

Officers Report

Planning Application No: WL/2025/01086

Listed Building Consent No: WL/2025/01087

PROPOSAL:

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

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

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

WARD: Gainsborough South West

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

APPLICANT NAME: Mr Simon Tomlinson

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

CASE OFFICER: Ian Elliott

Recommended Decision:

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

WL/2025/01087 – Grant consent subject to conditions

Planning Committee:

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

Site Description

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

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

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

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

Proposal:

The application seeks to convert and renovate the building to:

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

Relevant Planning History

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

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

Constraints:

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

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

Representations

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

Gainsborough Town Council: Supports

Local residents: No representations received to date

WLDC Conservation Officer: No Objection subject to conditions

Representation received 10th February 2026:

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

Representation received 14th January 2026:

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

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

LCC Highways and Lead Local Flood Authority: No objections

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

Comments:

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

Environment Agency: No representations received to date

LCC Archaeology: No objections

Historic England: Comments

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

The Ramblers Society: No representations received to date

Internal Drainage Board: No objections subject to advice

Date Checked: 10th February 2026

Relevant Planning Policies and Legislation:

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

Development Plan

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

Relevant policies of the CLLP include:

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

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

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

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

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

Relevant policies of the NP include:

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

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

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

National policy & guidance (Material Consideration)

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

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

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

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

- **National Planning Practice Guidance**

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

- **National Design Guide (2019)**

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

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

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

Draft/Emerging Policy (Material Consideration)

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

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

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

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

SM15: Safeguarding of Mineral Resources

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

Other:

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

Use Classes Order 1987 (as amended)

Main Considerations:

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

Assessment:

Principle of the Development:

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

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

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

Conversion to Retail and Residential Apartments:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Conversion to Ancillary Short Stay Guest Accommodation:

Local Policy S42 of the CLLP states that:

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

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

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

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

Concluding Statement:

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

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

Heritage

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

Local policy S57 of the CLLP states that:

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

In the Listed Building section of S57 it states that:

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

In the Conservation Areas section of S57 it states that:

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

Point 8 of Policy NPP18 of the GTNP states that:

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

Policy NS41 of the CLLP states that:

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

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

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

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

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

Paragraph 212 states that *‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’*.

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

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

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

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

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

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

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

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

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

Residential Amenity

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

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

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

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

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

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

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

Visual Amenity

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

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

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

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

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

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

Highway Safety and Parking Provision

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

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

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

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

Archaeology

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

Drainage

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

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

Minerals

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

Climate Change

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

Biodiversity Net Gain

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

Other:

Community Infrastructure Levy

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

Contamination

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

Conclusion and reason for decision:

Planning Application WL/2025/01086:

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

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

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

Listed Building Consent WL/2025/01087:

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

Recommended Conditions:

Planning Application WL/2025/01086:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Listed Building Consent WL/2025/01087:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- method of glazing
- colour scheme

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

NONE

Decision Level: Committee

Human Rights Implications:

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

Legal Implications:

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