

APPLICATION NO	PA/2022/2024
APPLICANT	Mrs Margaret E Sidell, Barton Area Food Bank
DEVELOPMENT	Planning permission to erect a pre-fabricated sectional concrete panel building for storage (B8) use
LOCATION	Land to rear of 114 Tofts Road, Barton upon Humber, DN18 5NG
PARISH	Barton upon Humber
WARD	Barton
CASE OFFICER	Paul Skelton
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Objection by Barton upon Humber Town Council Member 'call in' (Cllrs Paul and Keith Vickers – significant public interest)

POLICIES

National Planning Policy Framework:

Chapter 2 – Achieving sustainable development

Chapter 4 – Decision-making

Chapter 8 – Promoting healthy and safe communities

Chapter 12 – Achieving well-designed places

North Lincolnshire Local Plan:

IN3 – Industrial and Commercial Development in Principle Growth Settlements

R2 – Protecting Areas of Local Importance for Children's Play

T1 – Location of Development

T2 – Access to Development

T19 – Car Parking Provision

DS1 – General Requirements

DS4 – Changes of Use in Residential Areas

DS11 – Polluting Activities

North Lincolnshire Core Strategy:

CS1 – Spatial Strategy for North Lincolnshire

CS2 – Delivering more Sustainable Development

CS3 – Development Limits

CS5 – Delivering Quality Design in North Lincolnshire

CS22 – Community Facilities and Services

CS23 – Sport, Recreation and Open Space

New North Lincolnshire Local Plan Submission: The new North Lincolnshire Local Plan was submitted for public examination to the Planning Inspectorate on 11 November 2022. Examination of the Plan has therefore commenced, although public hearing sessions are not anticipated until later in 2023.

The Submitted North Lincolnshire Local Plan can be given some weight as a material planning consideration in the determination of planning applications. The relevant policies concerning this application are:

Policy SS1: Presumption in Favour of Sustainable Development

Policy SS2: A Spatial Strategy for North Lincolnshire

Policy SS3: Development Principles

Policy SS11: Development Limits

Policy DQE1: Protection of Landscape, Townscape and Views

Policy CSC1: Health and Wellbeing

Policy CSC3: Protection and provision of open space, sports and recreation facilities

DM1: General Requirements

DM3: Environmental Protection

CONSULTATIONS

Highways: No objections or comments.

LLFA Drainage: No objections or comments.

TOWN COUNCIL

Object to the application, due to setting a precedence to build on an open green space. Concerns for emergency vehicles accessing the building if a fire. Barton Town Council fully support the Barton Area Foodbank, but this is not the right area for a storage building.

PUBLICITY

The application has been advertised by site notice. Five responses have been received and the comments made are summarised as follows:

- No objection in principle but this is not the right place for the building.
- This land was gifted as a recreational/play area and should be kept for this purpose; it's a lovely green space, it is not building land.
- The site is tucked away, is prone to break-ins and a worry to people's property in this area.
- Query whether other alternatives were suggested such as vacant shops/units, in a more central area, or Barton Hub in Baysgarth Park.
- Construction of the building and groundworks will have an adverse impact on the neighbouring beauty business in Pelham Close to the rear of the site.
- The area at the moment is a green area where many dogs are walked and where children play. The construction of this building and fencing off a large part of the green area will be a big disappointment for residents in the surrounding area.

ASSESSMENT

The site and its location

The site comprises a small area of open space to the rear of Barton House on Tofts Road, Barton upon Humber. The site, which is owned by North Lincolnshire Council, is part of a larger informal open space which extends to the north, and which appears to have been developed as part of a neighbouring housing scheme. There is a footpath leading from housing to the north, diagonally across the open space, however this is essentially a path to nowhere since the Salvation Army building was developed and there is no public route through. There is no relevant planning history for the site.

To the west is Pelham Crescent with a mature hedgerow between the site and the rear gardens of neighbouring properties. To the east is Barton House and to the south is the car park of the Salvation Army Community Church, both of which are bounded by 1.8 metre high close-boarded fences.

The development

The application proposes to fence off the application site from the rest of the open space and erect a building which would be used as storage space for the local food bank. There would be no access by the public to the building.

The proposed new boundary would comprise a 2.4 metre high close-boarded fence with a gate to provide access for tree surgery. The floor area of the proposed building would measure 9.76 metres by 6.25 metres. The eaves height would be approximately 2.3 metres with the ridge height approximately 3 metres. The design is a concrete sectional building with a low-pitched roof which would be covered in profiled dark red concrete tiles. A hard surfaced path would lead from the entrance of the building to the gate giving access to/from the existing Salvation Army property to the south.

It is understood that the food bank has operated from the Salvation Army Church for five years. The current storage space comprises a 20 foot (6.1 metre) shipping container located in the grounds of the church where it is said there is no potential to expand. The food bank is currently open to clients each week on Tuesdays and Fridays between 2pm and 3.30pm, with staff arriving up to an hour earlier. The applicant advises that the volunteer staff cannot currently keep pace with increasing demands from clients although they do have the food and financial resources. The food bank will continue to operate at the same times as it has done for the last five years but it is hoped to increase the number of volunteers from four to six to help with bagging and receiving donations at the proposed new store.

The applicant has indicated the following key benefits of the proposal:

- ‘(a) Donated and delivered food will be stored in one location. Currently, a significant amount of food has to be stored at volunteers' homes due to the limited storage space on site. This is not sustainable. We must consider succession planning.
- (b) It takes a considerable amount of space to sort and package food donations into food parcels. Demand currently outpaces our ability to store food parcels and to easily replenish stocks. The new storage building will address this.
- (c) The food bank is relied upon by some of the most vulnerable residents of the area. The new storage unit will enable us to future proof our organisation so that it can continue to help the community. We cannot continue using volunteers' homes to store food.’

The key considerations for this application are the principle of development; design, character and appearance; impact on neighbouring properties; and loss of open space.

The principle of development

The site is within the settlement boundary of Barton upon Humber where the development is generally considered acceptable in principle.

Policy IN3 of the local plan allows for B8 commercial development (storage) in Barton upon Humber subject to various criteria, including that development should be compatible with surrounding uses, in particular in residential areas; particular attention should be paid to the layout, density, design, height and materials of the development which should be in keeping and compatible with existing nearby or adjacent development.

Policy DS4 sets out that favourable consideration will be given to proposals for change of use of residential to other uses provided that the development will not adversely affect the appearance and character of a residential area or residential amenity.

Whilst technically the proposal is for a B8 storage use, it is clearly related to the food bank use which operates from the Salvation Army Church. In this context, Core Strategy policy CS22 sets out that the provision of new community facilities, or the improvement of existing community facilities, which meet the needs of local residents will be supported in principle.

Subject to consideration of the potential impacts of the proposal, the principle of development is therefore acceptable.

Design, character and appearance

Local plan policy DS1 and Core Strategy policy CS5 both require a good quality of design, taking into account the context of the site and the proposal. This is reflected in the National Planning Policy Framework. The proposed building is utilitarian in its design but is low-key and would be largely screened from public views by the existing and proposed boundary treatments. The most visible part would be the roof which is proposed to be profiled concrete tiles to reflect the prevalent roofing material in the area.

The proposed fencing which would form the common boundary with the site and the remaining open space would reflect the existing and surrounding boundary treatments. Whilst it would be higher than existing fencing for security reasons, this would not unduly affect the character of the area, and addresses the concerns from local residents regarding security.

Given its low-key nature and minimal impact on the character and appearance of the area, the overall design of the development is considered acceptable in its context.

Impact on neighbouring properties

Local plan policies IN3, DS1, DS4 and DS11 all seek to protect the living conditions of occupiers of nearby residential properties and users of neighbouring land.

As set out above, the site shares a common boundary with 8 Pelham Close to the west. The occupier of that property has raised concerns about the impact of the construction works on their beauty business. All development will inevitably result in some degree of noise and disturbance. Given the nature of the proposed development in this case, the construction period would be relatively short.

Furthermore, once completed, the development would have no unacceptable impacts given the low-key nature of the building and its proposed use. A condition is recommended to ensure the use is carried out in connection with the food bank and/or Salvation Army Church as unrestricted B8 use could result in impacts on neighbouring uses.

Loss of open space

A number of concerns have been raised by local residents who consider that the land should be retained as open space. Policy R2 of the local plan sets out that proposals that result in a reduction in supply of casual or informal play space will not be allowed where the amount of open space in the settlement would fall below the council's minimum standard of 0.4 hectares per 1000 population.

The site does not appear to be identified in the 2019 North Lincolnshire Open Space Study. Barton falls within Area 7, for which there is 3.58 hectares of parks and gardens per 1000 head of population. The study's standard for that category is 1.75 hectares per 1000 [head of population] which implies that provision in Barton (Area 7) is above the study's threshold. This particular area of open space does not provide any formal play space. It is well screened, bounded by close-boarded fencing on two sides. The loss of a small area of land in the most inaccessible part of the wider open space would not unduly affect the ability of residents to enjoy the open space as a whole.

Whilst it is understood that people will be concerned about the loss of any open space, in this context, the loss of a small area of the site would not have a significant impact on the

wider local open space provision. Indeed, the Open Space Study indicates there is a surplus of open space in Barton upon Humber. In any event, it is considered that the benefits to the local community arising from the proposals would clearly outweigh any limited harm resulting from the loss of a small area of open space.

Other matters

Given that the proposal would result in the loss of a small area of open space, officers have investigated whether other sites are available to meet the needs of the food bank, however no sites have been identified. There is clear logistical sense for siting the storage building in close proximity to the food bank, eliminating the need for volunteers to make vehicular trips between the storage building and the food bank itself. Furthermore, it is understood that there is a strong relationship between the food bank and the Salvation Army, with the food bank relying on the facilities at the church.

Given the number of trips involved with the proposed use and the common-sense approach of co-locating the food bank and the store, there would be no material increase in highway danger arising from the proposals. The Highways officer has been consulted and raises no objection.

Conclusion and planning balance

Whilst the concerns of the town council and local residents are noted, it is concluded that the proposals result in sustainable development. Whilst the proposals would result in the loss of a small area of open space, that space is not an important space which has been specifically identified for protection in the local plan and its loss would be clearly outweighed by the benefits as set out above. There would be no unacceptable impacts on the character of the area or the amenity of nearby development. It is therefore recommended that permission should be granted subject to the conditions set out below.

RECOMMENDATION Grant permission subject to the following conditions:

1.
The works must be begun before the expiration of three years from the date of this permission.

Reason

To comply with section 91 of the Town and Country Planning Act 1990.

2.
The development hereby permitted shall be carried out in accordance with the following approved plans:

- 1001-DJK-Propd. Plan & ElevsA1-GA(PE)001
- 1001-DJK-Propd. Site Layout- A1- GA(SL)001.

Reason

For the avoidance of doubt and in the interests of proper planning.

3.
Notwithstanding the provisions of Paragraph 3 of the Town and Country Planning (Use Classes) Order 1987 as amended (or any statutory instrument which revokes and re-enacts

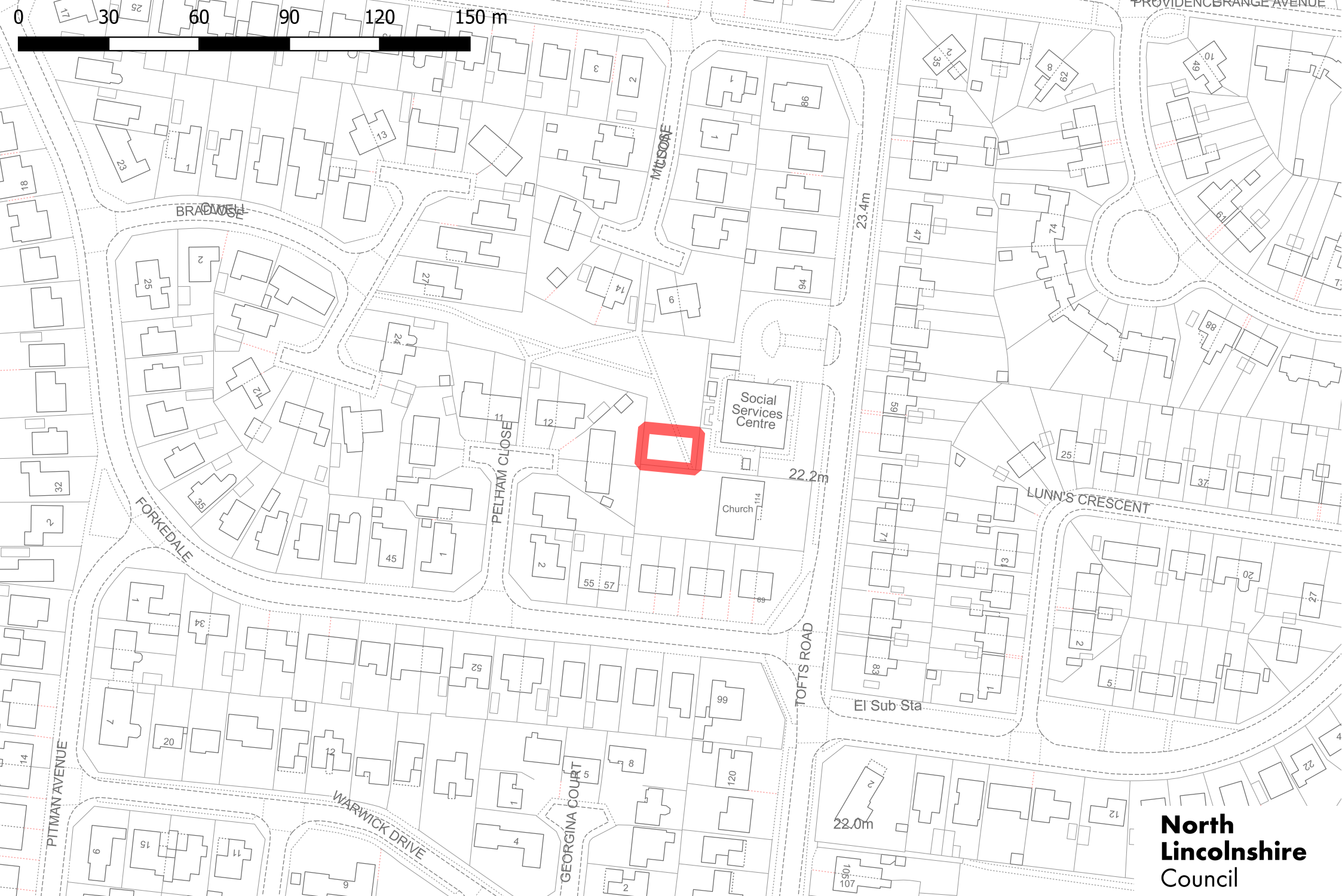
that Order) the building hereby permitted shall be used solely for storage in connection with the operation of the Barton Food Bank and/or the Salvation Army Church and for no other purpose whatsoever, including for any use within Class B8 of the Order.

Reason

The unrestricted B8 use of the building would potentially give rise to unacceptable impacts on the surrounding area and would require further consideration by the local planning authority.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



**North
Lincolnshire
Council**

PA/2022/2024

PA/2022/2024 Proposed layout (not to scale)



1 Proposed Site Layout
Scale: 1:200

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Date: No. Revision Notes
09/11/2022 Am 1
Dimensions of plot amended
10/11/2022
Dimensions of building amended

Date: No. Revision Notes



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Project Title
**Proposed Erection of
Building for Barton
Area Food Bank on
Land Adjoining the
Salvation Army Church.**

Drawn Title
**General Arrangement -
Proposed Site Layout.**

Sheet Size 1:200 th	Drawn By DJK
Use Sheet 1 - A1	Reviewed By Nov 2022

File Name
Planning Application for Proposed erection of Building for Barton Area Food Bank on land adjoining the Salvation Army Church

Sheet No.
1001DJK - Prop. Site Layout - A1 - GASL001

Submitter
Planning Application

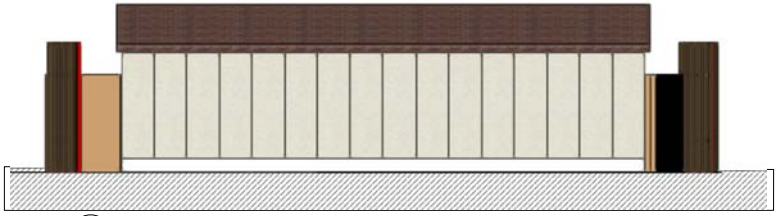
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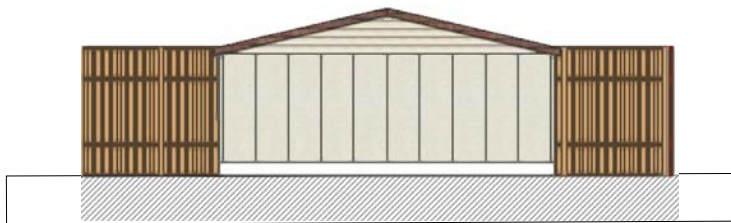
PA/2022/2024 Proposed plan & elevations (not to scale)



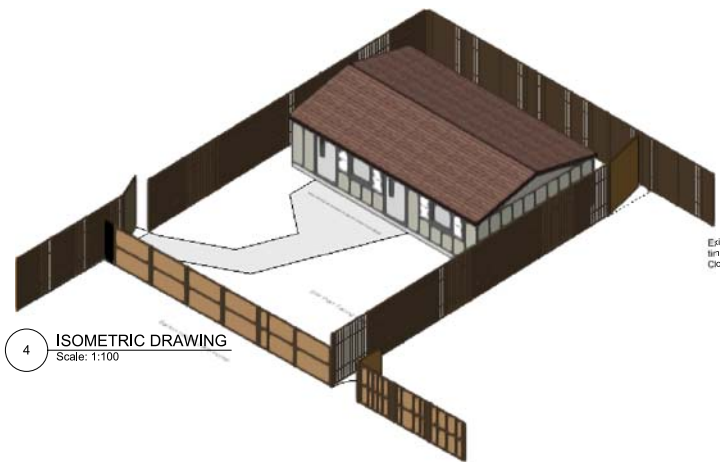
1 FRONT ELEVATION
Scale: 1:50



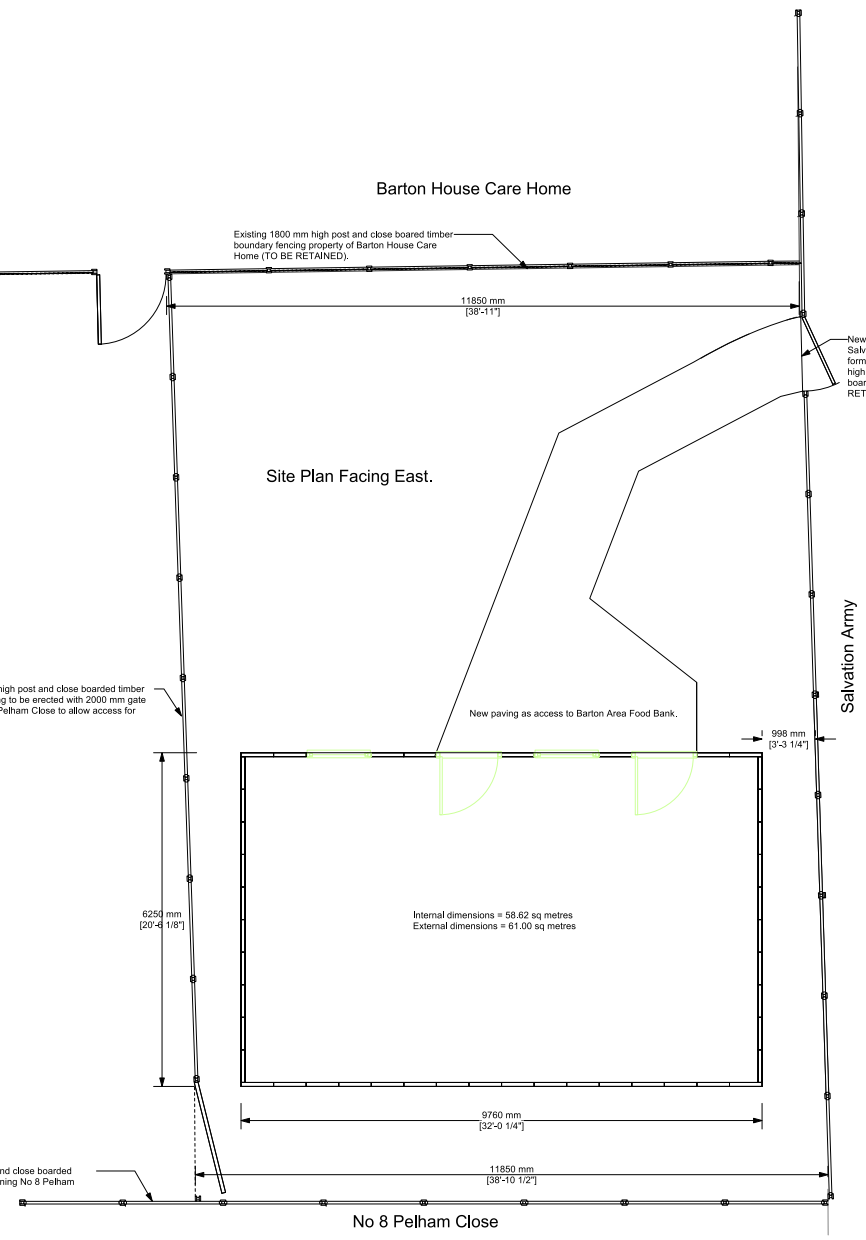
2 REAR ELEVATION
Scale: 1:50



3 GABLE ENDS
Scale: 1:50



4 ISOMETRIC DRAWING
Scale: 1:100



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Date No. Issue Notes



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Sheet Title
**General Arrangement -
Plan and Elevations.**

Sheet Scale
1:50 & 1:100 th

Drawn By
DJK

Total Sheets
1 - A1

Revised By
Nov 2022

File Name
Planning Application for Proposed Erection of Building for Barton Area Food Bank on Land Adjoining the Salvation Army Church.

Sheet No.
100-DJK-Propd. Plan & ElevsA1-GA/PEJ001

Subsidiary
Planning Application

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