

## **Officers Report**

**Planning Application No:** WL/2025/01162

**PROPOSAL:** Planning application to convert existing three-bedroom two-storey private dwellinghouse, into 2no. single bedroom flats.

**LOCATION:**

7

LOUISBERG ROAD

HEMSWELL CLIFF

GAINSBOROUGH

DN21 5XU

**WARD:** HEMSWELL

**APPLICANT NAME:** Mr G Rowe

**TARGET DECISION DATE:** 21/01/2026

**EXTENSION OF TIME DATE:**

**CASE OFFICER:** Owen Toop

### **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 and Proposal:**

This application seeks planning permission for a change of use to convert an existing three-bedroom two-storey dwellinghouse into 2no. single bedroom flats.

The application site, 7 Louisberg Road, is a three-bedroom two-storey dwellinghouse. The site is located within an established residential area and the property forms part of a row of terraced properties that are located on the south side of the street.

Properties in this area predominantly do not contain off-street parking. Likewise, this application does not propose any off-street parking.

### **Relevant Planning History**

No planning applications found.

### **Representations**

Chairman/Ward member(s):

No response.

Hemswell Cliff Parish Council:

Objection received.

“Could you please note Council objects to the application on the grounds of this property only has 1 parking space, it is a rural location with limited public transport options, 1 space would not satisfy parking needs for 2 separate flats. Parking is already an issue in the village and brought up regularly in the council meetings, this would just create more parking problems.”

Lincolnshire County Council 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. Application does not affect the public highway.”

Growth and Specials Project Officer:

Notes that parking is an issue in this area.

Local residents:

No representations received.

LCC Archaeology:

No response.

Date Checked: 11.05.2026

**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 Hemswell Cliff Neighbourhood Plan (adopted November 2023).

Development Plan

- **Central Lincolnshire Local Plan 2023 –**

Relevant policies of the CLLP include:

- S1 The Spatial Strategy and Settlement Hierarchy
- S4 Housing Development in or Adjacent to Villages
- S6 Design Principles for Efficient Buildings
- S7 Reducing Energy Consumption –Residential Development
- S20 Resilient and Adaptable Design
- S21 Flood Risk and Water Resources
- S23 Meeting Accommodation Needs
- S47 Accessibility and Transport
- S49 Parking Provision
- S53 Design and Amenity
- S61 Biodiversity Opportunity and Delivering Measurable Net Gains

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

- ***Hemswell Cliff Neighbourhood Plan (adopted November 2023) [NP]***

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

Relevant policies of the NP include:

- Policy 1: Sustainable Development
- Policy 2: Delivering Good Design

- ***Lincolnshire Minerals and Waste Local Plan (LMWLP) 2016***

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

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

National policy & guidance (Material Consideration)

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

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

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

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

- **National Planning Practice Guidance**

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

- **National Design Guide (2019)**

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

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

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

### **Main Considerations:**

- Principle of Development:
- Highway Safety and Parking Provision
- Design and Visual Amenity
- Future Amenity of Occupiers
- Impact on Neighbours
- Climate Change and Energy efficiency
- Neighbouring/Residential amenity
- Biodiversity Net Gain
- Minerals

### **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. In this case the Development Plan consists of the CLLP (adopted April 2023) and NP (adopted November 2023).

The site is located within Hemswell Cliff and local policy S1 of the CLLP defines this settlement as a 'Medium Village'.

Located within the 'Developed Footprint' of Hemswell Cliff, local policy S4 of the CLLP supports in principle the development of up to 10 dwellings in appropriate locations in 'Medium Villages'. As the application seeks to convert an existing 3 bedroom single dwellinghouse (C3) into two 1-bedroom residential flats, the development is deemed to be in an appropriate location and is found to be acceptable in principle. The development therefore accords to local policies S1 and S4 of the CLLP.

It now falls to the site-specific material planning considerations to determine the application. These are discussed below:

## Highway Safety and Parking Provision

As noted above, the application is brought to the attention of planning committee due it being a departure from the CLLP (local policy S49).

### Appendix 2: Car Parking Standards

The Standards set out in Table A2.1. will be applied in Central Lincolnshire.

**Table A2.1. Car parking standards in Central Lincolnshire**

Accommodation type / size	Lincoln City Centre	Other Urban and Suburban Areas (including wider Lincoln urban area, main towns and market towns)	Villages and Rural Area
1 bed dwelling (C3)	No standards, each application considered on a case by case basis (with further detail provided in a Lincoln City specific SPD)	1	1
2 bed dwelling (C3)		2	2
3 bed dwelling (C3)		2	3
4 bed dwelling (C3)		2	3
5+ bed dwelling (C3)		3	3
Flatted Development		1 plus visitor allowance	1 plus visitor allowance

### *Parking Standards of the CLLP*

Appendix 2 states that flatted development should provide 1 parking space, plus visitor allowance for 'villages and rural areas'. As such this application for 2 one bedroom flats would need to provide 2 spaces (1 space per flat), plus visitor allowance, being located in the village of Hemswell Cliff, to meet the Local Plan standard. However, no dedicated parking provision is provided.

At present, the site is a 3- bed dwelling with no off-street parking, and it does not conform to the parking standards above, which requires 2 parking spaces on site.

It is considered that to convert the property into two 1xbedroom flats would lead to a small, if any, increase in parking pressure where there is currently a shortage in spaces. Nonetheless it is not considered that this would be a significant intensification that would, by itself, lead to having an unduly adverse impact upon surrounding amenities.

It should be noted that the Local Highway Authority has no objections to the scheme.

It is considered that whilst the development would not meet the parking standards, that is already the case with the current situation. The development would not be expected to result in a significant intensification of users or demand for parking spaces. Taking this into account it is not considered reasonable to withhold permission on this ground alone and on balance the lack of dedicated parking is justified in this instance.

## Design and Visual Amenity

Local policy S53 of the CLLP states that:

*"All development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all."*

Policy 2 of the NP states that ...

*"As appropriate to their scale, nature, and location development proposals that include the creation or alteration of buildings or spaces should embody principles of good design, including that the development..."*

ii) is visually attractive with regard to design, layout and landscaping;"

With regard to visual design, the proposal has been amended in response to initial concerns raised with the proposed external staircase to the rear. The external rear staircase has now been removed from the development. Visually, there would be no external changes and so it considered that there are no adverse impacts in this regard, in accordance with local policy S53 of the CLLP and Policy 2 of the NP.

## Future Amenity of Occupiers

Local policy S53 states that all development proposals will...

*"provide homes with good quality internal environments with adequate space for users and good access to private, shared or public spaces"*

Policy 2 of the NP states that development should create *"places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users"*.

The proposed flatted development would adhere to the National Described Space Standards (39sqm) as set out below:

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) <sup>2</sup>			1.0
	2p	50	58		1.5

## **SCHEDULE OF ACCOMMODATION**

### **Flat 1 (7A) - Ground Floor**

40m<sup>2</sup> Floor Area, 1 Bedroom, 1 Shower Room  
1 person, 1-bedroom Flat, 1.5m<sup>2</sup> Storage.

### **Flat 2 (7B) - First Floor**

47m<sup>2</sup> Floor Area, 1 Bedroom, 1 Bathroom  
1 person, 1-bedroom Flat, 2.7m<sup>2</sup> Storage.

### *Space Standards*

The proposed development would contain adequate openings for natural light. As such, it is considered that the development would be acceptable for future occupiers, in accordance with local policy S53 of the CLLP and Policies 1 and 2 of the NP.

### Impact on Neighbours

Local policy S53 requires that development proposals *"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;"*

Policy 2 of the NP also requires that particular regard should be had to the reasonable amenity expectations of neighbouring users.

The proposed development would not include any external alterations. It would involve the conversion of an existing residential property. Presently at first floor at the rear there are two bedrooms which have windows facing southward. The proposal would change this to be one living room and one bedroom. This impact is considered to be neutral given the existing rooms at the property.

In addition, as there are no external works as a result of the amended plans to remove the staircase, there are therefore no adverse impacts with regard to overlooking, overshadowing or dominance from new extensions or structures to the property.

The development would convert an existing 3-bedroom dwellinghouse into two 1-bedroom residential flats. The area is established as residential and the

proposed development is therefore not expected to cause any adverse impacts as a result of the conversion, in accordance with local policy s53 of the CLLP, Policies 1 and 2 of the NP and the provisions of the NPPF.

### Climate Change and Energy efficiency

Local policy S13 deals with reducing energy consumption in existing buildings. For all development proposals which involve the change of use 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). An informative note is recommended as such to reflect local policy S13 of the CLLP.

### Biodiversity Net Gain

The application form states that the proposed development falls within an exemption under The Biodiversity Gain Requirements (Exemptions) Regulations 2024.

In this case, it is noted that the development does not impact a priority habitat and impacts less than 25 square metres (5m by 5m) of on-site habitat, and considered exempt from the requirements of mandatory biodiversity net gain.

The proposal therefore accords with local policy S61 of the CLLP and the above regulations.

### Minerals

Policy M11 of the Lincolnshire Minerals and Waste Plan Core Strategy and Development Management Policies (adopted June 2016) deals with mineral safeguarding. The application site is within an area of mineral safeguarding. The policy sets out exemption criteria as:

- Applications for householder development
- Applications for alterations to existing buildings and for change of use of existing development, unless intensifying activity on site
- Applications for Advertisement Consent Applications for Listed Building Consent Applications for reserved matters including subsequent applications after outline consent has been granted
- Prior Notifications (telecommunications; forestry; agriculture; demolition)
- Certificates of Lawfulness of Existing or Proposed Use or Development (CLEUDs and CLOPUDs)
- Applications for Tree Works

The development is considered to be exempt from policy M11 as the proposed development would fall as it relates to an application for a change of use of existing development that would not be intensifying activity on site.

## **Conclusion and reason for decision:**

The proposed development has been assessed against local policies S1: The Spatial Strategy and Settlement Hierarchy, S4: Housing Development in or Adjacent to Villages, S13: Reducing Energy Consumption in Existing Buildings, S49: Parking Provision, S53: Design and Amenity and S61: Biodiversity Opportunity and Delivering Measurable Net Gains of the Central Lincolnshire Local Plan 2023. It has also been assessed against Policies 1 and 2 of the Hemswell Cliff Neighbourhood Plan (adopted November 2023), as well as Policy M11 of the Core Strategy. Furthermore, consideration has been given to guidance contained within the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and the National Design Code, as well as all other material considerations and representations received.

The proposal does represent a departure from the provisions of Policy S49 (parking provision), however the impact of conversion is not considered likely to result in a significant intensification of use or demand for parking spaces, taking account of the existing residential use of the site. It is an otherwise sustainable location and the proposed development is considered to be acceptable, and it is recommended for approval with conditions.

## **Decision Level: Committee**

### **Conditions**

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

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

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

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

None.

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

#### **2. The development shall be carried out in accordance with the following plans:**

BD557 A-101 P4 – Proposed Plans and Elevations

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

**Reason:** To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework, Policy S53 of the Central Lincolnshire Local Plan 2023 and Policies 1 and 2 of the Hemswell Cliff Neighbourhood Plan 2023.

### **Informatives**

#### *Energy Efficiency*

Policy S13 of the CLLP encourages applicants to consider all opportunities to improve the energy efficiency of the building 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).’*

It is advised that any proposed development consider improving the energy efficiency of the building as detailed in Policy S13 of the CLLP.

#### *Building Control*

Please note that you may require Building Regulations and you are advised to contact West Lindsey Building Control on 01427 676672.

### **Notes to the Applicant**

#### **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.