



Report to Planning Committee – 12 March 2026

Business Manager Lead: Oliver Scott – Planning Development

Lead Officer: Dayo Adegbaju, Planner

| Report Summary         |  |                    |  |
|------------------------|--|--------------------|--|
| <b>Application No.</b> | 25/01941/PIP   |                    |  |
| <b>Proposal</b>        | Application for permission in principle for residential development for minimum of 1 and up to 2 dwellings |                    |  |
| <b>Location</b>        | Land To The Rear Of Home Farm Barn<br>Winkburn   |                    |  |
| <b>Applicant</b>       | Winkburn Estate - Mr<br>Adrian Thornhill   | <b>Agent</b>       | GraceMachin<br>Planning & Property -<br>Mr George Machin |
| <b>Registered</b>      | 25.11.2025   | <b>Target Date</b> | 30.12.2025<br>EOT until 16.03.2026                       |
| <b>Recommendation</b>  | Grant Permission in Principle  |                    |  |

**Link to Planning Application website:**

[25/01941/PIP | Application for permission in principle for residential development for up to 2 dwellings | Land To The Rear Of Home Farm Barn Winkburn](#)

**Procedural Matters**

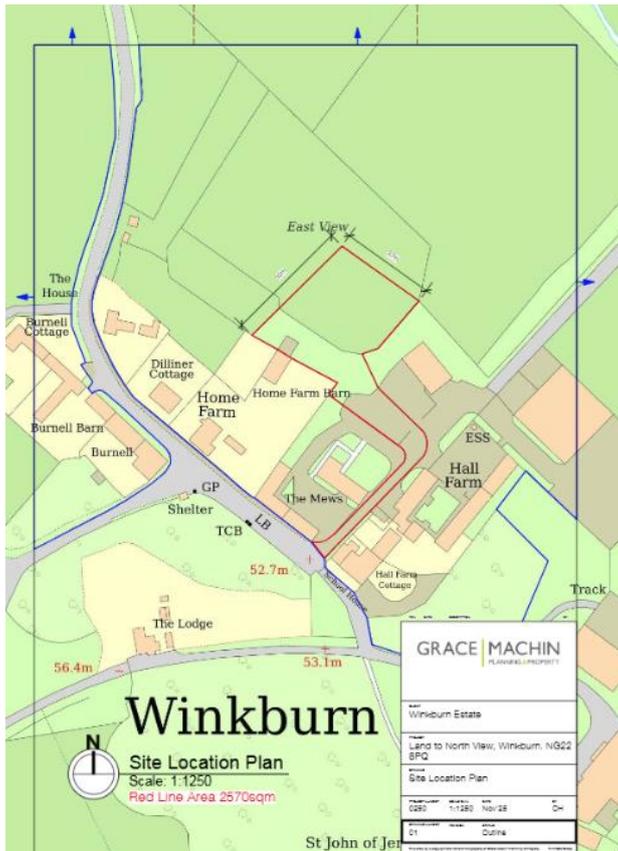
**Reason - Departure from the Development Plan**

**This application is being referred to the Planning Committee for determination as the recommendation is contrary to the Development Plan (contrary to Policy DM8 – Development in the Open Countryside).**

**1.0 The Site**

1.1 The application site is located within the open countryside, adjacent to the built-up area of Winkburn. It adjoins existing developments which lie to the south and southwest. Home Farm Barn, a Grade II listed building is part of the adjoining

dwellings. See location plan and google aerial view below.



Google aerial view with site highlighted in red.

## 2.0 Relevant Planning History

2.1. None.

### **3.0 The Proposal**

3.1 The application is for permission in principle for the development of up to two new dwellings on land to the rear of Home Farm Barn, Winkburn.

3.2 The application is to determine the principle of development only, regarding location, use, and amount of development. Detailed drawings would be required at Technical Details Stage if approved.

### **4.0 Departure/Public Advertisement Procedure**

4.1 Occupiers of 17 properties have been individually notified by letter. A site notice has also been displayed near to the site.

4.2 Site visit undertaken on 15.12.2025.

### **5.0 Planning Policy Framework**

#### **5.1. Newark and Sherwood Amended Core Strategy DPD (adopted March 2019)**

Spatial Policy 1 – Settlement Hierarchy  
 Spatial Policy 3 – Rural Areas  
 Spatial Policy 7 – Sustainable Transport  
 Core Policy 3 – Housing Mix  
 Core Policy 9 -Sustainable Design  
 Core Policy 12 – Biodiversity and Green Infrastructure  
 Core Policy 13 – Landscape Character  
 Core Policy 14 – Historic Environment

#### **5.2. Allocations & Development Management DPD (2013)**

DM5 – Design  
 DM7 – Biodiversity and Green Infrastructure  
 DM8 – Development in the Open Countryside  
 DM9 – Protecting and Enhancing the Historic Environment  
 DM12 – Presumption in Favour of Sustainable Development

5.3. The Draft Amended Allocations & Development Management DPD was submitted to the Secretary of State on the 18th January 2024. Following the close of the hearing sessions as part of the Examination in Public the Inspector has agreed a schedule of 'main modifications' to the submission DPD. The purpose of these main modifications is to resolve soundness and legal compliance issues which the Inspector has identified. Alongside this the Council has separately identified a range of minor modifications and points of clarification it wishes to make to the submission DPD. Consultation on the main modifications and minor modifications / points of clarification took place between Tuesday 16 September and Tuesday 28 October 2025. The next stage in the Examination process will be the Inspector issuing their draft report.

5.4. Tests outlined through paragraph 49 of the NPPF determine the weight which can be afforded to emerging planning policy. The stage of examination which the Amended

Allocations & Development Management DPD has reached represents an advanced stage of preparation. Turning to the other two tests, in agreeing these main modifications the Inspector has considered objections to the submission DPD and the degree of consistency with national planning policy. Through this process representors have been provided the opportunity to raise objections to proposed modifications through the above consultation. Therefore, where content in the Submission DPD is either;

- Not subject to a proposed main modification;
- The modifications/clarifications identified are very minor in nature; or
- No objection has been raised against a proposed main modification.

5.5. Then this emerging content, as modified where applicable, can now start to be given substantial weight as part of the decision-making process.

5.6. **Other Material Planning Considerations**

National Planning Policy Framework 2024

Planning Practice Guidance (online resource)

National Design Guide - Planning practice guidance for beautiful, enduring and successful places September 2019

Residential Cycle and Car Parking Standards & Design Guide SPD June 2021

Planning (Listed Buildings and Conservation Areas) Act 1990

6.0 **Consultations and Representations**

Please Note: Comments below are provided in summary - for comments in full please see the online planning file.

6.1. **NCC Highways** – *The Highway Authority has considered the submitted information and decided that the application does not have a detrimental effect on highway safety and capacity. Therefore, there are no highway objections.*

6.2. **Winkburn Parish Meeting** – *No objection. However, as the Winkburn Estate owns all the agricultural land and nearly all the houses in the village, a formal long-term plan should be presented for the development of land not currently zoned for housing. This site should not be considered in isolation.*

**Representations**

6.3. **NSDC Conservation** – *“The proposed development is capable of preserving the special interest of the nearby listed buildings which is consistent with s66 of the Act, as well as policy and advice contained within s16 of the NPPF, and CP14 and DM9 of the Council’s LDF DPDs.”*

6.4. **NSDC Land Contamination Officer** – *There is potential for the site to have been contaminated from its previous use as agricultural land. It is likely, should formal planning permission be sought, that the full contamination condition would be requested on any approval.*

- 6.5. **Historic Environment Officer** – *“Examination of the Nottinghamshire Historic Environment Record shows the site is located in an area of a relocated medieval village (HER ref: MNT17032). If the application progresses, I recommend the applicant commissions a heritage desk-based assessment (DBA) per para 207 of the NPPF (2024). Following submission of the DBA, a recommendation for archaeological fieldwork may be made to determine the presence, absence, depth, date and significance of any archaeology present.”*

## **7.0 Comments of the Business Manager – Planning Development**

### **7.1. The key issues are:**

- 1. Principle of development (Location, Land Use and Amount of Development)**
- 2. All other issues would be considered as part of the Technical Details Consent application which would be required if permission in principle is approved.**

- 7.2. The National Planning Policy Framework (NPPF) promotes the principle of a presumption in favour of sustainable development and recognises the duty under the Planning Acts for planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004. The NPPF refers to the presumption in favour of sustainable development being at the heart of development and sees sustainable development as a golden thread running through both plan making and decision taking. This is confirmed at the development plan level under Policy DM12 of the Allocations and Development Management DPD.
- 7.3. As the application concerns the setting of nearby listed buildings which are designated heritage assets, section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the ‘Act’) is particularly relevant. Section 66 outlines the general duty in exercise of planning functions in respect to listed buildings stating that the decision maker “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.”
- 7.4. The duty in s.66 of the Listed Buildings Act does not allow a local planning authority to treat the desirability of preserving the settings of listed buildings as a mere material consideration to which it can simply attach such weight as it sees fit. When an authority finds that a proposed development would harm the setting of a listed building, it must give that harm considerable importance and weight.

### **Principle of Development**

- 7.5. The application seeks ‘Permission in Principle’ for the residential development of land to the rear of Home Farm Barn Winkburn.
- 7.6. This type of application requires only the principle of the proposal to be assessed against the Council’s Development Plan and the NPPF. The ‘principle’ of the proposal is limited to location, land use, and the amount of development. Issues relevant to these ‘in-principle’ matters should be considered at the permission in principle stage. Any other details regarding the development are assessed at the second stage of the

process under a 'Technical Details Consent' application which must be submitted within 3 years of the Permission in Principle decision (if approved).

### **Location**

- 7.7. The site is located outside of the built area of Winkburn Village which is a rural area. It is however noted that the site is adjacent to the Hall Farm, directly behind Home Farm Barn, and within the setting of a listed building, namely Home Farmhouse (Grade II Listed Building). This notwithstanding, the site is considered to be outside of the village, and therefore within the open countryside. Therefore, policy DM8 would be applicable.
- 7.8. Policy DM8 strictly controls development within the open countryside and only supports new dwellings where they *'are of outstanding quality or innovative nature of design, reflecting the highest standards of architecture. Proposals will also need to significantly enhance their immediate setting and be sensitive to the defining characteristics of the local area.'* The proposal has not been put forward on this basis and therefore would usually be refused as a matter of principle. However, paragraph 11 of the NPPF (2024) sets out that plans and decisions should apply a presumption in favour of sustainable development. According to paragraph 11 (d), in planning decision-taking, this means *'where there are no relevant development plan policies or the policies which are most important for determining the application are out of date<sup>8</sup>, granting permission unless (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well designed places and providing affordable homes, individually or in combination<sup>9</sup>.'* Footnote 8 (in relation to out of date policies) states, *'this includes, for applications involving the provision of housing, situations where: the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.'*
- 7.9. With this in mind, the Council's current position is that it can demonstrate a total housing land supply of 3.84 years. The Council cannot demonstrate a 5-year housing land supply, therefore, in line with paragraph 11 and footnote 8, the presumption in favour of sustainable development should be applied. The application should only be refused where there would be adverse impacts that would significantly outweigh the benefits. Given this, the Council's development plan is not up to date in relation to housing delivery for the purposes of decision making. The district's housing targets have significantly increased, and this is a material consideration which carries significant weight. This means that if the site is considered sustainable and the proposal would make effective use of the land, there would need to be significant adverse impacts to refuse the proposal.
- 7.10. Therefore, it needs to be determined if Winkburn is a sustainable village. It is acknowledged that there are no local services, and there are limited bus services to Newark and other Principal Villages. As such, the village in itself is not considered to be a sustainable location for new development. However, it is approx. 4.7 miles to Southwell which is a Principal Village, as such there would be easy access for private car owners. This would not be uncommon with other, more sustainable settlements.

In addition, there are several villages such as Hockerton, Maplebeck, Caunton and Kirklington which are all within a 4 mile radius and they could provide some local services, such as public houses and village halls, churches and schools. On this basis, Winkburn is considered to be located at the fringe of sustainable locations, and it is considered acceptable for a small-scale residential development.

- 7.11. With the presumption in favour of sustainable development in mind therefore, it is considered that the addition of up to 2 dwellings in this location would be acceptable.

#### Land Use and Amount of Development

- 7.12. Winkburn is predominantly residential. The residential use in this location accords with Spatial Policy 3 which seeks to address local housing needs in rural communities by focusing housing in sustainable, accessible villages.
- 7.13. The proposal is for up to two dwellings. No illustrative plans were submitted. The form and layout would be provided at technical details consent stage if permission in principle is approved.
- 7.14. The site is approximately 0.257 hectare in size, and it shares a boundary with an existing dwelling (i.e. Home Farm Barn), with other developments south, southwest and southeast.
- 7.15. Core Policy 3 of the Amended Core Strategy provides that for other locations such as Winkburn, the average density set is 30 dwellings per hectare. Development densities in all housing developments should normally be no lower than an average 30 dwellings per hectare net.
- 7.16. Two dwellings on the site would equate to approximately 8 dwellings per hectare. This is below the average density expected for Winkburn; therefore, it is considered that two new dwellings on the site would not likely result in cramped development, and, subject to final design and layout, would preserve the rural open character of the immediate surroundings and is therefore acceptable in this instance.
- 7.17. Given the existing dwellings in the surrounding area, any new development on this site could have a good assimilation provided the scale, design and materials are sympathetic with the character of the surrounding area.
- 7.18. Therefore, in terms of land use and the amount of development, the principle of development would be acceptable.

#### Technical Details Consent

- 7.19. The Technical Details Consent application would be required to be submitted within three years of the decision date if the application was approved.
- 7.20. The site-specific impacts that would be assessed at this stage are discussed below.

#### Impact on the Visual Amenities of the Area (including heritage impact)

- 7.21. Core Policy 9 seeks to achieve a high standard of sustainable design which is appropriate in its form and scale to its context, complementing the existing built and landscape environment.
- 7.22. Policy DM5(b) requires the local distinctiveness of the district's landscape and character of built form to be reflected in the scale, form, mass, layout, design, materials and detailing of proposals for new development.
- 7.23. The site is located within the 'Knapthorpe Village Farmlands with Ancient Woodland Landscape Character Area (MN PZ 30)' where the landscape condition is defined as very good, and the sensitivity is defined as moderate. The landscape action for built features in the area includes conserving the rural character of the landscape by limiting any new development to within settlements of Bathley, Knapthorpe, Averham and Winkburn. This landscape action also requires the use of vernacular materials, style and scale in any new developments. Although the site has been considered as being within the open countryside, its proximity to the built area of the village has been established under the 'Location' section of this report. Materials and scale of the development would be determined at the technical details stage.
- 7.24. Paragraph 135 of the NPPF states inter-alia that development should be visually attractive, sympathetic to local character and history, and should maintain or establish a strong sense of place.
- 7.25. There are no detailed drawings to assess at this stage. If approved, the proposal would need to take into account the surrounding vernacular and layout to ensure there would be no detrimental impact on the character of the area.
- 7.26. Furthermore, given the site's location within the setting of listed buildings, there is a potential for heritage impact. The Council's Conservation Officer has therefore been consulted, and their comments are provided below:
- 7.27. *"Winkburn is one of the county's hidden villages, lying in the valley of the River Wink, it has a few houses and farms, and an ancient church by the great house, and many specimen trees.*
- 7.28. *The Hall is mostly 18th century, with a top storey of 19th century and interior panelling belonging to the former manor house. Over the doorways in the central hall is a series of panels carved with scenes from Aesop's Fables. The hall was saved from dereliction in 1978 by the Craven-Smith-Milnes family, relatives of William Burnell, who built it. The hall is flanked by east and west wings, of which only the stables remain, the kitchen wing in front of the church has nearly completely disappeared. The two storey stables, which feature a cupola are grade II listed. The hall is Grade I listed and of national interest, and sits within extensive parkland, which in itself is a non-designated heritage asset. The church of St John of Jerusalem is mostly Norman, the belfry windows feature zigzag and cable moulding, and the Norman archway to the nave is carved all around with zigzag making for a most unusual and interesting architectural feature. The church was restored in the 17th century. It is grade I listed of national interest and is intimately set within the grounds of the hall.*
- 7.29. *Home Farmhouse is a late 17th/early 18th century farmhouse built in the vernacular*

*materials of red brick, with raised brick bands ad windows beneath segmental heads, now with a plain tile roof, it is two storeys with an attic room.*

- 7.30. *The Old School is grade II listed, originally built in 1738, is stuccoed with gabled extensions from the early 19th century.*
- 7.31. *The application site sits outside the Winkburn Park, and adjacent to the Hall Farm, and to the front of Home Farm, within a cluster of modern and historic agricultural buildings, mostly of single storey nature and built in red brick with pantile roofs. The scope of the PIP application is limited to the location of the site, the type of land use proposed, and the amount of development. The application for two dwellings within this site would be capable of preserving the setting of the high status listed buildings nearby., as well as preserving the agricultural setting of Home Farmhouse if an appropriate single storey barn style development can be achieved. The location of the development is such that the hidden village character within the valley of the River Wink would be preserved. The site is located within an area of earthworks, which are understood to originate from the larger medieval settlement of Winkburn. It is recommended that the advice of the Council's archaeology consultant is sought on the requirement of potential fieldwork to determine the presence/absence of any archaeology.*
- 7.32. *The proposed development is capable of preserving the special interest of the nearby listed buildings which is consistent with s66 of the Act, as well as policy and advice contained within s16 of the NPPF, and CP14 and DM9 of the Council's LDF DPDs."*
- 7.33. Officers agree with the Conservation Officer. Given its scale and discreet location, the scheme, subject to detail, could be capable of preserving the setting of the nearby listed buildings.

#### Impact upon Residential Amenity

- 7.34. Policy DM5(b) of the DPD states that development proposals should ensure no unacceptable reduction in amenity including overbearing impacts and loss of privacy upon neighbouring development. Furthermore, the NPPF seeks to ensure a high standard of amenity for all existing and future occupants of land and buildings.
- 7.35. The nearest neighbour would be Home Farm Barn. Whilst no information has been provided on the design and elevations of the proposal, it is considered that the potential for overbearing and loss of privacy concerns could be removed at the technical details stage.
- 7.36. In terms of private amenity space for the proposed dwelling, an appraisal cannot be done at this stage due to limited information. However, given the size of the plot and its distance to the surrounding developments, it is considered that two new dwellings on this site could be achieved with adequate amenity levels for both future occupants and neighbouring occupants.

#### Impact upon Highway Safety

- 7.37. Spatial Policy 7 of the Core Strategy seeks to ensure that vehicular traffic generated

does not create parking or traffic problems. Policy DM5(b) of the DPD requires the provision of safe access to new development and appropriate parking provision.

- 7.38. Access and parking details are not required at this stage; however, if permission in principle is approved, the proposal would need to adhere to the Council's adopted Parking SPD at the technical details stage. Looking at the submitted site location plan, the scheme would share an existing access with properties to the south. As two new dwellings would not generate a significant increase in vehicular movements using the access, it is considered likely that this arrangement would be acceptable if proposed at technical details stage. The Highways Authority has also considered the scheme, and they commented that it would not have a detrimental impact on highway safety and capacity. There was therefore no highway objection to the proposed development in principle.

#### Impact upon Ecology

- 7.39. Policy DM7 and Core Policy 12 aim to conserve and enhance the biodiversity and geological diversity of the district.
- 7.40. The development would not entail demolition of an existing building, as such it is not considered that there would be adverse ecology impact. However, it would lead to loss of existing grass area and low-level planting, therefore you would need to provide BNG information at technical details stage if permission in principle is approved (see further information on Biodiversity Net Gain below).
- 7.41. **Biodiversity Net Gain (BNG)** – In England, BNG became mandatory (under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021) from February 2024. BNG is an approach to development which makes sure a development has a measurably positive impact ('net gain') on biodiversity, compared to what was there before development. This legislation sets out that developers must deliver a minimum BNG of 10% - this means a development will result in more, or better quality, natural habitat than there was before development. However, there are some developments that are exempt from the BNG such as self and custom builds and those below the on-site habitat threshold. However, a BNG exemption claim would need to be submitted with supporting information at the technical details stage should a permission in principle be approved. If not exempt, a detailed BNG assessment would be required (please see local validation list for details).

## **8.0 Implications**

- 8.1. In writing this report and in putting forward recommendations officers have considered the following implications; Data Protection, Equality and Diversity, Financial, Human Rights, Legal, Safeguarding, Sustainability, and Crime and Disorder and where appropriate they have made reference to these implications and added suitable expert comment where appropriate.
- 8.2. **Legal Implications - LEG2526/4095**

- 8.3. Planning Committee is the appropriate body to consider the content of this report. A Legal Advisor will be present at the meeting to assist on any legal points which may arise during consideration of the application.

## **9.0 Conclusion**

- 9.1. The purpose of this application is to assess the acceptability of the proposal on the application site in principle, in relation to location, land use, and amount of development. It has been noted that the site is located in the open countryside. Based on the aims of policy DM8, such developments would usually be refused. However, at present, the Council cannot demonstrate a 5-year housing land supply. As such, the presumption in favour of sustainable development, as outlined in paragraph 11 of the NPPF, should be applied. It is considered that the site's relative proximity to Winkburn's built-up area, in addition to Winkburn's closeness to Southwell (a Principal Village) and other smaller sustainable locations such as Hockerton are reasons to conclude the site is, on balance, a sustainable location for small scale residential development. Subject to detail there are no significant issues that would outweigh the benefit of up to two additional dwellings on this site. The setting of the nearby listed buildings is also a location consideration. The heritage impact has been assessed by the conservation team, and it was confirmed that the scheme would preserve the special interest of the nearby listed buildings, having regard to Section 66 of the Planning (listed Buildings and Conservation Areas) Act 1990.
- 9.2. Further to the above assessment, it is considered that the location is suitable for residential development of up to two dwellings. Therefore, the principle of development is acceptable on location grounds.
- 9.3. In terms of the use, residential development would reflect the local land use pattern. In terms of the amount, up to two new dwellings would be relatively small in scale and would not lead to overdevelopment of the area.
- 9.4. Therefore, subject to acceptable scale, design, and materials (to be assessed at Technical Details Stage), it is not considered that the proposal would have a detrimental impact on the character of the area, residential amenity, or highways safety.
- 9.5. For the reasons set out above it is recommended that the permission in principle is granted. It should be noted that there is no provision to attach conditions to a permission in principle, however conditions can be attached to any subsequent Technical Details Consent approval.

## **10.0 RECOMMENDATION**

- 10.1 **That Permission in Principle is granted.**

### Notes to Applicant

An application for the approval of Technical Details Consent must be submitted within 3 years from the date of this decision.

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#### Biodiversity Net Gain

The grant of permission in principle is not within the scope of biodiversity net gain (as it is not a grant of planning permission), but the subsequent technical details consent (as a grant of planning permission) would be subject to the biodiversity gain condition.

#### BACKGROUND PAPERS

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Application case file.

Committee Plan - 25/01941/PIP

