

**Item No. 13****SCHEDULE B**

<b>APPLICATION NUMBER</b>	<b>CB/09/00907/FULL</b>
<b>LOCATION</b>	<b>LAND AT HILLFOOT FARM, HITCHIN ROAD, SHEFFORD</b>
<b>PROPOSAL</b>	<b>FULL: PROPOSED AMALGAMATION OF PLANNING PERMISSION 07/00873/FUL AND 08/01439/FUL TO PROVIDE ONE NEW AND COMPREHENSIVE SPORTS PITCH FACILITY WITH ASSOCIATED CLUBHOUSE, CHANGING FACILITIES, CAR PARK AND SITE ACCESS.</b>
<b>PARISH</b>	<b>Shefford</b>
<b>WARD</b>	<b>Shefford</b>
<b>WARD COUNCILLORS</b>	<b>Cllr L.Birt &amp; Cllr T Brown</b>
<b>CASE OFFICER</b>	<b>Sarah Fortune</b>
<b>DATE REGISTERED</b>	<b>14 May 2009</b>
<b>EXPIRY DATE</b>	<b>13 August 2009</b>
<b>APPLICANT</b>	<b>Samuel Beadie (Investments) LTD</b>
<b>AGENT</b>	<b>Phillips Planning Services Ltd</b>
<b>REASON FOR COMMITTEE TO DETERMINE</b>	<b>MAJOR DEVELOPMENT AND A DEPARTURE FROM THE LOCAL PLAN</b>
<b>RECOMMENDED DECISION</b>	<b>Full Conditional Approval</b>

**Site Location:**

The site comprises of 10.66 hectares of land which is partly occupied by Hillfoot depot - the northern section and also includes Hill Farm - the southern section. The site is bounded on its south west side by a mature hedge and the disused former railway line whilst the southern boundary adjoins Hill farm and Maize and is screened by leylandii trees. To the north of the site the land is in agricultural use and this adjoins the southern edge of the settlement of Shefford.

**The Application:**

This planning application seeks to amalgamate two previous planning permissions on the northern and southern parts of the site in order to provide two new senior and one junior football pitch, a club house and changing facilities with associated parking and a new improved junction access on land adjacent to Hill Farm and Hillfoot Farm, West of Hitchin Road in Shefford.

**RELEVANT POLICIES:****National Policies (PPG & PPS)**

PPS1 Delivering Sustainable development

PPS9 Biodiversity and Geological Conservation  
PPG13 Transport  
PPG17 Recreation and Open Space

## **Regional Spatial Strategy**

East of England Plan (May 2008)

Milton Keynes and South Midlands Sub-Regional Strategy (March 2005)

## **Mid Bedfordshire Local Plan First Review 2005 Policies**

LPS1 Selected Settlements  
LPS4 Settlement Envelopes  
CS19 Development in the Countryside  
DPS10 Highways provision for new Developments  
DPS11 Landscaping for new developments  
SR2 Sport and Leisure facilities  
SR8 Sport and Leisure facilities in the countryside  
TP1 Access for cyclists and pedestrians  
TP1A Travel Assessments.

## **Supplementary Planning Guidance**

Planning recreation Open Space Strategy to the Local Plan

## **Supplementary Planning Guidance**

W5 and Bedfordshire and Luton Waste Local Plan 2005  
W6

## **Planning History of application site - relevant**

07/00873 (Hill farm and Hoo Hill Maze).	Full: use of land as sports ground and erection of changing pavilion. Granted: 16/11/2007
08/01439 (Hillfoot Farm)	Full: provision of new sports pitch (one senior or two junior), changing facilities, car park, roundabout access junction and associated landscaping. Granted: 13/11/2008
07/01082	Access roundabout. (Renewal of 01/01600) Granted: 2/07/2002.

## **Land adjacent to application site.**

01/01601/LDC	Certificate of Lawful Use. Commercial engineering haulage and hydraulic platform depot with ancillary offices, storage and parking.
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Granted: January 2003

**Land off Stanford  
Road, Shefford**

08/01635

Full: Change of use of land from agricultural to football pitches, associated works and provision of new sports ground and construction of associated facilities.

Granted: 12/12/2008

**Representations:  
(Parish & Neighbours)**

Shefford Town Council      Objects; Inadequate parking, sited on a hill with poor access, changing for 6 teams but provision for 4 teams, the ground was always for the benefit of the town as a whole and not exclusively for the benefit of the Shefford Saints, it was always intended that the pitch would be administered by Shefford Sports Trust, the site is not 'relatively flat' as stated, the Town Council has always maintained that there are too many junior pitches, By linking this dual application with Shefford Saints it breaches the covenant that is held by Shefford Sports Trust i.e. a benefit for the whole town and not Shefford Saints FC.

Clifton Parish Council      No objection.

Neighbours                      Shefford Saints Juniors FC: Supports the application. It would provide a much needed increase in available spaces for pitches. To be consistent previous matters need to be taken into account in the Section 106.

App Adv

**Consultations/Publicity responses**

Highways                      No objection subject to conditions

E.A.                              No objection subject to condition and comments.

Archaeological officer      No objections

Waste and refuse officer    No objection subject to condition.

IDB                              Comments regarding the design of soakaways.

Access officer                There should be changing rooms with facilities for disabled people.

Play officer	No comments.
EHO	No objection subject to conditions
Leisure and Tourism	No comments received
Sport England	No objection. Advice given over possible linkages to development on Ivel Road
Community Officer	Safety Concerns about provisions being proposed for the security of the pavilion and parking area. There will be a need to alarm the building, to look at CCTV to cover the car park - as well as some lighting.
Luton Fire and Rescue Service.	No objections
Police Liaison Officer	Architectural The Design and Access Statement makes no reference to community safety. Crime prevention measures must be considered. Would expect to see proposals for carpark lighting and CCTV as well as perimeter treatment/gating.

## Determining Issues

### The main considerations of the application are;

1. Background and principle of development in policy terms.
2. Visual Impact
3. Impact on amenities of neighbours
4. Other planning considerations including access and parking

## Considerations

### 1. Background and principle of development in policy terms.

The former Shefford Town Football Club site is located on Ivel Road and is allocated for housing in the Mid Beds Local Plan First Review 2005. A requirement of the planning policy is that prior to the football club being developed a replacement facility of at least equal size and quality must be provided.

Within the last eighteen months three potential options for this football ground have emerged with planning permissions being granted for each of them. The first was at Hill farm (07/00783), the second at Hillfoot Farm (08/01439) and the third was at Stanford Road (08/01635).

Shefford Town Football Club no longer exists and it is Shefford Saints Football Club who are likely to be the beneficiaries of the new facility. To date, the permission given for the various football facilities have been largely based on the Local Plan requirement to provide a replacement facility comparable to that

which existed at Ivel Road and was used by Shefford Town not Shefford Saints.

The applicant has had discussions with Shefford Saints Club regarding its needs and requirements and whilst they are happy with the existing permission they would prefer a larger site which is better equipped.

The club presently utilises a number of different sports pitches including Robert Bloomfield School and the memorial Sports Ground in Shefford. It has approximately 300 members ranging in age from 6 to 18. The aim of this application is to secure a new home for the club with a purpose built club house and modern changing facilities.

This proposal is thus for two senior pitches and one junior pitch -or through alterations to the way the pitches are marked out one senior and two junior pitches - or finally four junior pitches. There is to be a new club house comprising of four team changing rooms, referee changing rooms, a meeting/club room and a kitchen with ancillary facilities. There is also to be a car park with 54 spaces and space for two coaches. Cycle parking is also provided.

The Policy considerations have not changed from those for the recent planning permissions for the football pitches at the site.

The site lies outside of the Settlement Envelope for Shefford in the open countryside. Policy SR2 encourages the provision of formal multi purpose sports facilities within the built up area of the Selected Settlements so that they are in sustainable locations. Edge of settlement/fringe locations will only be permitted where it can be shown that no suitable site exists in the built up area. It is appreciated that this proposal is not the same scale of development that policy SR2 is intended to address but there is no other policy directly relevant to the provision of a formal pitch facility such as this. Policy SR8 considers sporting facilities in the open countryside but is aimed at developments such as water sports and golf and is not therefore directly relevant.

Policy CS19 states that development will only be permitted exceptionally in the countryside unless provided for in the Local Plan. In this instance, there is no policy to directly support this proposal and therefore the application is being considered as a departure from the Local Plan and has been advertised as a departure (being also a site in excess of 1 Hectare.) It is felt that it does not need referral to the Government office as it neither meets specific triggers for (housing and retail) nor is it considered to be of a scale or nature that would significantly prejudice the implementation of the development plan's policies and proposals.

Previous planning permissions were granted for the sites in Hitchin Road on grounds that although they lay outside of the Settlement Envelope for Shefford they were within close proximity of the edge of the town and also contained within the line of the by pass. It was felt that to grant planning permission gave a way forward in achieving the redevelopment of Ivel Road for housing and justified the use of farm land for such development. The site is also accessible by means of a footpath from the town centre.

In addition, much of the land in the town centre is not able to be developed as it is prone to flooding and there is also an identified shortfall in local sports

provision and this is another factor which justifies taking agricultural land for such development.

## **2. Visual Impact**

The site is located on the western side of Hitchin Road and its northern boundary is approx 300 metres from the defined edge of the settlement of Shefford and is within open countryside. Access to the site is to be via an improved junction and then through Hillfoot Depot. The main bulk of the site -on which the pitch, changing facilities and car park are to be created - is on agricultural land and the site is on a bit of a plateau.

This scheme is for the same overall site area as the two previous planning consents combined but, as stated above, there is to be only one access and one car park to the site instead of the two accesses and two car parks granted under the two previous planning permissions. The club house and car park are to be located close to the northern boundary and the access, car park and pavilion previously approved to the south of Hill Farm are no longer required.

The club house/changing facility building is to be 30 metres in length with a max width of 15.6 metres and a height of 6.5 metres. It has been designed to try and minimise its bulk whilst meeting current standards and requirements. It is to provide for disabled access facilities and disabled parking provision

The applicant has advised that he intends to implement a landscape scheme to soften the impact of the changing facilities and the access road when viewed from the main settlement looking to the south.(This was a condition on a previous approval for the site and is to be attached to any consent for this latest scheme.)

## **3. Impact on amenities of neighbours**

Given the location of the site in open countryside there are only a small number of neighbours who are near to the site. One is Hill Farm, the other Hillfoot Farm and then there is the house at 114 Hitchin Road and the Maze to the south as well as a few properties on the other side of Hitchin Road.

Nuisance from this type of development can be caused by lighting, hours of use and amplified equipment including the use of tannoys. The applicant has advised that it is not intended for there to be any floodlighting at the site so it is very unlikely that activities taking place on the pitches would continue late into the evening. Also, there are to be no tannoys.

Also, the industrial site at Hillfoot Farm operates into the evening and does not have any controls over the hours of working.

## **4. Other Planning Considerations including access and parking**

Vehicular access to the site is to be via Hillfoot depot off Hitchin Road and the formation of new roundabout which has previously been granted planning permission. The access is at present a track serving the industrial site at Hillfoot depot. The highways officer is not raising any objections to the use of the

roundabout and access road as long as conditions are attached to any consent including one which requires that the footpath along the east side of Hitchin Road is improved.

The applicant has advised that he is willing to commit to habitat improvement to the site.

In view of the fact that there will be a need for some earth works and levelling to take place at the site in respect of its northernmost part the applicant is happy for a condition to be attached requiring details of levels.

There are no drainage objections but the Environment Agency is requesting that a condition be attached requiring details of surface water drainage to be submitted and has further advised that in view of the fact that the site lies within 250 metres of a former waste disposal site the applicant needs to be advised that the responsibility for the safe development and secure occupancy of the site rests with the applicant.

The Environmental Health Officer is not raising any objections as long as conditions are attached to any consent to cover lighting to the car parking area, and playing area, control over the hours of use of the site and controls over the levels of sound produced at the site. It is also required that a contamination study be carried out

The community safety officer is of the view that there should be CCTV coverage of the car park and lighting and alarms for the building in the interest of the security of the site. The Police Officer is of the same opinion - and these matters are to be conditioned.

The archaeological officer is not raising any objections and the waste and refuse officer is of the view that a Site Waste Management Plan is required to be submitted and this needs to be by way of a condition attached to any consent.

The access officer has commented that the design internally needs to be changed so that there is provision for changing areas for the disabled. This matter is to be dealt with by way of an advisory note.

Sport England have raised no objections to the principle of the proposal as long as various matters are addressed and this may be through the attachment of conditions to this consent or through the provisions made in the Section 106 agreement for the related Ivel Road planning permission for housing development. As for the previous planning consent - for part of this site under ref 08/01439 - a condition is to be attached requiring a survey of the site to be undertaken and then, if necessary, mitigation measures to measure the quality of the pitches to ensure that they meet relevant standards. They also want there to be controls over the future management, tenure and maintenance of the facility and who will use it. The applicants advised in respect of the recent planning permission that they are happy for a condition being attached requiring a detailed management plan.

## Conclusions

Given the level of support from the sporting bodies to this proposal officers are willing to recommend planning permission for this scheme as it is generally acceptable in policy terms, has limited impact on the amenities of neighbours and the access arrangements are acceptable to the highways authority the application is recommended for approval as being in compliance with Policies LPS1, LPS4, CS19, DPS10, DPS11, SR2, SR8, TP1 and TP1A of the Mid Beds Local Plan First Review 2005.

- 1 A scheme shall be submitted for written approval by the Local Planning Authority indicating the positions, design, materials and type of boundary treatment to be erected including any gating to the site. The boundary treatment shall be completed in accordance with the approved scheme before the use hereby permitted is commenced.**

**Reason: To safeguard the appearance of the completed development and the visual amenities of the locality.**

- 2 Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be subsequently implemented in accordance with the approved details before the development is commenced.**

**Reason: To ensure that adequate surface water drainage is provided to prevent water pollution and flooding.**

- 3 Prior to commencement of the development hereby approved a Site Waste Management Plan shall be submitted to the local planning Authority for written approval. Implementation of the development shall follow the principles established in the plan.**

**Reason: To ensure that waste is adequately stored and removed for the site.**

- 4 No development shall commence until a wheel cleaning facility has been provided at all site exits in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority. The wheel cleaner(s) shall be removed from the site once the roadworks necessary to provide adequate access from the public highway have been completed (apart from final surfacing) to the satisfaction of the Local Planning Authority.**

**Reason: In the interests of the amenity and to prevent the deposit of mud or other extraneous material on the highway during the construction period.**

- 5 Development shall not commence until a scheme detailing provision for on site parking for construction workers for the duration of the construction period has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented**



throughout the construction period.

**Reason:** To ensure adequate off street parking during construction in the interests of road safety.

**6** Prior to the commencement of any phase of development approved by this planning permission the developer shall submit to the Local Planning Authority, in both paper and electronic form where possible:

**a) A Phase 1 Desk Study incorporating a site walkover, site history, maps and all further features of industry best practice relating to potential contamination.**

**b) Where shown necessary by the Phase 1 Desk Study a Phase 2 Site investigation report further documenting the ground conditions of the site with regard to potential contamination, incorporating appropriate soils and gas sampling.**

**c) Where shown necessary by the Phase 2 investigation, a Phase 3 detailed scheme for remedial works and measures to be taken to mitigate any risks to human health, groundwater and the wider environment.**

**d) On completion of the development, the developer shall provide written confirmation that any and all works have been completed in accordance with the agreed remediation scheme in the form of a Phase 4 Validation report to incorporate photographs, material transport tickets and sampling.**

**Any remediation scheme shall be agreed in writing by the Local Planning Authority prior to the commencement of works.**

**Reason:** To protect human health and the environment.

**7** Development shall not begin until details of the junction between the proposed access road and the highway have been approved by the Local Planning Authority and no building shall be occupied until that junction has been constructed in accordance with the approved details.

**Reason:** In order to minimise danger, obstruction and inconvenience to users of the highway and of the proposed estate road.

**8** No development shall commence on site until a scheme has been submitted to and approved in writing by the Local Planning Authority considering the following:

**1) A detailed assessment of ground conditions of the land proposed for the sports facility shall be undertaken by a Sport and Play Construction Association registered consultant, to include consideration of drainage and topography, and to identify constraints which could affect playing field quality; and**

**2) Based on the results of the assessment to be carried out pursuant to 1) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England.**

**The approved scheme shall be implemented in full prior to first occupation of the site.**

**Reason: To ensure that site surveys are undertaken for this replacement playing field and that any ground condition constraints can be and are mitigated to ensure provision of an appropriate quality playing field to accord with Mid Beds Local Plan First Review Policy SR2.**

9 The development hereby approved shall be commenced within three years of the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 which is designed to ensure that a planning permission does not continue in existence indefinitely if the development to which it relates is not carried out.

10 Full details of both hard and soft landscaping shall be submitted to and approved in writing by the Local Planning Authority. These details shall include:-

- materials to be used for any hard surfacing;
- planting plans, including schedule of size, species, positions, density and times of planting including native hedge planting along the north east boundary of the site where it abuts the car and coach parking areas
- cultivation details including operations required to establish new planting;
- details of existing trees and hedgerows on the site, indicating those to be retained and the method of their protection during development works.

The development shall be carried out in accordance with the approved details.

Reason: In order to ensure that the landscaping is carried out within a reasonable period in the interest of the visual amenities of the area.

11 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development whichever is the sooner; and any trees or plants which within a period of 5 years of completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species unless the Local Planning Authority give written consent to any variation.

Reason: In the interests of the visual amenities of the site and the area generally.

- 12 Details of materials to be used for the external finishes of the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance therewith.

Reason: To safeguard the appearance of the completed development by ensuring that the development hereby permitted is finished externally with materials to match/complement the existing building(s) and the visual amenities of the locality.

- 13 Development shall not begin until a scheme for lighting the car parking area, to include appearance, lighting and hours of operation, has been submitted to and approved in writing by the Local Planning Authority. Only the approved scheme shall be implemented.

Reason: In order to protect the amenities of local residents and to avoid the unnecessary lighting in this rural area.

- 14 No floodlighting of the playing areas shall be installed without the prior grant of planning permission by the Local Planning Authority.

Reason: In order to protect the amenities of nearby residents and to avoid the use of unnecessary lighting in this rural setting.

- 15 No sound reproduction or amplification equipment (including public address systems, loudspeakers, tannoys etc..) which is audible at the site boundary shall be installed without the prior written consent of the Local Planning Authority.

Reason: In order to protect the amenities of nearby residents.

- 16 The premises shall not be used except between the hours of 0900 to 2100 Monday to Saturday and 0900 to 2000 Sundays, Bank or Public Holidays, without the prior agreement in writing of the Local Planning Authority.

Reason: In order to protect the amenities of nearby residents.

- 17 The development hereby permitted shall be undertaken in accordance with the approved Waste Audit report dated 14/05/2009

Reason: To ensure that the development conforms with the Waste Audit requirements in accordance with policies W5 and W6 of the Bedfordshire and Luton Waste Local Plan 2005.

- 18 Before the premises are occupied all on site vehicular areas shall be surfaced in a manner to the Local Planning Authority's approval so as to ensure satisfactory parking of vehicles outside highway limits. Arrangements shall be made for surface water from the site to be intercepted and disposed of separately so that it does not discharge into the highway.

Reason: In order to minimise danger, obstruction and inconvenience to users of the highway and of the premises.

- 19 Details of cycle parking facilities shall be submitted to and approved in writing by the Local Planning Authority and the development shall be completed in accordance with the approved details prior to the first occupation of the building[s]/(extension) hereby approved.

Reason: In the interests of the amenity of cyclists using the development.

- 20 Development shall not be occupied until a 2m wide footway has been constructed on the eastern side of Hitchin Road between point opposite the site entrance and the southern boundary of No 71 Hitchin Road in accordance with details of the approved drawing/or scheme to be submitted to and approved in writing by the Local planning Authority. Any Statutory Undertakers equipment or street furniture shall be resited to provide an unobstructed footway.

Reason: In the interests of road safety and pedestrian movement.

- 21 The proposed vehicle access shall be constructed and surfaced in accordance with details to be approved in writing by the Local Planning Authority for a distance of 10m into the site, measured from the highway boundary, before the premises are occupied. Arrangements shall be made for surface water drainage from the site to be intercepted and disposed of separately so that it does not discharge into the highway.

Reason: To avoid the carriage of mud or other extraneous material surface water from the site into the highway so as to safeguard the interest of highway safety.

- 22 If the proposed access road is not constructed to the full length and layout illustrated on the approved plans, a temporary turning spaces for vehicles shall be constructed within the site in a position to be approved in writing by the Local Planning Authority before any building taking access from the road is occupied. The building shall not be occupied until the access road has been fully implemented.

Reason: To avoid the need for vehicles to reverse into or from the highway in the interest of road safety.

- 23 Development shall not be brought into use until on site parking and turning areas have been provided as shown on P.P.S. drawing No 03.

Reason: To minimise the potential for on street parking and thereby safeguard the interest of the safety and convenience of road users.

- 24 Details of CCTV for the site shall be submitted to and approved in writing by the Local Planning Authority and the approved details shall be brought into operation prior to the development hereby permitted being brought into use.

Reason: In the interest of creating a safe environment.

## Notes to Applicant

1. The applicant is advised that changing facilities need to be provided for disabled people in the changing rooms. Sports England's booklet Access for disabled people gives appropriate advice on the provision of such facilities.
2. The applicant is advised to take note of the comments in the letter for the Environment Agency dated 3/07/2009.
3. The applicant is advised that in order to comply with conditions 17 and 23 of this permission it will be necessary for the developer of the site to enter into an agreement with Central Bedfordshire Council as highways authority under Section 278 of the Highways Act 1980 to ensure the satisfactory completion of the access and associated road improvements. Further details can be obtained from the Highways Development Control Group, Development Management Division, Central Bedfordshire, P.O. Box 1395, Bedford, MK42 5AN
4. The applicant is advised that no highways surface water drainage system designed as part of the new development will be allowed to enter any existing highway surface water drainage system without the applicant providing evidence that the existing system has sufficient capacity to account for any highways runoff generated by that development. existing highways water drainage systems may be improved at the developers expense to account for extra surface water generated. Any improvement must be approved by the Highways Development Control Group, Development Management Division, Central Bedfordshire Council. Further details can be obtained from the Traffic Management Group Highways and Transport Division, Central Bedfordshire Council, P.O. Box 1395, Bedford, MK42 5AN
5. The applicant is advised that the requirements of the New Road and Street Works Act 1991 will apply to any works undertaken within the limits of the existing public highways. Further details can be obtained from the Traffic Management Group, Highways and Transport Division, Central Bedfordshire Council, P0 Box 1395 Bedford , MK42 5AN.
6. The British Standard for Topsoil, BS 3882:2007, specifies requirements for topsoils that are moved or traded and should be adhered to.

Applicants are reminded that, should groundwater or surface water courses be at risk of contamination during or after development, the Environment Agency at Bampton should be approached for approval of measures to protect water resources separately unless an Agency condition already forms part of this permission.

## DECISION

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