DECISION DELEGATED TO HEAD OF PLANNING

Application No:	**H18-0642-26**	**Applicant:**	**Sutton Bridge Parish Council**
Proposal:	Siting of temporary changing room and facility building for use by the community and users of The Memorial Field and Play Zone		
Location:	The Pavilion 51 Bridge Road Sutton Bridge		
Terminal Date:	9th October 2026		

Planning Policies

South East Lincolnshire Local Plan - Adopted: March 2019

01	Spatial Strategy
02	Development Management
03	Design of New Development
04	Approach to Flood Risk
28	The Natural Environment
29	The Historic Environment
30	Pollution
32	Community, Health and Well-being
36	Vehicle and Cycle Parking

National Guidance

National Planning Policy Framework August 2026

Section 3 - Decision-making Policies
Section 4 - Achieving Sustainable Development
Section 14 - Achieving Well-Designed Places
Section 16 - Promoting Healthy Communities
Section 18 - Managing Flood Risk and Coastal Change
Section 19 - Conserving and Enhancing the Natural Environment
Section 20 - Conserving and Enhancing the Historic Environment

Representations:

	Object	Support	No Obj.	Comments
PARISH COUNCIL	0	0	0	0
WARD MEMBER	0	0	0	0
PLANNING LIAISON OFFICER - FLOOD RISK ASSESSMENT	0	0	0	1

HIGHWAYS & SUDS SUPPORT	0	0	0	1
SOUTH HOLLAND INTERNAL DRAINAGE BOARD	0	0	0	1
SHDC INTERNAL	0	0	1	1
OTHER STATUTORY BODIES	0	0	0	4

CASE OFFICER ASSESSMENT

Proposal

Full planning permission is sought for a temporary modular changing-room and facility building for the community, and users of the Memorial Field and Play Zone. The submitted layout provides changing accommodation with toilet and shower facilities. The building is approximately 9m by 6m, with a low-pitched roof, grey metal-clad walls and a metal roof.

The building would stand on the western side of the recreation ground, within the area identified for the permanent pavilion. Existing access and parking arrangements would remain unchanged. The application form explains that funding for the permanent pavilion has not yet been secured and that temporary accommodation is required in the meantime. No specific temporary period has been requested. A five-year permission is assessed below.

Site Description

The site lies within the settlement boundary of Sutton Bridge and forms part of the Memorial Field's allocated recreational open space. The Curlew Centre is served from Bridge Road, with parking to its front and rear. The wider site accommodates playing pitches and recreation facilities, including a play area towards the east.

A protected mature oak stands near the car park/playing-field edge. The proposed building as outside the trees' root protection areas. The Grade II listed Church of St Matthew is located to the east, across the recreation ground. The site is within Flood Zone 3.

History

H18-0089-25 - Demolition of existing football changing rooms/pavilion. Approved 25-02-25

H18-1088-23 - Proposed sports pavilion/leisure centre. Approved 17-05-24

H18-0055-12 - Part use of first floor accommodation (Rooms B, C, D and E) as either office space for business use (Class B1) or for a purpose ancillary to the community centre. Approved 02-04-12

H18-0793-10 - Proposed multi-use community centre. Approved 10-11-10 H18-0671-09 - Proposed multi-use community centre. Approved 07-06-10

H18-0098-12 - Removal of Condition 5 of H18-0793-10 relating to erection of timber fencing. Approved 10-04-12

Consultation Responses

IDB

Recommends ground investigation and infiltration testing to establish whether the proposed soakaway is feasible. If surface water is discharged to a watercourse, Byelaw 3 consent would be required, with discharge rates controlled and a contribution fee likely to apply.

Foul water is proposed to discharge to a cesspit. Any subsequent proposal to discharge treated foul water to a watercourse would also require Byelaw 3 consent.

EA

Given the nature of this development (changing rooms), this can be classed as 'water-compatible' under Annex F, Table 2 of the new NPPF. This proposal therefore comes under cell C3 of the local flood risk standing advice and does not appear to fit any other criteria on our consultation checklist, 'When to consult the Environment Agency'. It is therefore not necessary to consult us; please consider the proposals against the guidance of the standing advice.

Historic Environment Officer

Thank you for consulting us on this application. Having reviewed the application documents and the updated available Historic Environment information for this application, the proposal is unlikely to have an impact on significant archaeological remains. Consequently, no further archaeological input is necessary for this application. It is not necessary to consult us on this application again, unless there are material changes to the proposals. However, if you would like advice from us, please contact us to explain your request

Highways/Suds

This proposal is for siting of temporary changing room and facility building for use by the community and users of The Memorial Field and Play Zone. The access and parking arrangements remain unchanged; therefore, it is considered that the proposals would not result in an unacceptable impact on highway safety. As Lead Local Flood Authority, Lincolnshire County Council is required to provide a statutory planning consultation response with regard to drainage and surface water flood risk on all Major applications. This application is classified as a Minor Application and it is therefore the duty of the Local Planning Authority to consider the surface water flood risk and drainage proposals for this planning application.

Sport England

No objection. The proposal would support the existing sporting use without adversely affecting the quantity, quality or use of the playing pitches, meeting Playing Fields Policy Exception E2 and NPPF Policy HC7.

Although the layout and dimensions would not normally meet FA guidance, the Football Foundation accepts them as a temporary solution while funding for the permanent pavilion is secured. Lincolnshire County FA would review progress towards the permanent facility annually

Tree Officer

Please take into account the close proximity of the mature oak tree, on the edge of the current car park/playing field which is subject of a Tree Preservation Order. During construction and subsequent use, there should be no additional incursion on its Root Protection Area (From British Standard 5837:2012) than at present

Ecology

Thank you for consulting us on this application. We have reviewed the proposals and have no ecological concerns to raise at this time; therefore, we have no objections.

Conservation Officer

Whilst the proposed building is not an ideal addition within the setting of the Grade II listed church, it is acknowledged that the application seeks consent for a temporary use. Provided that the temporary nature of the development is appropriately secured by condition, we do not raise any objections on built heritage grounds.

Environmental Protection

No comments.

Planning Considerations

The application seeks permission for temporary changing facilities, to support the existing recreational use of the Memorial Field and Play Zone, while a permanent pavilion is pursued. The proposal is assessed against the relevant policies of the South East Lincolnshire Local Plan and the National Planning Policy Framework (2026).

The main considerations are:

·Principle of development and impact on recreational provision;
·Character and appearance;
·Residential amenity;
·Historic environment;
·Ecology, trees and biodiversity net gain;
·Access and parking;
·Flood risk and drainage; and
·Temporary nature of the development and duration of permission.

Principle and recreational provision

Policy 1 of the South East Lincolnshire Local Plan identifies Sutton Bridge as a Main Service Centre. Within its settlement boundary, the policy supports development that "helps sustain existing facilities" or "helps meet the service needs of other local communities".

Policy 32 seeks to improve community health and wellbeing. It supports environments that "encourage community use" and the provision or enhancement of community facilities, including sports facilities and recreational open space.
Policy HC7 of the NPPF protects existing recreational land and facilities. It allows development for alternative sports and recreational facilities where their benefits clearly outweigh the loss of the existing use.

The proposal would provide changing rooms, toilets and showers serving the established Memorial Field and Play Zone. These facilities would help the football club continue using the site while funding for the permanent pavilion is pursued. The proposal would therefore sustain an existing community facility within Sutton Bridge, in accordance with Policy 1.
Although the building would occupy part of the allocated recreational open space, it would directly support its recreational use. The submitted layout retains adult and junior football pitches. Sport England, following advice from the Football Foundation, raises no objection and confirms that the proposal would not adversely affect the quantity, quality or use of the pitches.

The benefits of providing temporary changing facilities and supporting continued participation in sport would outweigh the limited temporary loss of open space beneath the building. The proposal is therefore acceptable in principle and accords with Policies 1 and 32 of the Local Plan and Policy HC7 of the NPPF.

Character, appearance and neighbour amenity

Policy 2 of the South East Lincolnshire Local Plan requires consideration of a development's scale, layout and effects on the character and appearance of the area and neighbouring uses. Policy 3 seeks high-quality design that respects the scale, form and setting of surrounding development.

Policy DP3 of the NPPF requires development to respond to the character and features of its surroundings. Policy P3 seeks to protect living conditions, including access to daylight and sunlight, and avoid unacceptable effects from noise and other pollution.

The proposed building would be modest in size and height and would be viewed alongside the existing community and recreational facilities. Its grey external finish would help limit its prominence. Although functional in appearance, its scale, siting and relationship with the recreation ground are considered acceptable for the proposed temporary period. A condition would secure its removal and restoration of the land.

The building would support the existing recreational use of the site. Given its modest scale and position, it would not cause unacceptable overlooking, overshadowing, loss of light or an overbearing effect on neighbouring properties.
The use of the building for changing, toilet and shower facilities would be consistent with the activities already taking place on the recreation ground. Environmental Protection has raised no concerns, and no unacceptable additional noise or disturbance is anticipated. A condition would ensure that the building remains ancillary to the recreational use of the Memorial Field and Play Zone.

Subject to these conditions, the proposal would have an acceptable effect on the character and appearance of the area and neighbouring amenity, in accordance with Policies 2 and 3 of the Local Plan and Policies DP3 and P3 of the NPPF.

Historic environment

Policy 29 of the South East Lincolnshire Local Plan seeks to conserve the historic environment. Development affecting the setting of a listed building should preserve or better reveal its significance.

Policies HE4-HE6 of the NPPF require consideration of heritage significance, including the contribution made by setting, and give substantial weight to the conservation of designated heritage assets.

Special regard has been given to preserving the Grade II listed Church of St Matthew and its setting under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. The church's significance includes its architectural and historic interest and its presence within the local townscape. The open recreation ground provides separation from surrounding development and allows the church to be appreciated.

The proposed building would stand towards the western side of the field, away from the church to the east. Its modest height and footprint would retain the substantial open area between them. It would not physically affect the church or compete with its presence in views across the field.

Although the modular building would not enhance the church's setting, its scale, separation, scale and siting would preserve the contribution that the setting makes to the church's significance. Its temporary duration, secured by condition, would also limit its presence within that setting.

The Conservation Officer acknowledges that the building is not an ideal addition but raises no objection provided its temporary nature is secured. Taking this advice and the relationship between the buildings into account, no harm to the significance of the listed church is identified. A balance between heritage harm and public benefits is therefore not required.

The Historic Environment Officer also confirms that significant archaeological remains are unlikely to be affected and that no further archaeological investigation is necessary.

Subject to a condition securing the building's temporary retention and subsequent removal, the

proposal accords with Policy 29 of the Local Plan and Policies HE4-HE6 of the NPPF.

Ecology

Policy 28 of the South East Lincolnshire Local Plan and Policies N2 and N3 of the NPPF seek to protect biodiversity and existing trees.

The ecologist raises no concerns or objections. No trees would be removed, and the building would stand outside the protected trees' root protection areas. A condition would secure protection of the nearby mature oak during delivery, construction and service installation.

Under the exemptions introduced on 6th August 2026, the proposal is exempt from mandatory biodiversity net gain because its site area is below 0.2 hectares, provided no onsite priority habitat is adversely affected. Policy N2(3) advises against applying local biodiversity gain requirements to exempt development, so an additional habitat feature is not required.

Subject to tree protection and restoration following removal of the building, the proposal accords with the protection objectives of Policy 28 and Policies N2 and N3 of the NPPF.

Highway Safety

Policies 2 and 3 of the South East Lincolnshire Local Plan require consideration of access, traffic generation and parking arrangements. Policy 36 seeks appropriate vehicle and cycle parking to meet the needs of development.

Policy TR4 of the NPPF seeks safe access and suitable parking provision. Policy TR6 requires consideration of transport impacts and states that development should be refused where it would cause an unacceptable impact on highway safety or a severe adverse impact on the transport network, taking account of mitigation.

The existing access and parking arrangements would remain unchanged. The proposed changing rooms would support the established recreational use of the site and would not introduce a separate activity likely to generate significant additional traffic or parking demand.

The Highway Authority has reviewed the proposal and confirms that it would not result in an unacceptable impact on highway safety. Given the scale and ancillary nature of the development, additional parking provision or highway works are not considered necessary.

The proposal is therefore acceptable in highway terms and accords with Policies 2, 3 and 36 of the Local Plan and Policies TR4 and TR6 of the NPPF.

Flood risk and drainage

Policy 4 of the South East Lincolnshire Local Plan and Policies F4-F8 of the NPPF seek to ensure that development is safe from flooding and does not increase flood risk elsewhere.

The site lies within Flood Zone 3. The Environment Agency confirms that the changing rooms are water-compatible development under Annex F of the NPPF. The use is therefore appropriate within this flood zone, and the Exception Test is not required. The facilities must serve the Memorial Field, which justifies considering alternative locations within the recreation ground.

The Environment Agency refers the Council to standing advice cell C3. Appropriate flood resilience, protection of essential equipment and safe arrangements for users must therefore be established, together with consideration of any suitable lower-risk position within the site.

Surface water would discharge to a soakaway and foul water would be collected in a cesspit, with their construction subject to the applicable Building Regulations. The Internal Drainage Board's comments concerning infiltration suitability and any separate discharge consent must also be addressed.

The proposal is acceptable in flood-risk terms in principle, subject to satisfactory site-specific flood-

safety and drainage arrangements.

Temporary duration: justification for five years

The Planning Practice Guidance supports temporary permission where an interim use precedes a longer-term proposal. The changing rooms would support continued football use while funding for the permanent pavilion is pursued.
Although the applicant has not specified a duration, five years is considered reasonable to allow funding and delivery arrangements to progress while maintaining sporting use. This also limits the retention of a building accepted by the sporting bodies as an interim solution and addresses the Conservation Officer's concern about its long-term presence.

Five years represents a proportionate maximum period, rather than a confirmed timetable for delivering the permanent pavilion. A condition would require removal and restoration by a fixed date five years after permission, or within three months of replacement changing facilities becoming operational, whichever is earlier. Any further retention would require a fresh assessment.

Planning Balance

The temporary building would sustain local sport and community use without prejudicing the playing pitches. Its limited scale and location are acceptable in amenity and character terms, and the listed church's significance would be preserved on the assessment above. Ecology and highway consultees raise no objections. Five years provides a proportionate interim period while the permanent pavilion project is pursued.

Additional Considerations

Public Sector Equality Duty

In making this decision the Authority must have regard to the public sector equality duty (PSED) under s.149 of the Equalities Act. This means that the Council must have due regard to the need (in discharging its functions) to:
A. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
B. Advance equality of opportunity between people who share a protected characteristic and those who do not. This may include removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the special needs of those with a protected characteristic; encouraging participation in public life (or other areas where they are underrepresented) of people with a protected characteristic(s).
C. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The PSED must be considered as a relevant factor in making this decision but does not impose a duty to achieve the outcomes in s.149. It is only one factor that needs to be considered, and may be balanced against other relevant factors.

It is not considered that the recommendation in this case will have a disproportionately adverse impact on a protected characteristic.

Human Rights

In making a decision, the Authority should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority such as South Holland District Council to act in a manner that is incompatible with the European Convention on Human Rights. The Authority is referred specifically to Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of property).

It is not considered that the recommendation in this case interferes with local residents' right to

respect for their private and family life, home and correspondence, except insofar as it is necessary to protect the rights and freedoms of others (in this case, the rights of the applicant). The Council is also permitted to control the use of property in accordance with the general public interest and the recommendation is considered to be a proportionate response to the submitted application based on the considerations set out in this report.

Conclusion

On balance, the proposal is considered acceptable for a temporary period of five years, subject to appropriate conditions. It accords with Policies 1, 2, 3, 4, 28, 29, 32 and 36 of the South East Lincolnshire Local Plan and the relevant policies of the NPPF.