

Officers Report

Planning Application No: WL/2025/01163

PROPOSAL: Planning application for change of use of vacant spaces on the 1st, 2nd & 3rd floors from E(a) retail to (C3) residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation, including rectifying unlawful work.

LOCATION: 4 SILVER STREET GAINSBOROUGH DN21 2DP

WARD: Gainsborough South West (Cllr Miss J S McGhee and Cllr T V Young - Ward Members)

APPLICANT NAME: FMJ PROPERTIES

TARGET DECISION DATE: 24/07/2026

DEVELOPMENT TYPE: Minor - all others

CASE OFFICER: Richard Green

RECOMMENDED DECISION: Grant with conditions attached.

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

Description:

The site is a Grade II listed building within Gainsborough Town Centre and Gainsborough Primary Shopping Area. The property is a four storey building that fronts Silver Street, one of the main pedestrian thoroughfares in Gainsborough town centre. The site is within the Gainsborough Town Centre Conservation Area and the site is surrounded by other commercial properties some of which have accommodation on the upper floors. Many of these neighbouring buildings are also listed.

The application proposes to change the use of the 1st, 2nd and 3rd floors of the building from E(a) retail to (C3) residential accommodation to form 5no. residential units.

The application will create two self-contained flats on the first floor (a one bed and a two bed flat), 2no.x one-bed self-contained flats on the second floor and a one bed self-contained flat on the third floor (5 self-contained flats in total). The flats will be accessed off Silver Street through a door way which leads through a passageway to a door way and a stairway up to the upper floors of the building. The ground floor vacant shop unit (last occupied by Cooplands) is not part of this application. Four new second floor windows on the rear (north) elevation are also proposed along with rectifying unlawful work, namely to a lean-to element of the building (which has been removed and replaced with a breeze block flat roofed structure) on the second floor, within the internal courtyard on the eastern elevation.

Amended plans and an amended heritage statement have been received following comments from the Conservation Officer and the Planning Officer [in regards to national space standards for the proposed flats].

Departure Procedure: The application has been advertised as a departure from the local plan in line with Section 15 (2) of the TCPA Development Management Procedure Order 2015[1] a site notice was displayed on 02/12/2025 and a notice has been placed in the local newspaper on 04/12/2025. The advertisement of the departure therefore meets the provisions of Section 15 of the DMPO.

[1] <https://www.legislation.gov.uk/uksi/2015/595/article/15>

Relevant history:

WL/2025/01164 – Listed building consent for change of use of vacant spaces on the 1st, 2nd & 3rd floors from E(a) retail to (C3) residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation, including rectifying unlawful work. To be determined in tandem with this application.

PRE/2025/00003 - Pre-application enquiry for change of use from retail to 5no. residential units. Listed building consent for change of use of vacant spaces on the 1st, 2nd & 3rd floors from E(a) retail to (C3) residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation, including rectifying unlawful work. Advice given 21/01/2025 *'Thank-you for the site visit earlier today in regards to the above proposal. I welcome the fact that you want to remedy the unauthorised/unlawful work that has been carried out in the past on this building (namely the flat roof element to the rear of the building). You will need to apply for Full Planning Permission and Listed Building Consent for the above proposal.'*

147437 - Planning application for change of use of vacant spaces on the 1st, 2nd & 3rd floors from E(a)-Retail to (C3)-residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation. Refused 04/12/2023 *'The proposal with the loss of historic fabric would be detrimental to the special architectural and historic qualities of this Grade II listed building. There is a lack of clear and convincing justification to demonstrate that any benefit outweighs the great weight to be given to conservation of this heritage asset. The proposal is therefore contrary to Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy S57 of the Central Lincolnshire Local Plan, Policy NPP 18 of the Gainsborough Neighbourhood Plan and Chapter 16 of the National Planning Policy Framework.'*

147438 - Listed building consent for change of use of vacant spaces on the 1st, 2nd & 3rd floors from E(a)-Retail to (C3)-residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation. Refused 04/12/2023 *'It is considered that the works fail to preserve the Listed Building, and are considered to be harmful to its character. The proposal with the loss of historic fabric would be detrimental to the special architectural and historic qualities of this*

Grade II listed building. The proposal is therefore contrary to Section 16 of the Planning (Listed Building and Conservation Area) Act 1990 and the NPPF.'

146536 - Request for confirmation of compliance with conditions 1(expiration), 2(refuse), & 3(repairs/materials) of planning permission 139718. Conditions not discharged 1/06/2023 *'On the 02/05/2023 the current application (146536) was validated with planning permission 139718 having expired after 3 years on the 07/11/2022. The permission has lapsed and the conditions cannot therefore be discharged.'*

I also went on site with the Conservation Officer on the 13/06/2023 and some of the work carried out after the grant of the above permissions was not permitted and is considered to have detrimentally affected the Grade II Listed Building. The most notable example of this is the following. If you look at figure 1 below and the top three set of sash windows you will notice the gutter directly above the sash windows and figure 2 shows the 'lean-to' pantile roof above this gutter/windows. If you then look at Figure 3 the work carried out before work stopped has heightened the roof with several courses of breeze blocks and put a flat roof on this element of the building.

All the internal original beams to the lean-to roof will also have been lost. The conditions cannot be discharged as unlawful work has been carried out on this Grade II Listed Building. Therefore, conditions 1, 2 and 3 of planning permission 139718 cannot be discharged as the planning permission has expired/lapsed and unlawful work has been carried out to this Grade II Listed Building.'

146540 - Request for confirmation of compliance with conditions 1(expiration), 2 (repairs and specification of repairs and 3 (fire safety work) of listed building consent 139719. Conditions not discharged 16/06/2023 *'On the 02/05/2023 the current application (146540) was validated with listed building consent 139719 having expired after 3 years on the 07/11/2022. The Listed Building Consent has now expired/lapsed and the conditions cannot therefore be discharged.'*

I also went on site with the Conservation Officer on the 13/06/2023 and some of the work carried out after the grant of the above permissions was not permitted and is considered to have detrimentally affected the Grade II Listed Building. The most notable example of this is the following. If you look at figure 1 below and the top three set of sash windows you will notice the gutter directly above the sash windows and figure 2 shows the 'lean-to' pantile roof above this gutter/windows. If you then look at Figure 3 the work carried out before work stopped has heightened the roof with several courses of breeze blocks and put a flat roof on this element of the building.

All the internal original beams to the lean-to roof will also have been lost. The conditions cannot be discharged as unlawful work has been carried out on this Grade II Listed Building. Therefore, conditions 1, 2 and 3 of listed building consent 139719 cannot be discharged as the planning permission has expired/lapsed and unlawful work has been carried out to this Grade II Listed Building.'

139718 – Planning application for a change of use of vacant spaces on the 1st, 2nd & 3rd floors from (A1) retail to (C3) residential accommodation,

internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation. Granted 07/11/2019.

139719 - Listed building consent for a change of use of vacant spaces on the 1st, 2nd & 3rd floors from (A1) retail to (C3) residential accommodation, internal alterations to form 5no. residential units including installation of 4no. windows to rear elevation. Granted 07/11/2019.

122321 - Planning application for a new shop front (Cooplands) – Granted 12/08/2008.

122369 - Listed building consent to install a new shop front (Cooplands). Granted 12/08/2008.

Representations:

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

Gainsborough Town Council: Support the application.

Local residents/Occupiers: No representations received to date.

LCC Highways and Lead Local Flood Authority: The proposals impact on the public highway is negligible; therefore, the highway authority would have no objection to this application. 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.

Conservation Officer: 11/02/2026: The change of use to the first floor and above to residential preserves the character and conserves the conditions of the derelict building. This will be supported by Policy S57.

The Heritage Statement (HS) is limited in information and does not provide detailed justification or investigation into the specific alterations proposed and any impacts this has upon the significance.

The proposal seeks to reverse the unauthorised alteration to the pitched roof towards the rear, removing the flat roof and breeze block walls with a mono-pitched roof. This conserves the listed building and is supported.

Externally the only alterations are to the unauthorised works so this will enhance and conserve the historic environment and setting and be supported by Policy S57.

Ground Floor - No alterations proposed to the layout.

First Floor - The removal of doors and openings are of architectural and historic significance. Not enough information is given to the justification or investigation of the harm. Are there ways to avoid or mitigate this?

Second Floor - Alterations are not justified or investigated, as per the first floor.

Third Floor - Additions are potentially acceptable but this needs evidence of the existing to examine the impacts to the existing features.

Overall, the potential for the works could be supported, however, there is

limited evidence to assess the impact of the works. The HS should illustrate the significance of each room and the impacts that the work will have.

Further comments 29/06/2026 (following the submission of amended plans and information: Overall, the works will preserve and protect the historic features to meet policy S57, however, there is still a lot of detail to understand for the works. Therefore, I have no objection subject to several suggested conditions.

Archaeology: The building subject to this application is a Grade II listed building dating to the 18th century. The heritage statement submitted is lacking detail and does not include visual and spatial information on existing historic fabric. The West Lindsey Conservation Officer should be consulted on the acceptability of the proposals. If permission were to be granted, we recommend that a pre-commencement condition be placed for an Historic Building Recording, this should be equivalent to a level 3 recording as set out in Historic England's "Understanding Historic Buildings: A Guide to Good Recording Practice".

Relevant Planning Policies:

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

Development Plan:

The following policies are particularly relevant:

Central Lincolnshire Local Plan adopted 2023 (CLLP):

Policy S1: The Spatial Strategy and Settlement Hierarchy

Policy S2: Growth Levels and Distribution

Policy S3: Housing in the Lincoln Urban Area, Main Towns and Market Towns Policy

S6: Design Principles for Efficient Buildings

Policy S13: Reducing Energy Consumption in Existing Buildings

Policy S20: Resilient and Adaptable Design

Policy S21: Flood Risk and Water Resources

Policy S23: Meeting Accommodation Needs

Policy S35: Network and Hierarchy of Centres

Policy S37: Gainsborough Town Centre and Primary Shopping Area

Policy S47: Accessibility and Transport

Policy S49: Parking Provision

Policy S53: Design and Amenity

Policy S57: The Historic Environment

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

Gainsborough Neighbourhood Plan

NPP 1 Sustainable Development

NPP 6 Ensuring High Quality Design

NPP 7 Ensuring High Quality Design in each Character Area

NPP 8 A Mix of Housing Types

NPP 18 Protecting and Enhancing Heritage Assets

NPP 19 Improving the Vitality of the Town Centre

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

Lincolnshire Minerals and Waste Plan:

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

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

[Minerals and waste local plan - Core strategy and development management policies – Lincolnshire County Council](#)

Draft Minerals and Waste Local Plan (DMWLP):

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

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

The consulted draft plan includes the following relevant policy:

SM15: Safeguarding of Mineral Resources

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

[Minerals and Waste Local Plan: Preferred approach consultation | Let's Talk Lincolnshire](#)

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.

[National Planning Policy Framework](#)

- **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)**

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

Main Issues:

- Principle of Development
- Conservation Area and Listed Buildings
- Residential Amenity
- Visual Impact
- Foul and Surface Water Drainage
- Highways and Car Parking
- Foul and Surface Water Drainage
- Other Matters

Assessment:

Principle of Development

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

It is proposed to create five flats on the upper storeys of this three storey Grade II Listed Building located within the town centre of Gainsborough. The Central Lincolnshire Local Plan contains a suite of policies to guide development within the Town Centre.

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.

Paragraph 90 of the NPPF is supportive of residential development within Town Centre locations as it is recognised that such development often plays an important role in ensuring the vitality of such centres. Significant weight is also attached to securing the future use of a designated heritage asset.

The Gainsborough Town Centre section of Policy S37 of the CLLP states that; '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 GNP 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.

Overall, the site is located within the developed footprint of Gainsborough, being within the town centre. The proposal will maintain a retail use on its ground floor level fronting Silver Street.

The residential development element of the proposals 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, S35 and S37 of the CLLP and Policy NPP 19 of the Gainsborough Neighbourhood Plan.

Conservation Area and Listed Buildings

The site is a Grade II listed three storey building which is surrounded by other commercial properties some of which have accommodation on the upper floors. Many of these neighbouring buildings are also listed, including the attached building to the east (No.38 Market Place). The building is early 18th century and is located in the Gainsborough Town Centre Conservation Area. The building is in a very poor state of repair.

S.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a legislative requirement that when considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 72 of the Act contains similar requirements with respect to buildings or land in a conservation area. In this context, "preserving", means doing no harm.

Policy S57 states that development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire. This aim is echoed within policy NPP18 of the Gainsborough Neighbourhood Plan (NP). Paragraph 212 of the NPPF states that 'great weight should be given to the [designated] asset's conservation'.

Paragraph 213 goes on to state that 'Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting'.

Paragraph 214 provides guidance that 'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent'.

The application proposes to create 5 self-contained flats on the upper floors of the Grade II listed building (with the existing ground floor shop unit and shop front on Silver Street being retained). No external alterations are proposed apart from 4 new second floor windows to the rear (north) of the building within a courtyard and replacement windows and doors where needed. In terms of floor plans no alterations to the existing vernacular floor plans are proposed with only additional partition walls being proposed.

Any subsequent building regulations application would work within the constraints of the Listed Building to upgrade the sound proofing if necessary between the ground floor shop unit and between the proposed self-contained residential units

The full scope of the works shown on the proposed plans have been reviewed by the councils Conservation Officer and have been found to be acceptable subject to suggested conditions in terms of the impact on historic fabric and that they would preserve the special historic interest of the host building. It is considered that the proposed approach to development (subject to conditions) would achieve the key heritage aims of the NPPF in that it would put an existing deteriorating Heritage Asset into a viable use to enable its ongoing conservation.

The request from the Historic Environment Officer at Lincolnshire County Council regarding the submission of a Historic Building Record is noted. There have been previous applications/permissions at this site for the conversion of the upper floors to flats. This recording has not been previously requested and is not requested by the Conservation Officer who also has numerous external and internal photographs from previous site visits which document the building, it is therefore considered unreasonable to secure this by condition.

It is considered that the proposal would not harm the special architectural or historic interest of the Listed Building or its setting. The proposal will also preserve the character and appearance of the Conservation Area. The proposal would accord to Statutory Duties, the policies within the Development Plan and Section 16 of the NPPF.

Residential Amenity

National and Local Planning Policy seeks to bring back to use vacant and underused upper floors in town centres for residential uses in order to contribute to the vitality and viability of the town centre.

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.

Four new windows are proposed on the rear elevation of the building at second floor level which do not overlook residential properties or neighbouring occupiers. No new openings are proposed on the front elevation facing onto Silver Street. Any subsequent building regulations application would work within the constraints of the Listed Building to upgrade the sound proofing if necessary between the ground floor shop unit and between the proposed self-contained flats.

The following details for each of the flats and relevant national space Standards are stated below:

- Flat 1 (First Floor:) **64.2 sqm**. 1 bed (2 person flat), dining/living room, kitchen and shower/W.C.
 - Flat 2 (First Floor:) **65.3 sqm**. 2 bed (3 person flat), dining/living/kitchen area, bathroom/W.C.
 - Flat 3 (Second Floor:) **45.5 sqm**. 1 bed (1 person flat), dining/living/kitchen area, bathroom/W.C.
 - Flat 4 (Second Floor:) **39.5 sqm**. 1 bed (1 person flat), dining/living/kitchen area, bathroom/W.C.
 - Flat 5 (Third Floor:) **44 sqm**. 1 bed (1 person flat), dining/living/kitchen area, bathroom/W.C.
- National space standards 1 bed 1 person = **37 sqm** (with a shower 39 sq m with a bathroom)
 - National space standards 1 bed 2 persons = **50 sqm**
 - National space standards 2 bed 3 persons = **61 sqm**

All five of the units meet with the nationally described space standards and there are no concerns in relation to overlooking, over dominance or loss of light over adjoining properties. The main living areas of the flats and bedrooms would all be served by windows, allowing adequate light to enter the rooms. In terms of noise, a level of noise is to be expected in a town centre location.

The lack of outside amenity space is noted; however this is not an unusual situation for town centre flats/dwellings, other grassed amenity areas are available within the town centre area, notably to the north around All Saints Church and Gainsborough Old Hall and along the Riverside Walk to the west.

The development would therefore not have an unacceptable harmful impact on the living conditions of the future occupiers and is acceptable with regard to the impact on existing neighbouring uses and would accord with Policy S53 and the provisions of the NPPF, particularly paragraph 135(f).

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.'*

Four new windows are proposed on the rear elevation of the building at second floor level. No new openings are proposed on the front elevation facing onto Silver Street. It is therefore considered that the proposal will not harm the character and appearance of the street-scene and with the proposal complying with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Highways and Car Parking

No objection has been received from the Local Highway Authority relating to the proposed development.

Policy S39 of the CLLP requires 'Proposals for residential or commercial development above town centre uses will be supported providing... adequate off-street parking can be provided.'

Appendix 2 of the CLLP which is referred to in Policy S49 states that 1 bed dwellings in market towns should provide 1 parking space per dwelling plus visitor spaces and 2 bed dwellings 2 parking spaces plus visitor spaces. The proposal does not include any dedicated parking provision for the flats/proposed. It is noted that no parking provision has been requested by the highway's authority, stating that the development is in a highly sustainable location. The Gainsborough Neighbourhood Plan 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 several town centre car parks and public transport links, including the bus and train 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 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. If it is minded to grant permission the informative suggested by LCC Highways will be attached to the decision notice.

Foul and Surface Water Drainage

The site benefits from existing foul and surface water drainage connections which the proposed flats will link into. The proposals will 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. The proposal therefore accords with the NPPF and Policy S21 of the Central Lincolnshire Local Plan

Other matters:

Minerals and Waste

The site is located within sand and gravel safeguarding area. There are no issues of sterilisation of the minerals resource with the proposed change of use.

Contamination:

The site is located within a contaminated land buffer zone. There are no contamination issues with the proposed change of use.

Household waste

Bins for the proposed flats will be kept in the internal courtyard (to the east of the building) which is screened by the surrounding development and from the street scene.

Comments on energy efficiency and biodiversity net gain policies:

The application being a change of use application is exempt from biodiversity net gain.

An energy statement is not required for a change of use application such as this proposal. 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 consider improving energy efficiency, in this instance, it is not considered necessary to request that any amendments are made to the proposals given that the site comprises of a listed building, in a conservation area and within the setting of other listed buildings where such new internal materials, solar panels and air source heat pumps, for example would likely not be supported.

Conclusion and reasons for decision:

The decision has been considered against Policy S1: The Spatial Strategy and Settlement Hierarchy, S2: Growth Levels and Distribution, S3: Housing in the Lincoln Urban Area, Main Towns and Market Towns, S6: Design Principles for Efficient Buildings, S13: Reducing Energy Consumption in Existing Buildings, S20: Resilient and Adaptable Design, S21: Flood Risk and Water Resources, S23: Meeting Accommodation Needs, S35: Network and Hierarchy of Centres, S37: Gainsborough Town Centre and Primary Shopping Area, S47: Accessibility and Transport, S49: Parking Provision, S56: Development on Land Affected by Contamination, S53: Design and Amenity and S57: The Historic Environment of the Central Lincolnshire Local Plan and the policies contained within the Gainsborough Neighbourhood Plan (NPP 1 Sustainable Development, NPP 6 Ensuring High Quality Design, NPP 7 Ensuring High Quality Design in each Character Area, NPP 8 A Mix of Housing Types, NPP 18 Protecting and Enhancing Heritage Assets and NPP 19 Improving the Vitality of the Town Centre) and the guidance contained in National Planning Policy Framework and National Planning Practice Guidance and against Section 66 & 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

In light of the above assessment it is considered that the principle of development in this Town Centre location can be supported. The proposal would not have a detrimental impact on the residential amenity of neighbouring properties or a detrimental impact on the street scene. Furthermore, the proposal would not harm the special architectural or historic interest of the Listed Building or its setting. The proposal will also preserve the character and appearance of the Conservation Area.

Matters of highway safety and drainage are also considered to be acceptable. The proposal does represent a departure from the provisions of Policy S49, 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.

RECOMMENDATION- Grant planning permission with the following conditions:

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

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

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

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

None.

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

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

ZAAVIA/4SS/512 Rev B dated 4 May 2026
ZAAVIA/4SS/511 Rev B dated 4 May 2026
ZAAVIA/4SS/510 Rev B dated 4 May 2026
ZAAVIA/4SS/509 Rev B dated 4 May 2026
Site Location Plan (Red Line) received 24/11/2025
ZAAVIA/4SS/524 Rev A dated 29 July 2025
ZAAVIA/4SS/522 Rev A dated 29 July 2025
ZAAVIA/4SS/521 Rev A dated 29 July 2025
ZAAVIA/4SS/520 Rev A dated 29 July 2025
ZAAVIA/4SS/519 Rev A dated 29 July 2025
ZAAVIA/4SS/518 Rev A dated 29 July 2025
ZAAVIA/4SS/517 Rev A dated 29 July 2025
ZAAVIA/4SS/513 Rev A dated 29 July 2025
ZAAVIA/4SS/508 Rev A dated 26/03/2024

ZAAVIA/4SS/507 Rev A dated 29 July 2025

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

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

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

None.

Notes to the Applicant

Listed Building Consent WL/2025/01164

See conditions on the decision notice for Listed Building Consent WL/2025/01164 also.

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