

Officers Report

Planning Application No: WL/2026/00001

PROPOSAL: Planning application for the siting of portacabin for community use.

LOCATION: LAND AT NEWTON ON TRENT PLAYING FIELD HIGH STREET
NEWTON ON TRENT LINCOLN LN1 2JS

WARD: Torksey

WARD MEMBERS: Cllr R A Pilgrim

APPLICANT NAME: Mr Roger Pilgrim (Newton on Trent Parish Council)

TARGET DECISION DATE: 06/03/2026

DEVELOPMENT TYPE: Minor - All other minor developments

CASE OFFICER: Richard Green

RECOMMENDED DECISION: Grant with conditions attached.

The application is referred to the planning committee for determination in line with the constitution as the applicant is a Ward Member.

Description:

The application site is a playing field which can only accommodate one football pitch. The site is located within the developed footprint of Newton on Trent and is accessed off The High Street via a small access road and has dwellings to the west and to the south and a pumping station and dwellings to the north. To the east is the A1133 and the site is designated as Important Open Space and its located within Flood Zone 3 (high probability).

The application seeks permission to site a portacabin in the north western corner of the site away from the aforementioned football pitch. The portacabin is approximately 2.57 metres in height, 8.4 metres in length and 2.95 metres in width. The east and south elevation which will both face onto the playing field will have a door and window and a door respectively. The west elevation will have two windows and is located approximately 2 metres away from the western boundary of the site and will look out onto the boundary treatments (a high hedge and fencing). The north elevation will have one window and will look onto a pumping station. The portacabin will be anthracite grey (RAL 7016) in colour and will be positioned on four concrete baseplates, ensuring a stable and reversible foundation.

The field is used by primarily by the local community for informal recreation and also Newton on Trent Primary School for outdoor physical education. There are currently no on-site amenities or supporting facilities. Internally, the unit will accommodate two toilets and a separate multi-use room fitted with ancillary kitchen facilities, enabling improved welfare provision during school use, recreational activities, and wider community events.

The proposal is considered likely to qualify as permitted development under Schedule 2, Part 12, Class A of the General Permitted Development Order (as amended), which permits a Parish Council to erect any small ancillary building on land belonging to (or maintained by) them required for the purposes of any function exercised by them. This has been raised with the applicant and it is understood that the reason the Parish Council has applied for planning permission is that this is a funding requirement as evidence of planning permission having been granted needs to be provided as part of the funding bid evidence.

Relevant history:

No relevant planning history.

Representations:

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

Parish Council: No comments received.

Local residents/Occupiers: No representations received to date.

LCC Highways and Lead Local Flood Authority: The proposal will not have an unacceptable impact on highway safety. Having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework), Lincolnshire County Council (as Highway Authority and Lead Local Flood Authority) has concluded that the proposed development would not be expected to have an unacceptable impact upon highway safety or a severe residual cumulative impact upon the local highway network and therefore does not wish to object to this planning application.

LCC Archaeology: The proximity to the Grade II* Listed 12th century church (MLI52566) [the Church is located approximately 138 metres to the south of the site with several buildings and the playing fields in between the application site and the Church/Church Yard] the location of a "Church Yard" road and Glebe House to the immediate south suggest a possible continuation of associated features; the proposed building is c.100m to the north of the existing church boundary, away from the blue line boundary. Historic Ordnance Survey maps mark the existing church boundary as "grave yard" indicating potential for buried human remains. Ditch (MLI99007) may have a return based on aerial photos, and there some potential for buried remains associated with levelled ridge and furrow based on the presence of known agricultural trends in the vicinity.

Based on the above we consider that while the site may hold some archaeological potential, the impact on below ground remains of the proposed scheme as it currently exists is likely to be minimal and that a scheme of monitoring is neither proportionate nor appropriate. If human remains are encountered the authorities must be notified, but beyond this we have no further recommendations at this time.

Environment Agency: 29/01/2026 - If you are satisfied as the LPA that this is permitted development, as per GPDO 2015, Schedule 2, Part 12, Class A, then we are content to withdraw our objection. Advice to the applicant is provided.

22/01/2026 - In the absence of an acceptable flood risk assessment (FRA) we object to this application and recommend that planning permission is refused.

The submitted FRA does not comply with the requirements for site-specific flood risk assessments, as set out in paragraphs 20 to 21 of the Flood Risk and Coastal Change planning practice guidance and its site-specific flood risk assessment checklist. The FRA does not therefore adequately assess the flood risks posed by the development. In particular: • Flood risk mitigation measures to address flood risk for the lifetime of the development included in the design are inadequate as they fail to propose adequate flood storage compensation.

Sport England: The proposed development does not fall within our statutory remit (Statutory Instrument 2015/595) and, therefore, Sport England has not provided a detailed response in this case, but gives advice to aid the assessment of the application.

Relevant Planning Policies:

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

Development Plan:

The following policies are particularly relevant:

Central Lincolnshire Local Plan (CLLP):

Policy S1: The Spatial Strategy and Settlement Hierarchy

Policy S21: Flood Risk and Water Resources

Policy S33: Non-designated Employment Proposals within Identified Settlements

Policy S37: Gainsborough Town Centre and Primary Shopping Area

Policy S47: Accessibility and Transport

Policy S49: Parking Provision

Policy S50: Community Facilities

Policy S53: Design and Amenity

Policy S65: Important Open Space

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

Lincolnshire Minerals and Waste Plan:

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

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

[Lincolnshire Minerals and Waste Local Plan](#)

Draft Minerals and Waste Local Plan (DMWLP)

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

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

The consulted draft plan includes the following relevant policy:

SM15: Safeguarding of Mineral Resources

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

[Review of the Lincolnshire minerals and waste local plan](#)

Neighbourhood Plan:

No plan currently being prepared.

National policy & guidance (Material Consideration)

- **National Planning Policy Framework (NPPF)**

[National Planning Policy Framework](#)

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions. The most recent iteration of the NPPF was published in December 2024.

- **National Planning Practice Guidance**

<https://www.gov.uk/government/collections/planning-practice-guidance>

- **National Design Guide (2019)**

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

- **National Design Code (2021)**

[National Model Design Code - GOV.UK](#)

Main issues

- Principle of Development
- Residential Amenity (including noise)
- Visual Impact
- Flood Risk
- Other Matters

Assessment:

Principle of Development

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

It is proposed to site a portacabin on a corner of a playing field (designated important open space) to be used in conjunction with recreational activities and community events.

Policy S50 of the Central Lincolnshire Local Plan states that new community facilities will be supported in principle, and should:

- d) Prioritise and promote access by walking, cycling and public transport. Community facilities may have a local or wider catchment area: access should be considered proportionately relative to their purpose, scale and catchment area;*
- e) Be accessible for all members of society;*
- f) Be designed so that they are adaptable and can be easily altered to respond to future demands if necessary; and*
- g) Where applicable, be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.*

Paragraph 88 of the NPPF also supports the development of accessible community facilities.

The portacabin is located within the developed footprint of Newton on Trent in a corner of a playing field away from the one small football pitch the wider site can accommodate. The proposed development will accommodate two toilets and a separate multi-use room fitted with ancillary kitchen facilities, enabling improved welfare provision during school use, recreational activities, and wider community events. The proposal as explored below will not affect the residential amenity of nearby dwellings.

Policy S65 of the Central Lincolnshire Local Plan states that an area identified as an Important Open Space on the Policies Map is safeguarded from development unless it can be demonstrated that:

- a. there are no significant detrimental impacts on the character and appearance of the surrounding area, ecology and any heritage assets; and*
- b. in the case of publicly accessible open space, there is an identified over provision of that particular type of open space in the community area and the site is not required for alternative recreational uses or suitable alternative open space can be provided on a replacement site or by enhancing existing open space serving the community area.*

Paragraph 104 of the NPPF also states that open space and sports land should not be built on unless it can be shown the land is surplus to requirements; or the loss would be replaced by an equivalent or better provision; or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

As explored below the proposed portacabin will have no detrimental effect on the character of the area. The proposal is small in scale (less than 25 square metres) and is located in a corner of the playing field away from the one small football pitch the wider site can accommodate. The proposal would likely qualify as permitted development and furthermore the portacabin will sit on four concrete baseplates, ensuring that the cabin can easily be removed when it is no longer required. Finally, the proposal will enhance the sporting use of the site by providing facilities which will allow the playing field to be used to its maximum potential whilst not comprising its sporting use.

It is therefore considered that the principle of development can be supported due to the proposals location, scale and intended use in accordance with the NPPF and Policy S50 and S65 of the Central Lincolnshire Local Plan.

Residential Amenity (including noise)

Local Plan Policy S53 states that all development must not result in harm to people's amenity either within the proposed development or neighbouring it through overlooking, overshadowing, loss of light, noise or increase in artificial light or glare.

The proposed portacabin will be used in conjunction with activities on the playing field which is used by the nearby Primary School and the community. The entrance doors into the portacabin will be on the south and eastern elevations facing onto the playing field and away from the residential dwellings and their gardens to the rear (west) of the portacabin.

It is therefore considered that the proposal due to its intended use and scale will not harm the amenity of neighbouring occupiers in compliance with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Visual Impact

Local Plan Policy S53 states that all development '*must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.*' Development must '*relate well to the site, its local and wider context and existing characteristics including the retention of existing natural and historic features wherever possible and including appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area.*' It further states that development should '*contribute positively to the sense of place, reflecting and enhancing existing character and distinctiveness*', and should '*be appropriate for its context and its future use in terms of its building types, street layout, development block type and size, siting, height, scale, massing, form, rhythm, plot widths, gaps between buildings, and the ratio of developed to undeveloped space both within a plot and within a scheme.*' In addition, development must '*achieve a density not only appropriate for its context but also taking into account its accessibility.*'

It is proposed to site a portacabin which will be anthracite grey (RAL 7016) in colour towards the north western corner of a playing field for use by a nearby primary school and the community.

It is therefore considered that the proposal due to its scale and location will not harm the character and appearance of the street scene or the locality in accordance with the NPPF and Policy S53 of the Central Lincolnshire Local Plan.

Flood Risk

The site is located within Flood Zone 3 and is considered to be 'water-compatible development' which includes "open outdoor sports and recreation and essential facilities such as changing rooms" as defined within Annex 3 of the NPPF. As such the exceptions test is not required.

A sequential test is still required but given the proposed portakabin is intended to provide welfare provision to the wider playing field so it can be used to its maximum potential it is considered that there are no reasonably available alternative sites at lower flood risk, and the development is consistent with the existing function of the land.

The Environment Agency (EA) initially objected to the application as they consider that the submitted Flood Risk Assessment (FRA) does not adequately assess the flood risks posed by the development. In particular they raise concern that the mitigation measures proposed do not provide adequate flood storage compensation. However the objection was later withdrawn after it was pointed out to the EA that the Local Planning Authority consider the development would likely qualify as permitted development, without requiring planning permission or any consideration of flood risk. If it is minded to grant permission the EA's advice to the applicant will be attached to the decision notice.

Nonetheless, as a planning application has been made, the applicant has provided a site-specific Flood Risk Assessment (FRA) . The FRA states that the portakabin will be raised by 0.3m, fixed securely, and designed to withstand flood conditions. It is therefore considered that these mitigation measures can be secured through a planning condition.

It is considered that the proposed development therefore accords with Policy S21 and the provisions of the NPPF.

Other Matters:

Biodiversity Net Gain

The proposal measures approximately 8.4 metres in length and 2.95 metres in width or 24.78 square metres which is below the 25 square metres threshold exemption contained within The Biodiversity Gain Requirements (Exemptions) Regulations 2024.

Energy Efficiency

The proposal is small in scale and will have minimal heating requirements, although 2no. solar panels are proposed to be fitted equalling the energy requirements of the proposed building.

Due to the small scale nature of the building and its end use it would be unreasonable to ask for an energy statement to meet the requirements of Policy S6 and S8 of the Central Lincolnshire Local Plan.

LCC Archaeology Comments

The building will have no effect on below ground archaeology as it will be positioned on four concrete baseplates, ensuring a stable and reversible foundation.

Highways and Carparking

The proposal has no effect on access or parking arrangements.

Minerals and Waste

The application site is within a Mineral Safeguarding Area (MSA). Policy M11 of the Core Strategy & Development Management policies (CSDMP 2016) therefore applies. Although a minerals assessment has not been submitted in support of this application no sand and gravel extraction companies would be interested in extracting from this site for the following reasons:

- a) The site is very small in scale and is part of a playing field located within the developed footprint of Newton on Trent.
- b) Adjoining residents would not find a quarry an acceptable neighbour to their houses.
- c) In view of the above it is highly unlikely that planning permission would be granted for this use in this residential location.

Conclusion and reasons for decision:

The decision has been considered against Policy S1: The Spatial Strategy and Settlement Hierarchy, S21: Flood Risk and Water Resources, S47: Accessibility and Transport, S49: Parking Provision, S50: Community Facilities, S53: Design and Amenity and S65: Important Open Space of the Central Lincolnshire Local Plan in the first instance and guidance contained in the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and National Model Design Code has also been taken into consideration.

The proposal is supported by Policy S50 and S65 of the Central Lincolnshire Local Plan as the proposal will not conflict with the purpose of the Important Open Space designation, will enhance the existing playing fields (in terms of its functionality) serving the community and will not have a detrimental impact on the residential amenity of nearby dwellings or upon the character and appearance of the surrounding area.

RECOMMENDATION- Grant planning permission with the following conditions:

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

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

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

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

None.

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

2. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings and documents: 839-NEW-0413-A1-P01A dated October 2025. The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

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

3. The development shall be carried out in accordance with the mitigation measures outlined in the submitted Flood Risk Assessment dated December 2025.

Reason: To reduce the risk and impact of flooding on the approved development and its occupants in accordance with National Planning Policy Framework and National Planning Policy Guidance and Policy S21 of the Central Lincolnshire Local Plan.

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

4. The portacabin will be the following colour:

- anthracite grey (RAL 7016).

Reason: To ensure the use of appropriate materials to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local Plan.

Notes to the Applicant

Flood Risk

The applicant/users may wish to phone Floodline on 0345 988 1188 to register for a flood warning, or visit Sign up for flood warnings - GOV.UK. It is a free service that provides warnings of flooding from rivers, the sea and groundwater, direct by telephone, email or text message. Anyone can sign up.

Flood warnings can give people valuable time to prepare for flooding – time that allows them to move themselves, their families and precious items to safety. Flood warnings can also save lives and enable the emergency services to prepare and help communities.

For practical advice on preparing for a flood, visit [Prepare for flooding: Protect yourself from future flooding - GOV.UK](#). To get help during a flood, visit [What to do before or during a flood - GOV.UK](#). For advice on what do after a flood, visit [What to do after a flood - GOV.UK](#).

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report.