

PLANNING REPORT

Site Name : Former “Three Horseshoes” pub, 1 North Street,

Site Location : West Butterwick, DN17 3JR.

Combined Planning, Design and Access and Heritage Assessment Statement in support of a planning application to convert former public house into 2 no. 2 bedroom dwellings.



On behalf of

Mr Alan Hancock.
February 2026.

Job Number C/0540/1

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Document Contents

1. Introduction.	1
1.1 Background.	1
1.2 The site and its surroundings.	1
1.3 Description of development.	2
1.4 Planning History.	2
2. Planning Policy.	3
2.1 Planning Framework.	3
2.2 National Guidance and Local Policy.	3
3. Heritage Assessment.	7
4. Design and Access.	13
4.1 Background.	13
4.2 Context.	13
4.3 Design Principles.	14
4.4 Access Principles	17

Appendices:

1. Appeal Decision letter 3346503.



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1.Introduction

1.1.Background.

1.1.1. This statement, which provides a Combined Planning, Design & Access, and Heritage Assessment Statement, has been prepared to support a planning application to convert a former public house into 2 no. 2 bedroom dwellings, at the former "Three Horseshoes" pub, 1 North Street, West Butterwick.

1.2. The Site and its surroundings.

1.2.1. The former Three Horseshoes pub building is located in the rural village of West Butterwick, a place with a history tied to agriculture and the River Trent. This is a two storey detached property of part stone, part rendered elevations beneath pitched tiled roofs, with a single storey flat roof extension to the side.

1.2.2. The proposal site comprises the former Three Horseshoes public house and curtilage, the site area extends to approximately 0.15 acres. The proposal site lies on the west side of North St at the corner of the junction with West Street. A site location plan at 1:1250 scale is included as Plan 1. The site location plan shows the extent and location of the proposal/application site edged in red.



Image 1 – Contemporary view of the application property.



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1.3. Description of Development.

1.3.1. The Three Horseshoes permanently ceased trading as a public house in February 2024.

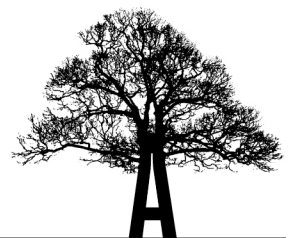
1.3.2. The proposal is to convert the property into 2 no. 2 bedroom two storey dwellings. No external alterations are proposed.

1.3.3. The development and the design concept are further described in Section 3, "Design and Access" of this statement.

1.4. Planning History.

1.4.1. The following consents have been previously granted:

- PA/2002/1231: Planning permission to erect a domestic dormer extension - Approved with Conditions on 10/10/2002.
- 2/1987/0202: Retention of a customer car park - Approved with Conditions on 26/05/1987.



2.Planning Policy.

2.1. Planning Framework.

2.1.1. The following sections will provide an analysis of key policy issues that impact on this proposal.

2.1.2. For the purposes of this application, the relevant development plan is the National Planning Policy Framework (NPPF, “The Framework”) December 2024, the adopted North Lincolnshire Core Strategy (NLCS) 2011, and saved policies in the North Lincolnshire Local Plan (NLLP) 2003.

2.2. National Guidance and Local Policy.

2.2.1. The most recent iteration of the National Planning Policy Framework (“NPPF”) was published in December 2024.

2.3. Delivering a sufficient supply of homes.

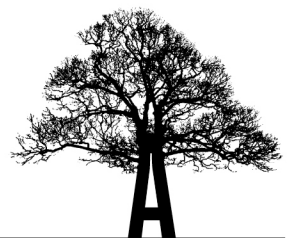
2.3.1. National Planning Policy Framework December 2024 (“NPPF”) para 11. provides that “Plans and decisions should apply a presumption in favour of sustainable development.” where;

“...there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission ...unless ... 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.”

“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 (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.”.



- 2.3.2. In the case of the North Lincolnshire Council area, at a very recent appeal (Ref: APP/Y2003/W/24/3346503, Land off Braithwaites Close, Barnetby-le-Wold, North Lincolnshire, decision letter of 17th April 2025 attached at Appendix 2), Inspector David Cross (BA(Hons) PgDip(Dist) TechIOA MRTPI) found (para. 6, with my emphasis) ***"The council has specified that it cannot demonstrate a 5-year housing land supply of deliverable sites, although the scale of the shortfall has not been provided to me. On that basis, the 'tilted balance' of Paragraph 11(d) of the Framework is triggered. This sets out that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, having particular regard to key policies of the Framework."***
- 2.3.3. While Inspector Cross was unable to quantify the scale of supply shortfall, it is nonetheless confirmed that the "tilted" balance in favour of sustainable development afforded by NPPF is in effect in the North Council area, and should be given substantial weight in favour of allowing this application, which will deliver 2 no. additional 2 bedroom dwellings to contribute towards meeting the identified shortfall within the confines of a defined settlement.



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2.4. Promoting healthy and safe communities.

2.4.1. NPPF Paragraph 98 provides that:

To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

2.4.2. Emerging National Development Management Policies ("NDMP") in the draft NPPF 2025 may well be adopted and in effect by the determination of this application. NDMP HC6: "Retention of key community facilities and public service infrastructure" refines the approach in the current 2024 NPPF, and provides (with my emphasis) that:

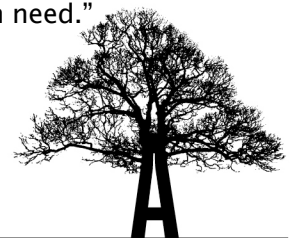
"Development proposals should not result in the loss of key community facilities and public service infrastructure serving a local area unless:

It can be demonstrated that there is no reasonable prospect of the facility being retained, due to there being insufficient community support for the service it provides, or it no longer being viable (in the case of shops and public houses where viability is an issue, evidence should be provided that reasonable steps have been taken to market the property for its existing use without success, for a period of at least twelve months); or

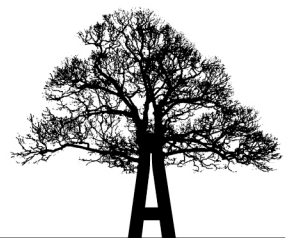
The loss resulting from the proposed development would be replaced by equivalent or better provision, in a location which offers comparable or improved accessibility for the community it serves.

*For the purpose of this policy, key community facilities and public service infrastructure means established services that are used on a frequent basis in a local area such as local shops, public houses, places of worship, local health facilities and community halls. **The policy applies only where the facility would be the last of its type in the area concerned.**"*

2.4.3. NLCS Policy CS22: Community Facilities and Services of the Core Strategy, deals with community facilities and services, it states "The loss of community facilities or land allocated for such purposes will be resisted, unless there is no longer a need for the land or building in any form of community use, or there is an acceptable alternative means of meeting such need."



- 2.4.4. In terms of alternative provision, the Three Horseshoes is not the last public house in the village, the applicant also owns and operates the The Ferryboat which is the other pub in the village and has sought to accommodate the former patrons of the Three Horseshoes by extending the premises at The Ferryboat by way of an Orangery, all well located and offering equivalent provision to the Three Horseshoes.
- 2.4.5. In terms of viability, the Three Horseshoes is currently on the market, having been so previously for approximately 8 months from the 11th of October 2024 until the 16th of June 2025, and currently (by Louise Oliver Properties) from Monday 10th of November 2025 to present. This represents a marketing period of well over a year / 12 months and the fact there has been no interest from the pub sector strongly supports the assertion that the pub is not viable as an ongoing concern.
- 2.4.6. Prior to closure, the Public House was deemed unsustainable by Punch Taverns and had suffered from historically low volumes and the site income was negligible. Prior to closing the site was operated by a Tenant At will at £50 a week rent.
- 2.4.7. The property was advertised on RightMove, Daltons and other various 3rd party platforms as well as Everards website. The fact there was very limited interest in purchasing and reopening the property as an ongoing concern as a public house is demonstrated by the fact the original price was £195,000 which was subsequently reduced to £165,000.
- 2.4.8. All the above is irrelevant in light of the proposed introduction of NDMP HC6, and especially the fact that this proposal will not result in loss of a facility which would be the last of its type in the area concerned.



3. Heritage Assessment.

3.1. Introduction and Purpose.

3.1.1. This Heritage Assessment has been undertaken in response to the Local Planning Authority's position, expressed during the pre application process, that the application site forms part of a non-designated heritage asset.

3.1.2. This is intended to supplement the submitted Planning Statement and Design & Access Statement provides a proportionate, policy-compliant heritage assessment, focused specifically on the matters raised by the Local Planning Authority.

3.2. Methodology and Scope.

3.2.1. This assessment has been prepared on a desk-based and proportionate basis, having regard to the scale of the proposal, the non-designated status of the building, and national guidance on the historic environment.

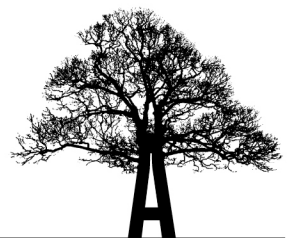
3.2.2. The assessment draws upon:

- Ordnance Survey mapping up to 1953
- Planning history
- Submitted existing and proposed drawings
- Site photographs and publicly available street-level imagery

3.2.3. The assessment focuses on the external form, townscape presence, and the building's contextual contribution to the streetscene, as these are the aspects cited by the Local Planning Authority in identifying the site as a non-designated heritage asset.

3.2.4. A detailed inspection of the building's interior has not been undertaken as part of this addendum. This is considered appropriate given:

- the absence of any evidence suggesting the survival of historic internal features of heritage significance; and
- the building's long-standing commercial use and evident history of internal alteration.



3.3. Site Context and Designations.

- 3.3.1. The application site is a corner property at the junction of North Street and West Street, within a predominantly residential area characterised by late 19th and early 20th century detached and semi detached houses interspersed with more modern residential development (primarily bungalows).
- 3.3.2. The site is not a listed building, does not lie within a conservation area. The public house frames the churchyard of the Grade II Listed Church of St Mary to the north.
- 3.3.3. There are no entries relating to the site on the Historic Environment Record, nor is the building included on a local list of non-designated heritage assets.

3.4. Historic Development.

- 3.4.1. Ordnance Survey mapping indicates that the building was constructed between 1888 and 1903, forming part of the late Victorian/Edwardian development in West Butterwick.
- 3.4.2. Historic mapping up to 1953 shows the building retaining a consistent footprint and planform, reflecting its original mixed-use arrangement with pub use at ground-floor level and residential accommodation above.
- 3.4.3. There is no evidence that the building has been associated with:
- notable historic events or persons;
 - architectural authorship of interest; or
 - a planned or architecturally cohesive estate of special interest.

3.5. Assessment of Significance.

- 3.5.1. For the purposes of this assessment, the building has been assessed as a non-designated heritage asset, having regard to the heritage interests set out in Annex 2 of the National Planning Policy Framework (NPPF), namely archaeological, architectural, historic and artistic interest (where relevant).



3.5.2. Overall, the building is considered to be of low heritage significance, derived primarily from its contribution to the streetscene rather than from the survival of fabric or features of intrinsic heritage interest.

3.6. Archaeological Interest.

3.6.1. The site is located within a developed urban area and has been occupied by built form since at least the late 19th century. There is no evidence to suggest the presence of archaeological remains of interest associated with the site. The building is therefore considered to have negligible archaeological interest.

3.7. Historic Interest.

3.7.1. Ordnance Survey mapping indicates that the building was constructed between approximately 1888 and 1903.

3.7.2. Whilst the building is representative of this phase of development of the settlement, it does not demonstrate any particular historical associations, illustrative social history, or links to notable events or persons. Its historic interest is therefore limited and illustrative only, typical of development of this period.

3.8. Architectural/Artistic Interest.

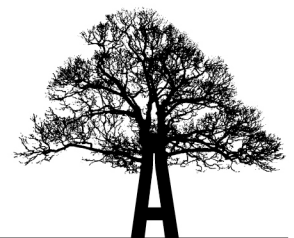
3.8.1. The Local Planning Authority has identified the building's age and contribution to the streetscene as the basis for considering it a non-designated heritage asset, noting its relationship to the neighbouring buildings, including the Grade II Listed Church of St Mary.



Image 2 – Historic image of frontage, circa 1900.



- 3.8.2. The building retains its original overall form and scale, characteristic of late 19th to early 20th century mixed-use corner properties. However, its architectural interest has been significantly eroded through cumulative alteration including 20th century extensions to the southern corner/parking area facing, replacement uPVC windows and doors in some instances, plastic rainwater goods, and the loss of traditional joinery and detailing. When examining a historic image (image 2 above) it is apparent that the frontage bay windows are a more recent feature, as are the shuttered first floor windows.
- 3.8.3. Limited architectural interest also derives from surviving detailing. These elements are modest in execution and typical of buildings of this period, contributing to the building's interest at a local and townscape level rather than representing fabric of high or exceptional significance.
- 3.8.4. In streetscene terms, the building contributes to the wider townscape through its scale, massing, and corner siting, which assist in maintaining the spatial definition of the street. This contribution is contextual in nature and does not derive from the presence of distinctive or rare architectural features.
- 3.8.5. Overall, the architectural interest of the building is therefore limited and is derived primarily from its role within the streetscene rather than from the survival of intact historic fabric or features of intrinsic architectural value.
- 3.8.6. The building does not exhibit artistic interest of note in the sense envisaged by the NPPF. The surviving external details maintain a modest degree of visual articulation and decorative relief; however, these elements are typical of buildings of this period and were primarily functional and stylistic rather than the product of intentional artistic design or craftsmanship.
- 3.8.7. Any artistic interest is therefore incidental and subordinate to the building's architectural interest, and does not make an independent or material contribution to its overall heritage significance.



3.8.8. When assessed against the heritage interests set out in the NPPF, the building's significance is derived from:

- its age as part of late 19th to early 20th century urban development; and
- its contextual contribution to the streetscene, particularly in terms of scale, massing and continuity.

3.8.9. The building does not derive its significance from archaeological potential, artistic merit, or the presence of rare or refined architectural detailing. Its overall heritage significance is therefore assessed as low.

3.9. Impact of the Proposals on Heritage Significance.

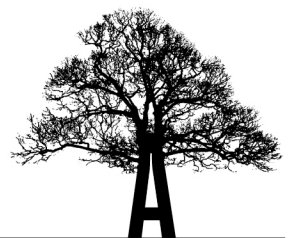
3.9.1. The proposals comprises a change of use with no external alterations.

3.10. Relationship with Adjoining Properties.

3.10.1. The proposal does not result in the loss of historic fabric of architectural or historic interest, nor does it disrupt the legibility of the terrace as a whole. Any impact arises from changes use.

3.10.2. Given the building's low heritage significance, this change is considered to result in no more than a low level of less than substantial harm.

3.10.3. Retention and integration of existing features within the proposed new dwellings would assist in conserving the building's limited architectural interest and would represent a proportionate form of heritage mitigation.

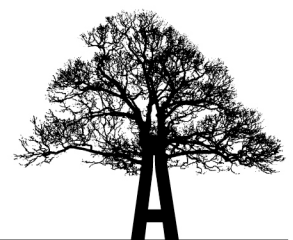


3.11.Overall Heritage Impact.

- 3.11.1.The proposals do not result in the loss of fabric that materially underpins the building's architectural or historic interest.
- 3.11.2.Any harm arising from the change in nature and intensity of use falls within the category of less than substantial harm as defined by the NPPF.
- 3.11.3.This limited harm is outweighed by the public benefits of the scheme, including the reuse of underutilised spaces, contribution to meeting an acknowledged undersupply of housing delivery by way of providing 2 units of residential accommodation in a sustainable urban location, and the long-term viable use and maintenance of the building, ensuring that its limited significance continues to be experienced within the streetscene.

3.12.Level of Harm and Planning Balance.

- 3.12.1.The proposal would result in no harm to designated heritage assets.
- 3.12.2.Having regard to the building's age and its contextual contribution to the streetscene, the proposals would result in no more than a low level of less than substantial harm, arising from the change in nature and intensity of use rather than loss of heritage fabric.
- 3.12.3.The proposals facilitate the continued viable use of the building, the reuse of underutilised spaces, contribution to meeting an acknowledged undersupply of housing, and the long-term maintenance of the property and also deliver public benefits that outweigh the limited level of heritage harm identified, in accordance with national planning policy.



4.Design & Access.

4.1. Background.

4.1.1. The purpose of a Design and Access Statement is to communicate the design process and considerations that have informed this scheme, and also how the design considers the accessibility of the site.

4.2. Context.

4.2.1.Existing buildings/structures on and surrounding the Site.

4.2.2. The site itself is the former Three Horseshoes public house, now vacant, and represents an opportunity for sensitive regeneration within the settlement of West Butterwick. Its corner presence and generous plot depth make it suitable for a residential development that reinstates active street frontage, and provides economic and social value.

4.2.3. The application site is a corner property at the junction of North Street and West Street, within a predominantly residential area characterised by late 19th and early 20th century detached and semi detached houses interspersed with more modern residential development (primarily bungalows).

4.2.4.Landscape & topography.

4.2.5. The site is flat and has no land stability issues.

4.2.6.Existing Access.

4.2.7. It is intended to utilise the existing access into the former pub car park off North Street.



4.3. Design Principles.

4.3.1. Development Requirements.

4.3.2. The proposal is to convert the property into 2 no. 2 bedroom two storey dwellings. No external alterations are proposed.

4.3.3. Resident parking will be provided by utilising the existing pub car park area.

4.3.4. The proposed layout provides sufficient private amenity space for each unit.

4.3.5. Scale and Appearance.

4.3.6. No external alterations are proposed.

4.3.7. Sustainability & Green Design.

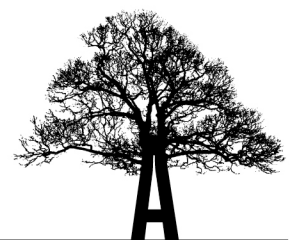
4.3.8. The National Planning Policy Framework puts great weight on considering local needs, and approving sustainable proposals without delay. The Framework defines three dimensions to sustainable development:

- An Economic Role
- A Social Role
- An Environmental Role

4.3.9. Economic: Future residents will contribute to the local economy by spending money on goods and services. This can help to create jobs and increase economic activity in the surrounding area. Refurbishment and enhancement of properties such as the application site will generally enhance the local residential environment with commensurate benefits in terms of enhancing property values in the immediate locality.

4.3.10. The proposed dwellings will offer much needed affordable accommodation with the potential to improve the attractiveness of the area when relevant bodies are seeking to recruit and retain public sector and emergency/care sector workers.

4.3.11. The location of the proposed development will contribute to maintaining and enhancing the vitality and viability of the village centre, through, for example, ensuring that public streets and spaces are active, all year round.



4.3.12. Social: Increasing the local resident population in the immediate area will have positive benefits in terms of

- Contributing to re-balancing the local housing market in terms of maintaining and increasing longer term residential population as opposed to tourists and visitors, thereby resulting in increased social cohesion and a stronger overall sense of local community.
- Improving choice and range of secure, affordable high quality rental accommodation to those seeking this type of tenure will have related benefits in terms of reducing the stress, anxiety and depression brought about by the current acknowledged difficulties in securing rental accommodation.

4.3.13. Environmental: The application proposal will involve no loss of exiting trees and habitats.

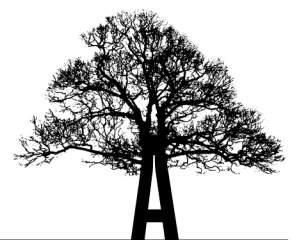
4.3.14. The principle of repurposing of this vacant former pub also strongly reflects advice in the very recent Environmental Audit Committee report "In Building to Net Zero: Costing Carbon in Construction" that the government should prioritise the reuse and retrofit of building over building new ones as part of the work required to reduce the levels of CO2.

4.3.15. The proposal embeds sustainability and energy efficiency through EV charging, water-saving fixtures, and high-performance insulation.

4.3.16. The applicants will ensure wherever possible that contractors source all materials for the new development from sustainable sources.

4.3.17. Promoting Safer Communities.

4.3.18. The proposal will provide for a safe and secure layout within the site. Bringing the application property back into beneficial use will ensure ongoing occupation and maintenance, which can reduce and deter criminal activities in the surrounding area such as vandalism, squatting, anti social behaviour and other criminal activities that tend to proliferate around vacant properties.



4.4. Access Principles.

4.4.1. Vehicular Access & Parking.

4.4.2. The existing access to the former pub car park off North Street will serve the proposed residents car parking area.

4.4.3. The submitted layout plan illustrates proposed parking arrangements. Hard standing parking will be provided for 4 cars, including 2 disability standard bays, all with EVCPs.

4.4.4. Walking, cycling and public transport.

4.4.5. The location is well served by public transport, offering easy access to higher order services in settlements such as Scunthorpe, Crowle and Epworth.

4.4.6. Level pedestrian access will be off the North Street frontage.

4.4.7. The proposal includes the provision of secure cycle storage.

4.4.8. Internal Access.

4.4.9. All internal configurations will comply with all relevant industry standards, including access to and into the building, internal circulation, and accessible electrical switches and sockets.

