



Report to Planning Committee 9 April 2026

Business Manager Lead: Oliver Scott – Planning Development

Lead Officer: Christine Beresford – Planner

Report Summary			
<b>Application No.</b>	25/00870/LBC		
<b>Proposal</b>	Change of Use and Conversion and Alterations of Windmill and Bakehouse to Form Dwelling. Demolish Outbuilding and Erect Replacement Garage and Workshop. Create New Driveway		
<b>Location</b>	Farndon Windmill Crees Lane Farndon		
<b>Applicant</b>	Mr & Mrs Stuart Belton	<b>Agent</b>	Mr Anthony Northcote
<b>Registered</b>	10.06.2025	<b>Target Date Extension of Time</b>	9 <sup>th</sup> April 2026
<b>Recommendation</b>	Approval subject to conditions		

**This application has been referred to Planning Committee by the Business Manager in light of the Environment Agency’s objection, to allow careful consideration of these concerns against the significant heritage benefits of bringing a heritage at risk building back into active use.**

## **1.0 The Site**

1.1 The application site comprises Farndon windmill, which is a Grade II Listed Building.

1.2 The site has the following constraints:

- Grade II listed building, which is on the local Heritage at Risk Register by Nottinghamshire County Council (hosted by Building Preservation Trust). The windmill is at risk level 3, ‘poor’.
- Sits in a flood zone 3a within Newark’s open break

## **2.0 Relevant Planning History**

- PREAPP/00267/23 - Convert existing Brick built bake house and disused windmill to form x 1, 2 bed dwelling and Convert brick and timber-built chicken shed to form x 1, 2 bed dwelling –Advice given 04.03.2024
- 20/02149/HOUSE - Proposed boundary fencing and access gates (Retrospective) – application permitted 06.01.2021
- 25/00869/FUL - change of Use and ‘Self Build’ Conversion and Alterations of Windmill and Bakehouse to Form Dwelling. Demolish Outbuilding and Erect Replacement Garage and Workshop. Create New Driveway. – Application linked to this LBC.

### **3.0 The Proposal**

- 3.1 The proposal involves the conversion and alteration of Farndon Windmill and the adjoining bakehouse to create a single dwelling. It includes rebuilding the collapsed section of the bakehouse, linking the two buildings with a modern glazed structure, and reinstating historic features such as the windmill gallery. A glazed cap will be added to the windmill to provide a viewing platform, and a new extension will be constructed on the footprint of a former building to the north of the tower.
- 3.2 The existing timber outbuilding will be demolished and replaced with a smaller timber-framed garage and workshop, and a new driveway will be created off Crees Lane to serve both the new dwelling and Mill House.
- 3.3 The design retains traditional brick and pantile materials for the windmill extension and bakehouse, introduces a contemporary glazed link, and uses timber and pantile for the new garage/workshop, with most existing vegetation preserved and compensatory planting proposed for any tree loss.
- 3.4 The footprint of the bakehouse and windmill remains unchanged; however, the proposed adjoining link from the bakehouse to the windmill would be 3.32 metres in length, 3.44 metres in width, with a ridge height of 3.05 metres. In addition, the new extension adjoining the windmill would measure approximately 13.12 metres in length and 5.94 metres in width, with a roof height of 4.60 metres.
- 3.5 The proposed timber-framed garage and workshop would measure approximately 21.26 metres in length, 6.25 metres in width, with a ridge height of 6.51 metres. This represents a reduction in length of around 8 metres compared to the existing outbuilding, which measures approximately 30.77 metres, resulting in a smaller overall footprint.
- 3.6 Overall, the windmill and adjoining bakehouse are in a deteriorated and structurally vulnerable condition, with the structural survey identifying extensive weathering, recessed and failing mortar joints, poorly bonded and altered brickwork, corroded window frames, and weakened internal floors resulting from years of limited maintenance. The upper brick courses of the windmill show outward lean and reduced stability, while several openings have been widened or altered in the past in a way that has left lintels and arches inadequately supported. The associated outbuildings include a gable wall that has become dangerously unstable following the collapse of the adjoining roof, with the wall now leaning outward by around 75mm and lacking

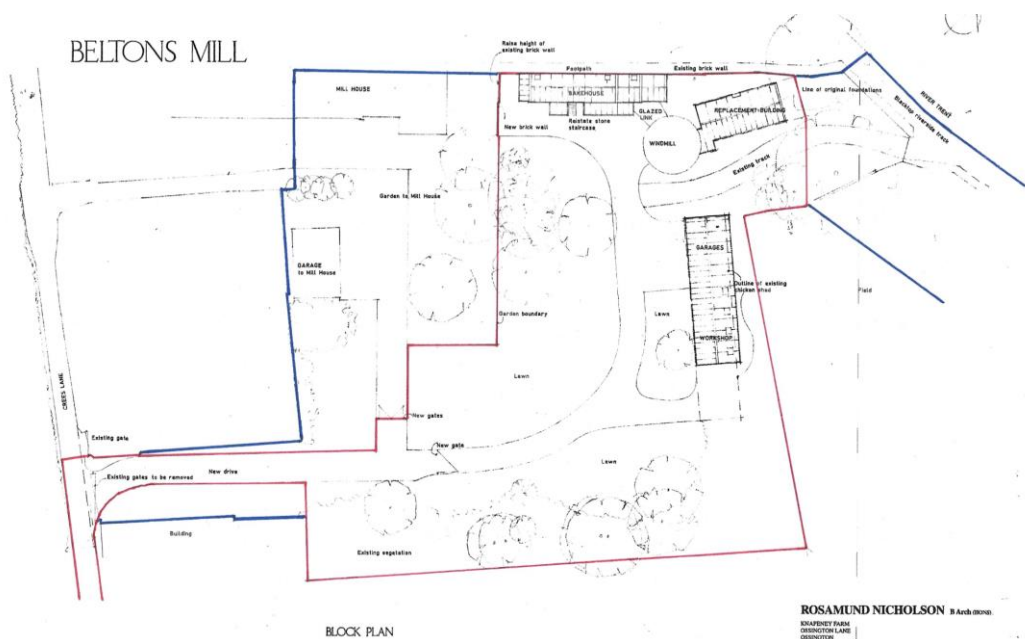
proper bonding to adjacent walls, creating a genuine risk of collapse towards the public footpath if not promptly addressed.

- 3.7 The proposed restoration works are therefore essential to stabilise the structures, involving comprehensive repointing, rebuilding of upper brickwork with reinforcement, reinstatement of original openings, replacement of internal lintels and floors, and the careful dismantling and rebuilding of the unstable gable wall. These interventions are necessary to safeguard the structural integrity and heritage value of the buildings and to ensure that both the windmill and bakehouse can be retained and sensitively adapted as part of the proposed conversion.

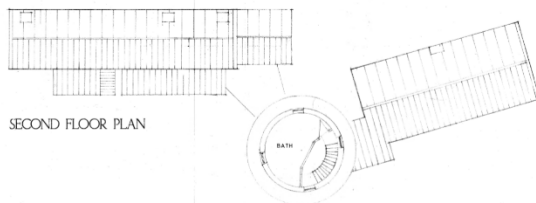
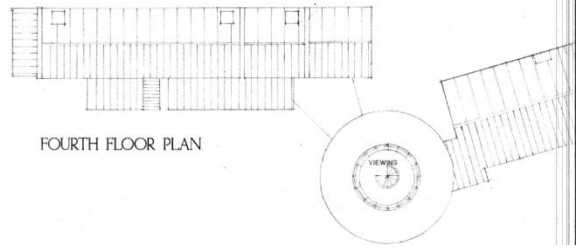
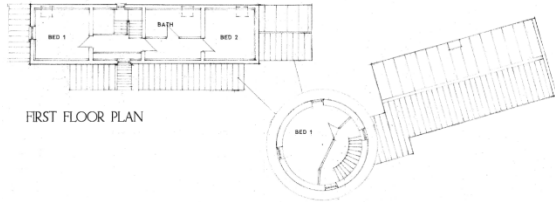
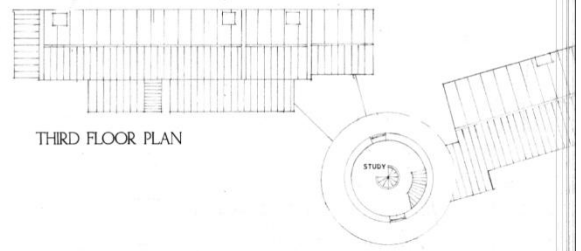
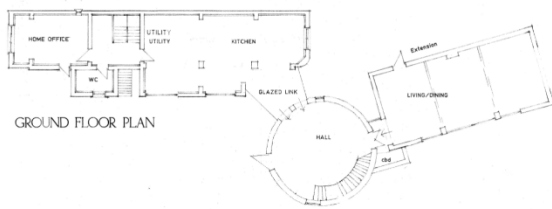
### Location plan



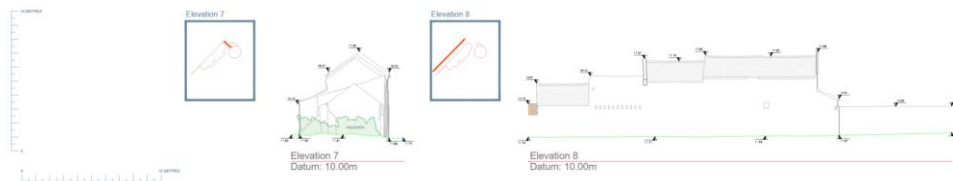
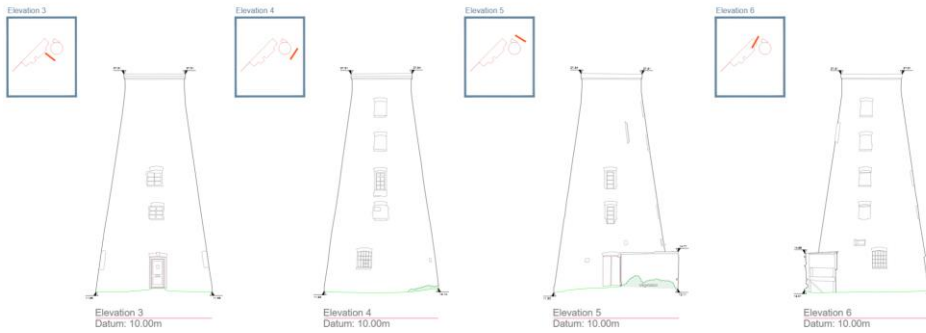
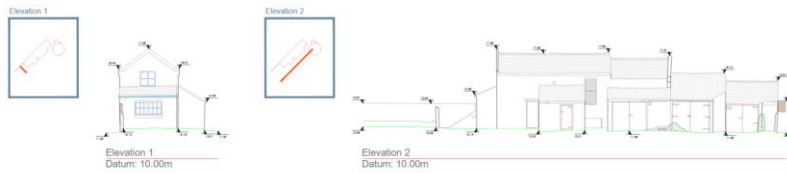
### Proposed block plan



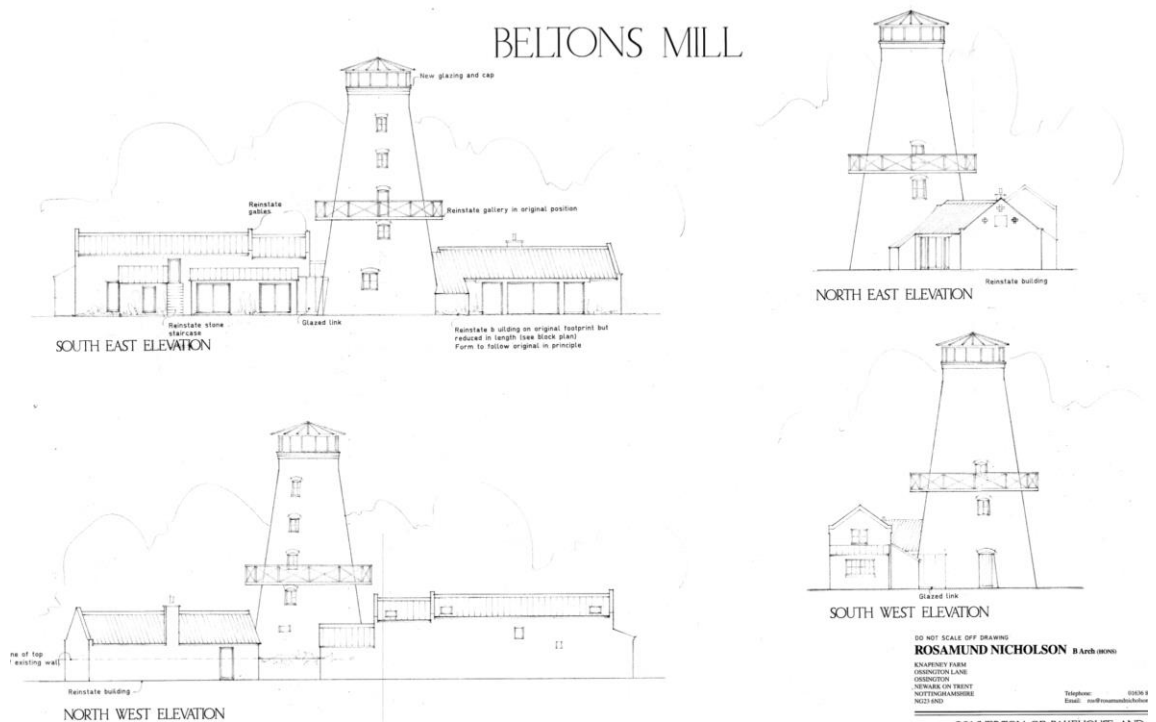
Proposed windmill and bakehouse all floor plans:



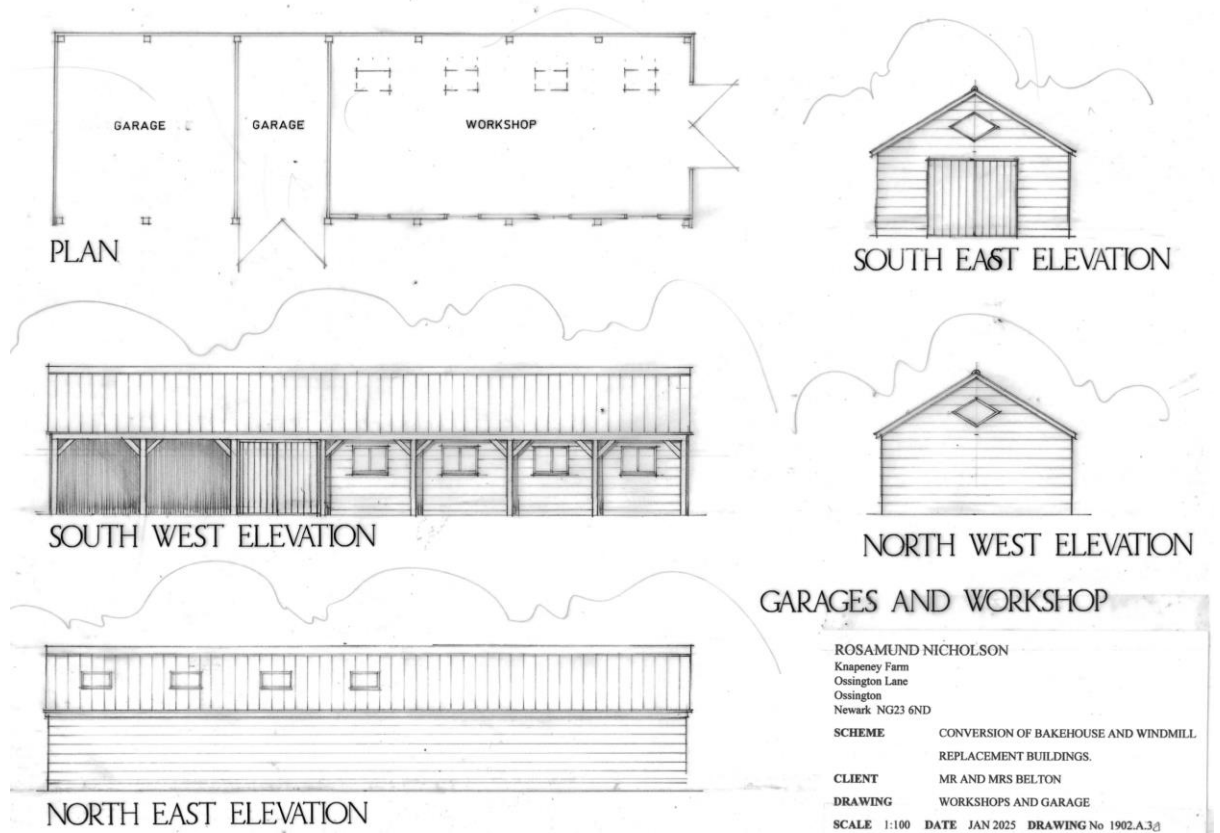
Existing windmill and bakehouse elevations:



Proposed windmill and bakehouse elevations:



Proposed workshop and garage floor and elevation plans:



### 3.2 Documents assessed in this appraisal:

- Application form - Received 26.05.2025
- Proposed floorplans drawing no 1842 A 1A - Received 26.05.2025
- Block plan drawing no 1842 A 2B - Received 26.05.2025
- Proposed elevations drawing no 1842 A 4A - Received 26.05.2025
- Proposed workshop and garage floor and elevation plans drawing no 1902 A 3A - Received 26.05.2025
- Existing floor plans drawing 5194 - Received 26.05.2025
- Existing bakehouse elevations drawing no 5195 - Received 26.05.2025
- Topographical survey 2d drawing no 6576 - Received 26.05.2025
- Location plan - Received 26.05.2025
- Condition report windmill part 1 - Received 26.05.2025
- Condition report windmill part 2 - Received 26.05.2025
- Flood risk assessment - Received 26.05.2025
- Foul drainage assessment form - Received 26.05.2025
- NBGRC LTR and report - Received 26.05.2025
- Planning, design and access statement - Received 26.05.2025
- Preliminary ecological appraisal - Received 26.05.2025
- Structural advice LTR -
- Tree survey - Received 26.05.2025

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

4.1 Occupiers of 11 properties have been individually notified by letter.

4.2 Site notice was posted on the 04.08.2025.

4.3 Advertisement published on 19.06.2025.

### **5.0 Planning Policy Framework**

5.1. The Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act') provides a presumption in favour of the preservation of Listed Buildings and preservation or enhancement of the character and appearance of Conservation Areas.

5.2. The Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply to decisions on applications for Listed Building Consents, since in those cases there is no statutory requirement to have regard to the provisions of the development plan. However, Local Planning Authorities are required to be mindful of their duty under the legal framework in determining such matters, i.e. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and take account of the following other material considerations:

- National Planning Policy Framework 2024 (as amended Feb 2025)
- Planning Practice Guidance (online resource)
- Historic England (2025) Making Changes to Heritage Assets: Advice Note 2
- Historic England (2017) Traditional windows: their care, repair and upgrading

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

Core Policy 14 – Historic Environment

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

DM9 – Protecting and Enhancing the Historic Environment

- 5.5. The [Draft Amended Allocations & Development Management DPD](#) was submitted to the Secretary of State on the 18th January 2024 and completed its Examination in November 2024. This is therefore at an advanced stage of preparation albeit the Inspector's report is still awaited. There are unresolved objections to the amended versions of policy DM9 emerging through that process, and so the level of weight to which that proposed new policy can be afforded is currently limited. As such, the application has been assessed in-line with policies from the adopted Development Plan.

## 6.0 **Consultations and Representations**

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

### **Statutory Consultations**

#### 6.1 **NSDC Conservation team**

Summarised comments:

The proposed conversion and alteration of the Grade II listed Farndon Windmill and associated bakehouse into a residential dwelling would result in a low level of less than substantial harm to the historic fabric and significance of the buildings. This harm arises from the loss of historic material and changes to the original plan form, particularly through the insertion of new openings and internal modifications. However, the buildings have been derelict for decades, with the windmill in a structurally unsafe condition and lacking many original features. The proposal offers a viable reuse that would secure the long-term conservation of these heritage assets, which is considered to outweigh the identified harm. The reinstatement of the windmill's internal levels, addition of a gallery and cap, and reconstruction of the adjoining structure with a glazed link are broadly supported, provided that the works are sensitively designed and detailed. Conditions are recommended to secure a Schedule of Works, material samples, and detailed specifications for key architectural elements to ensure the character and significance of the listed buildings are preserved. The proposal does not adversely affect the setting of any other heritage assets.

#### 6.2 **Historic England**

Summarised comments:

Historic England has confirmed that they are not providing detailed advice on this application, as their engagement would not add significant value in this instance. They recommend that the applicant seek guidance from specialist conservation and archaeological advisers and refer to Historic England's published advice online. Further consultation with Historic England is not required unless there are material changes to the proposals.

### 6.3 Environment Agency

The EA does not comment on Listed Building Consent applications. They have commented on the related planning application separately, 25/00869/FUL.

### 6.4 **Town/Parish Council**

6.4.1 Farndon Parish Council - stated support for the proposal.

### 6.5 **Representations/Non-Statutory Consultation**

6.5.1 Resident Comments

#### Summarised comments:

One resident comment was received raising concerns relating to access and road safety. The comment noted that vehicle access to the site has historically been taken from the riverside onto Farndon Road, with flood defences having previously constructed a road for this purpose. Concern was expressed that the site currently has double gates opening onto this former access, while Crees Lane is a narrow, single private road that already experiences difficulties with existing traffic. It is suggested that the proposed access arrangements would worsen these difficulties. It also refers to the former garage and workshop, which had collapsed but previously gained access from the riverside rather than Crees Lane, and questions why this historic arrangement cannot be retained. Comments further query how the proposed A46 road-widening scheme may be affected by or interact with the development. It also noted that neighbouring residents are currently abroad and may not have the opportunity to submit their own comments due to the short consultation period.

One supportive comment was received from an identified local resident, although no detailed observations were provided beyond stating support for the proposal.

### 7.0 **Appraisal**

7.1. The key issue is:

- Impact on the special historic and architectural interest of the listed building.

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 'Presumption in Favour of Sustainable Development' of the Allocations and Development Management DPD.

- 7.3. As the application concerns designated heritage assets comprising listed buildings, section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Act') is particularly relevant. Section 16(2) requires the decision maker in considering whether to grant listed building consent for any works, to "*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. Core Policy 14 of the Amended Core Strategy states that the District Council will seek to secure the continued conservation and enhancement of the character, appearance and setting of the District's heritage assets and historic environment, in line with their identified significance as required in national policy. Paragraph 212 of the NPPF states that when considering the impact of a proposed development on the significance of the 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) and this is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Policy DM9 of the Allocations and Development Management DPD states that all development proposals concerning heritage assets will be expected to secure their continued protection and enhancement, contribute to the wider vitality, viability and regeneration of the areas in which they are located and reinforce a strong sense of place.
- 7.5. The importance of considering the impact of new development on the significance of heritage assets is expressed in Part 16 of the NPPF. Paragraph 8 of the Framework states that protecting and enhancing the historic environment is part of achieving sustainable development.

#### Significance of Heritage Asset(s) and Assessment of Proposal

- 7.6. The application site contains a Grade II listed windmill of 1823 and its adjoining former bakehouse, both of which have been in a derelict condition for many decades. The Conservation Officer confirms that very little historic fabric survives internally, with the upper floors of the windmill unsafe, structurally compromised and inaccessible due to extensive loss of floor timbers and general decay. Photographs included within the conservation response show that much of the internal structure above the first floor level is either missing or in a dangerous state, and the structural report identifies eroded mortar, unstable high-level brickwork and severely deteriorated openings, leaving the building vulnerable to further decline. The Nottinghamshire Building Preservation Trust has placed the windmill on the Buildings at Risk Register, with its condition recorded as level 3 'poor' noting missing windows, rotting doors, vegetation growth and severe spalling to the masonry. These conditions demonstrate that the building is at a critical stage where deterioration has progressed to a point that, without prompt and comprehensive intervention, there is a real and credible threat

of irreversible loss. The site's location in Flood Zone 3a compounds this vulnerability since continued exposure to extreme weather and moisture will accelerate the decay of already weakened masonry and timber. The combination of heritage at risk and environmental risk elevates the urgency of securing a viable conservation solution that can arrest the decline and prevent long-term structural failure. The proposals to reinstate internal levels, introduce a gallery, provide a glazed cap and reconnect the bakehouse through an appropriately lightweight glazed link have been designed to respect the historic character while delivering the level of repair necessary to stabilise the structures and protect their significance.

- 7.7. The extension proposed to the windmill follows a traditional form to ensure its proportions complement the listed structure and reinforce its historic character. The replacement of the failing timber outbuilding with a smaller oak-framed garage and workshop adopts appropriate rural vernacular detailing and reduces the overall footprint on the site. Alterations to the bakehouse, including new openings and the removal of failing internal walls, respond to the derelict condition of the building and the extensive loss of fabric that has already occurred. The Conservation Officer acknowledges that these interventions will result in the loss of some remaining fabric and changes to the internal plan form of the bakehouse but categorises the overall level of harm as low and less than substantial. The design approach, informed by national guidance including Historic England's Advice Note 2, clearly separates new and old elements, ensures reversibility wherever possible and allows the historic form and character of the windmill and bakehouse to remain legible within the completed scheme.
- 7.8. Conditions will be imposed requiring a full Schedule of Works together with detailed specifications for repairs, reinstated floors, joinery, roofing, the gallery and the glazed link. This ensures that materials, detailing and workmanship accord with the expectations set out under the Planning (Listed Buildings and Conservation Areas) Act 1990 and local policy requirements. These controls will guarantee that all areas of intervention respond appropriately to the architectural significance of the buildings and that the works are carried out in a way that supports their long-term conservation.
- 7.9. The proposals will result in a low level of less than substantial harm to the significance of the windmill and bakehouse. Under the National Planning Policy Framework this harm must be weighed against the public benefits of the scheme. The public benefits here are significant. The Buildings at Risk status of the windmill demonstrates that without intervention the building is likely to suffer further rapid decline, and the structural evidence confirms that masonry failures, internal collapse and vegetation damage are already advanced. Flood exposure further increases these risks and threatens to accelerate structural deterioration. The scheme directly addresses these issues by reinstating lost floors, stabilising and repairing the external masonry, renewing decayed openings and providing a sustainable long-term use. These interventions would remove the windmill and bakehouse from the Buildings at Risk Register, secure their conservation for future generations and reinstate historic features including the gallery, the cap and the built relationship between the two structures. In accordance with Section 16 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Core Policy 14, Policy DM9 and Section

16 of the National Planning Policy Framework, great weight must be given to the conservation of designated heritage assets. In this case the public benefits associated with securing the long-term future of these buildings clearly outweigh the identified harm.

7.10. The development therefore complies with Core Policy 14 and Policy DM9 of the Local Development Framework together with Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and national guidance contained in the National Planning Policy Framework.

7.11. Although the determination of listed building consent is limited by the parameters of section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, decision-makers must be cognisant of other legislation and relevant considerations. In this case, it is understood that the EA has concerns about the re-use and improvement of the mill tower. Nevertheless, officer's find that the benefits of securing the long-term use of the heritage asset is a strong heritage reason for approval in this case.

## **8.0 Conclusion**

8.1 Overall, it is considered that the proposed works, would preserve the special interest and significance of the listed building at Farndon windmill in accordance with section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The proposal is therefore considered to be in compliance with Core Policy 14 of the Core Strategy (2024), and Policy DM9 of the Allocations & Development Management Policies DPD (2013).

## **9.0 Implications**

9.1 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.

### **9.2 Legal Implications - LEG2526/3834**

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.

## **10.0 Conditions**

01

The works to which this consent relates shall be begun no later than three years from the date of this consent.

Reason: In accordance with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

02

The development hereby permitted shall be carried out in accordance with the application form and the following approved plans:

Amended application plans:

- Application form - Received 26.05.2025
- Proposed floorplans drawing no 1842 A 1A - Received 26.05.2025
- Block plan drawing no 1842 A 2B - Received 26.05.2025
- Proposed elevations drawing no 1842 A 4A - Received 26.05.2025
- Proposed workshop and garge floor and elevation plans drawing no 1902 A 3A - Received 26.05.2025
- Existing floor plans drawing 5194 - Received 26.05.2025
- Existing bakehouse elevations drawing no 5195 - Received 26.05.2025
- Location plan - Received 26.05.2025

Reason: To ensure that the works take the agreed form envisaged by the District Planning Authority when determining the application and thus result in a satisfactory form of works.

03

Prior to any works on the windmill or bakehouse, a detailed schedule of works shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved schedule.

Reason: To ensure that the works are undertaken in a manner that preserves the historic fabric and significance of the listed buildings.

04

Prior to any works on the windmill or bakehouse, samples of all facing materials, including brick and roofing materials, shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out using the approved materials.

Reason: To safeguard the character and appearance of the listed buildings and their setting.

05

Prior to any works on the windmill or bakehouse, full details of the design, specification, fixing, and finish in the form of drawings and sections at a scale of not less than 1:10 have been submitted to and approved in writing by the local planning authority. Works shall thereafter be undertaken and retained in accordance with the approved details.

Windows

Doors

Rooflights

Gallery

Verges and eaves

Rainwater goods

Reason: To ensure that the detailing and finish are appropriate to the historic character and significance of the listed buildings.

### **Informatives**

01

This application has been the subject of discussions during the application process to ensure that the proposal is acceptable. The District Planning Authority has accordingly worked positively and pro-actively, seeking solutions to problems arising in coming to its decision. This is fully in accord Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

02

The Listed Building Consent is granted in strict accordance with the approved plans and specifications contained in this application. It should however be noted that:

- a) You and your agent or any other person responsible for implementing this consent should inform the Local Planning Authority immediately of any proposed variation from the approved plans and ask to be advised as to the best method to resolve the matter, as any unauthorised works undertaken could constitute a criminal offence under the Planning (Listed Building and Conservation Areas) Act 1990 and could be liable for enforcement action.
- b) The owner and/or developer is advised that the proposed works may require approval under the Building Regulations. Any amendments to the hereby permitted scheme that may be necessary to comply with the Building Regulations must also be approved in writing by the Local Planning Authority in order that any planning and listed building implications arising from those amendments may be properly considered.

03

Any damage caused by or during the course of the carrying out of the works hereby permitted should be made good within 3 months after they are complete. Unless otherwise stated in the approved plans, works of making good shall match the historic fabric adjacent/found elsewhere on the listed building.

### **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.

Committee Plan - 25/00870/LBC

