, it is not unreasonable to use scaled plans and measuring tools in order to make an informed decision.
7. In respect of planning policies, I am satisfied that the Council assessed the proposal against the relevant Development Plan policies at the time, including the policies of the Sudbrooke Neighbourhood Plan.
8. The appellant is critical of the Council for not engaging with him during the planning application process. Whilst communication is encouraged, there is no obligation for the Council to engage with applicants. In this case, the Council considered the recent planning history, including the earlier appeal, and concluded that any communication would not have led to an acceptable development. Such an approach is not unreasonable.
9. With regard to the impact of the proposal on existing trees and the Council's requirement for the submission of an arboricultural method statement, I acknowledge that this was not a reason for refusal in the previous application or appeal. It is unclear as to why that was the case. Nevertheless, the Council's planning officers followed the advice of their Tree and Landscape Officer, particularly regarding the proposed changes to the plans. Whilst, I have found in favour of the appeal, the conduct of the Council is not unreasonable.
10. The appellant considers that the Council has acted in an inconsistent manner and points to other examples of similar boundary treatments in the locality. Whilst consistency in decision making is important, each case must also be determined on its own merits, particularly as the other examples given are located in different parts of Wragby Road and on Scothern Lane. For this reason, I do not agree that the Council has acted unreasonably.

Conclusion

11. In conclusion, I find that none of the above amounts to unreasonable behaviour on behalf of the Council, or that the appeal could have been avoided. I therefore find that unreasonable behaviour resulting in unnecessary or wasted expense, as described in the Planning Practice Guidance, has not been demonstrated.

Ian McHugh

INSPECTOR



Costs Decision

Site visit made on 15 July 2026

by Ian McHugh DipTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 20 August 2026

Costs application in relation to Appeal Ref: 6010250 23 Wragby Road, Sudbrooke, Lincoln, LN2 2QU

- The application is made under the Town and Country Planning Act 1990 (as amended), sections 78, 322 and Schedule 6, and the Local Government Act 1972, section 250(5).
 - The application is made by West Lindsey District Council for a partial award of costs against Mr Sath Vaddaram.
 - The appeal was against the refusal of the Council to grant planning permission for the erection of a front boundary wall and railings and amendment to previously approved gates.
-

Procedural Matter

1. The description that I have used in the banner heading above, is consistent with the description of the development that I have allowed in my appeal decision. It differs from that used on the planning application form and on the Council's decision notice. The reason for the difference is explained in the appeal decision.

Decision

2. The application for a partial award of costs is refused.

Reasons

3. The Planning Practice Guidance advises that costs may be awarded against a party who has behaved unreasonably and thereby caused the party applying for costs to incur unnecessary or wasted expense in the appeal process. Unreasonable behaviour can be procedural or substantive.
4. The Council argues that the appeal proposal is very similar to the previous application, which was subsequently dismissed at appeal. It points to the Government guidance, which states that the appellant is at risk of an award of costs being made against them, if the appeal or ground of appeal had no reasonable prospect of succeeding. It further states that this may occur where the appeal follows a recent appeal decision in respect of the same, or a very similar development.
5. The Council contends that the proposal had little chance of success and also that the appellant's claims for costs are the same as the previous costs claim, which were dismissed by the previous inspector. The Council considers that this amounts to unreasonable behaviour and it seeks a partial award of costs to cover the time and expense that have been incurred in addressing the appellant's latest costs application.

6. Whilst in many respects the appellant's claim for costs includes matters considered by the previous inspector, I have concluded that the current proposal is materially different to the earlier proposal and, in that regard, it is not unreasonable for the decision and the Council's actions to be tested at appeal. Furthermore, the introduction of the second issue and reason for refusal, which was not raised previously, means that the appellant can justifiably have it considered further, both in terms of its planning merits and the reasonableness of the Council's approach.
7. I accept that the Council will have incurred some time and expense in rebutting the appellant's claim for costs. However, I am not persuaded that the time and expense, over and above that required in relation to the two matters above, would have been significant, given that they had been addressed as part of the previous appeal proposal.

Conclusion

8. I therefore find that unreasonable behaviour resulting in unnecessary or wasted expense, as described in the Planning Practice Guidance, has not been demonstrated.

Ian McHugh

INSPECTOR

Appeal Decision

Site visit made on 21 July 2026

by **K Williams MTCP (Hons) MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 21 August 2026

Appeal Ref: APP/N2535/D/25/3373715

Primrose Cottage, Snelland Road, Wickenby, Lincolnshire LN3 5AB

- 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 Ian Round against the decision of West Lindsey District Council.
 - The application Ref is WL/2025/00454.
 - The development proposed is described as 'demolition single storey porch/kitchen/bathroom erection side extension forming living room/kitchen bedroom/ensuite/bathroom. Relocate solar panels. Change to existing windows.'
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. The site visit was conducted on an unaccompanied basis as the appellant was not present. The appellant was subsequently given an opportunity to comment on the circumstances of the visit. During the visit, I was able to make the necessary observations of the site and its surroundings.
3. A new National Planning Policy Framework (the Framework) was published on 17 August 2026. However, I am satisfied that the policy approach relevant to this appeal has not fundamentally changed and that no party has been prejudiced by its publication. Accordingly, I have had regard to the current version of the Framework in reaching my decision.

Main Issues

4. The main issue is the effect of the proposal on the character and appearance of the host dwelling and the area.

Reasons

5. The appeal property forms one half of a pair of semi-detached cottages. It is characterised by a simple and compact form, comprising a straightforward pitched roof, modest proportions and a restrained arrangement of openings and single storey additions. The dwelling derives much of its character from this simplicity and from its relationship with the adjoining cottage, which, despite having been extended, retains a broadly consistent form and appearance such that they continue to read as a coherent diminutive pair.
6. The site occupies a prominent position fronting Snelland Road within a rural area. Whilst there are other rural buildings and outbuildings in the vicinity, the appeal property and its adjoining cottage stand relatively isolated and are therefore readily

perceived as a distinct pair of dwellings within the surrounding landscape. The rear of the site is largely screened from public view by the existing building and boundary treatments. However, the front and side elevations are highly visible from Snelland Road and therefore play a significant role in how the development is experienced within the street scene.

7. The proposal incorporates a substantial set-back from the principal elevation and a ridge height lower than that of the original dwelling. Whilst these measures assist in distinguishing the extension from the host building and provide a degree of subordination, the extension would nevertheless be almost twice the width of Primrose Cottage. Consequently, it would appear disproportionate in relation to the existing dwelling, reducing the visual primacy of the original cottage within the pair.
8. The existing cottage and adjoining dwelling are characterised by traditional pitched roofs which create a balanced and harmonious composition. Whilst I acknowledge the appellant's intention that the hipped roof should distinguish the extension from the original dwelling; it would introduce a competing roof form that neither reflects nor successfully contrasts with the simple traditional form of the cottages. I saw no evidence that such a design approach is characteristic of, or commonly found within, the surrounding area. As a result, the proposal would disrupt the visual balance of the semi-detached pair and, when combined with the extensive unrelieved upper front elevation and substantial roof mass, would appear visually dominant and incongruous.
9. Whilst the proposal incorporates positive design features, including dog-tooth brickwork and matching external materials, these would not outweigh the harm arising from its overall form, scale and design. The extension would appear as a dominant and visually intrusive addition that would erode the character of the original cottage and unbalance the established relationship between the semi-detached dwellings. Due to the prominence of the front elevation and the site's close relationship with the road, the resulting harm would be highly visible within the public realm.
10. Taken together, the scale, massing and roof design would alter the dwelling from a simple and compact cottage into a substantially broader and more visually assertive building. Whilst the adjoining property has been extended, that addition remains relatively modest in scale and subordinate to the original dwelling, such that the pair continues to be read as a coherent group.
11. For the reasons given above, I conclude that the proposal would cause harm to the character and appearance of the host dwelling and the surrounding area. The proposal would therefore conflict with Policy S53 of the Central Lincolnshire Local Plan, which seeks, amongst other things, to ensure development responds positively to local character and distinctiveness, achieves an appropriate scale, massing and design, and integrates successfully with its surroundings. It would also conflict with the Framework's policies for achieving well-designed places, which require development to respond to local character and context and integrate successfully with its surroundings.

Other Considerations

12. I have had regard to the appellant's arguments regarding improved accessibility, and the provision of accommodation capable of meeting future family needs. These would provide benefits to the occupiers of the property. However, there is

insufficient evidence before me to demonstrate the need or that improved accessibility could not be achieved through a less harmful design solution. Accordingly, these only attract limited weight.

13. The appellant contends that the proposal would reduce energy consumption, facilitate the future installation of solar panels and a heat pump, and improve the dwelling's resilience to climate change. Whilst I acknowledge these aspirations, and Policy support, there is limited information before me regarding the precise nature, extent or effectiveness of the measures proposed. As such, I am unable to make a meaningful assessment of the degree of environmental benefit that would result and can therefore attach only limited weight to these considerations.
14. I note that no substantive concerns have been raised regarding neighbouring living conditions, biodiversity, landscaping, highway safety or parking provision, and I have no reason to disagree with the Council's findings on those matters. However, these are matters that development would ordinarily be expected to address satisfactorily. As such, they weigh neither for nor against the development.

Other Matters

15. The appellant has raised concerns regarding the Council's handling of the application and the lack of opportunity to amend the proposal prior to determination. Whilst I note those concerns, the appeal before me falls to be determined on the basis of the proposal that was before the Council when it refused planning permission. Furthermore, the manner in which the application was processed is not a matter that materially affects the planning merits.

Conclusion

16. Taken together, the benefits of the scheme are insufficient to outweigh the harm I have identified to the character and appearance of the host dwelling and the surrounding area.
17. The proposal conflicts with the development plan and the material considerations do not indicate that the appeal should be decided other than in accordance with it. For the reasons given above, I conclude that the appeal should be dismissed.

K Williams

INSPECTOR

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

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