

Item No. 14

APPLICATION NUMBER	CB/14/04324/OUT
LOCATION	Bridge Farm, Ivel Road, Shefford, SG17 5LB
PROPOSAL	Outline Application: Development of a care home (Class C2) with associated works and site access
PARISH	Shefford
WARD	Shefford
WARD COUNCILLORS	Cllrs Birt & Brown
CASE OFFICER	Samantha Boyd
DATE REGISTERED	07 November 2014
EXPIRY DATE	06 February 2015
APPLICANT	Castleoak Care Developments
AGENT	AKA Planning
REASON FOR COMMITTEE TO DETERMINE	Major Development - Objection from Town Council
RECOMMENDED DECISION	Outline Application - Approval Recommended subject to the expiry of the advertisement in the local press

Reason for recommendation

The proposal is contrary to Policy MA6 of the Council's Site Allocations Development Plan Document (adopted April 2011) which allocated 5 hectares of land at Bridge Farm Shefford for a minimum of 70 dwellings and 2 hectares of employment land to be developed for uses compatible with the neighbouring residential area. However the proposed Care Home is considered to outweigh the departure from policy as it would provide a facility for which there is an identified demand in this location. The proposal would also generate a high level of job provision for the local community. It would not have a negative impact on the character of the area or an adverse impact on the residential amenity of neighbouring properties and is acceptable in terms of highway safety therefore by reason of its size, design and location, the proposal is in conformity with Policies DM3, DM4 and CS3, CS5 and CS9 of the Core Strategy and Management Policies, November 2009; and The National Planning Policy Framework.

Site Location:

The Bridge Farm site is located on the southern edge of Shefford. It lies to the north of the A507 and to the east of Ivel Road.

The site forms one part of a larger site allocated for mixed use development for residential and employment. The employment area forms the southern half of the site with the residential area to the north which is currently under construction and partly occupied.

To the west of the site is Ivel Road, one of the main routes into Shefford. On the opposite side of Ivel Road there is existing residential development. This comprises recent and ongoing redevelopment of the former Shefford Town Football Club and

residential development from the late 1990's. On the junction with Ivel Road and the A507 there is a petrol filling station with a small Tesco convenience store.

Immediately to the south of the site is agricultural land separating the site from the A507 which runs in an east west direction around the perimeter of Shefford. To the east of the site and beyond lies agricultural land.

The Application:

The proposal seeks outline consent for a Care Home (C2 Use) of approximately 60 bedrooms together with landscaping and parking. A new access is proposed from the existing residential estate road.

Indicative drawings have been submitted to illustrate the proposed layout. The drawings show the Care Home development as being on 1.2ha of land to the front part of the site (to the west) with parking and landscaping.

While the indicative plans illustrate the proposed scale and design of the proposal, at this stage detailed consent is only sought for access.

RELEVANT POLICIES:

National Planning Policy Framework (2012)

Section 3 - Supporting a prosperous rural economy

Section 4 - Promoting sustainable transport

Section 6: Delivering a wide choice of high quality homes

Section 7: Requiring good design

Section 8: Promoting healthy communities

Section 11: Conserving and enhancing the natural environment

Core Strategy and Development Management Policies for Central Bedfordshire (North)

CS1: Development Strategy

CS2: Developer Contributions

CS3: Healthy and Sustainable communities

CS4: Linking Communities - Accessibility and Transport

CS5: Providing a range of housing

CS9: Providing jobs

CS14: High Quality Development

CS16: Landscape and Woodland

CS17: Green Infrastructure

CS18: Biodiversity and Geological conservation

DM2: Sustainable construction of New Buildings
DM3: High Quality Development
DM4: Development Within and Beyond Settlement Envelopes
DM9: Providing a range of transport
DM14: Landscape and Woodland
DM15: Biodiversity
DM16: Green Infrastructure
DM17: Accessible Greenspaces

Central Bedfordshire Council's Emerging Development Strategy 2014

Policy 38 Within and beyond settlement boundaries
Policy 43 High quality development
Policy 30 Housing Mix
Policy 31 Supporting and ageing population
Policy 32 Lifetime homes
Policy 34 Affordable homes
Policy 58 Landscape

Having regard to the National Planning Policy Framework, limited weight is given to the policies contained within the emerging Development Strategy for Central Bedfordshire, which is consistent with the NPPF. The draft Development Strategy was submitted to the Secretary of State on 24th October

Supplementary Planning Guidance

Design in Central Bedfordshire (revised 2014)

Planning History

CB/12/01123/OUT	Outline Application: Commercial development for B1 office floor space up to 3, 247 sq. metres after demolition of existing buildings at the site with all matters reserved. Granted 29/11/12
CB/12/01125/Full	Erection of 85 dwelling with associated garaging. Granted 29/11/12
CB/14/02182/OUT	Outline: Outline: Proposed mixed-use development on 1.83ha of agricultural land to provide: - up to 49 dwellings, including 17 on-site affordable housing units, together with ancillary car parking, open space and landscaping on 1.34ha; and - a care home on 0.49ha. Refused 16/10/14 Development Management Policies Document 2009.

CB/14/03159/Full Proposed development to construct 49 no. dwellings, including 17 no. on-site affordable housing units, together with ancillary car parking, open space and landscaping, and associated highway, access and infrastructure works. Refused 18/11/14

**Representations:
(Parish & Neighbours)**

Shefford Town Council	Objection - Inadequate on site parking. Yellow lines should be painted round the surrounding area and enforcement should be in place.
Neighbours	One letter received - Supportive of proposed use of land but do not appear to have addressed detail of parking, layout, landscaping and acoustic fence to reduce noise levels.
Site Notice displayed	20/11/14
Advertised in Press	30/1/15

Consultations/Publicity responses

Social Care and Housing Thank you for providing me with the opportunity to comment on the above planning application. Please find below the views of the Meeting the Accommodation Needs of Older People (MANOP) Team.

Demand
The Council uses the 'More Choice, Greater Voice' forecast model to estimate demand for residential care. According to this model an area should provide 65 residential care home places and 45 nursing care home places per 1000 people over 75.
The proposed residential care home falls within the Ivel Valley locality. Ivel Valley covers 8 wards and includes Shefford, Biggleswade, Sandy and Arlesey.
According to the model there will be demand for an additional 49 care home places in Ivel Valley by 2020. In addition the Council intends to replace capacity in three homes that it owns within the Ivel valley area. This increases the requirement by 105 places to 154. Currently in Ivel Valley there is one approved planning application for a care home at Kings Reach, Biggleswade but development has not yet commenced.
Therefore, notwithstanding the approved home in Biggleswade, we consider that such a scheme would be meet a demonstrable need within the Ivel Valley locality.

Location
The preferred location for residential care homes for older

people is one within an existing settlement that allows for access to community facilities and also for the community to interact with the home. Location can be equally significant in relation to both staff and visitors being able to access the home easily. Therefore the location of a home close to transportation links is to be encouraged.

That having been said we are aware that homes in more rural locations can also be popular and successful but in these circumstances the applicant may need to demonstrate how they will deliver access to the home through the submission of a travel plan.

We are also aware that home operators generally have a preference for homes with a main road frontage in order to create a visible 'presence' for the home and developments which lack this may prove difficult to market.

The proposed care home is part of a wider development area. It appears that the location has good road, cycle and bus links to nearby settlements.

Design and Layout

The Care Quality Commission ensures compliance with physical standards which relate to room sizes, provision of en-suite bathrooms and the amount of communal space. Homes which do not meet these standards will not be registered and cannot operate.

In addition to the legal requirements there are also design and layout options which are considered to be good practice and which should be encouraged.

These include:

- Sufficient usable outdoor space to include areas which can be accessed by people with impaired mobility and used safely by people with cognitive impairments such as dementia.
- Room layouts within the building which lend themselves to people living and being cared for in small groups.
- Communal spaces within the building where private individual and small group activities can take place.
- Corridors are of varying widths and which end with meaningful spaces
- Room doors which are not opposite to each other.
- Maximising the availability of natural light throughout the building
- Low window sills which allow residents who are sitting or lying in bed to see outside.

It should be noted that research into good design for

older people, especially those with dementia is ongoing and we encourage developers to keep abreast of the latest developments and incorporate these into their designs if at all possible.

Many such design matters are very low cost, especially if incorporated into the building at the design or construction stage. We understand that some aspects of internal layout may be outside the control of the Planning Authority but nonetheless would urge applicants for care homes to take into account best practice when designing buildings. Central Bedfordshire Council has produced a summary document to assist with this and copies can be provided on request.

We note that the application is in outline but with plans indicating the design and layout of the proposed building. Having reviewed the submitted plans we would make the following suggestions:

- The corridor ends without a quiet room should be modified to provide a small seating area to act as a focal point.

- The internal layout should be adjusted if possible to avoid long corridors and a 'tunnel' effect.
- The internal layout should be adjusted so that room doors on opposite sides of a corridor do not face each other directly.

Summary

Our view is that the home would be meeting a demonstrable need and is in an acceptable location. The proposed layout meets legal requirements and has some positive design features. We support the application and would ask that the applicant is informed of our detailed comments in the 'Design and Layout' section and requested to consider incorporating them into the scheme which they bring forward for approval of reserved matters.

Internal Drainage Board On the basis that surface water discharge from this development is to be restricted to the equivalent of 3 litres per second per developed hectare, the Board has not further comments to make.

Environment Agency No objections to the development

Highways Officer Thank you for the consultation dated 12th November. I make the following observations on behalf of the highway authority in relation to this application for outline permission for a care home and apologise for the delay in formally responding.

Clearly, given the history of the site there is no fundamental highway objection to the principle of the

proposal.

Although the application is for outline approval the means of access is for determination now with all other matters reserved for subsequent approval.

Despite this the application is supported by a plan for indicative purposes. I can confirm that I am content with the access arrangements together with the level of on site vehicle parking and manoeuvring provision. In this respect the supporting Transport Assessment includes an assessment of the parking demand undertaken using the TRICS database and the parking accumulation assessment indicates that the level of parking provided is sufficient to accommodate maximum demand.

Again, as with the previous application for the mixed use proposal over the entire site, no specific mention has been made to the requirement to provide a pedestrian link and raised pedestrian zebra crossing of Ivel Road between the site and the convenience store south of the site. Whilst I assume that this is a matter that can be detailed at reserved matters stage I have recommended inclusion of a Grampian condition to ensure that the provision is not overlooked between the various applications.

Ecology Officer

I have read through the ecological appraisal and subsequent bat report and I am satisfied that the proposals will not impact on a protected species. I note that a landscaping plan will be submitted and welcome the retention of the existing hedgerow, I would hope to see native species used for the hedgerow to reflect those found locally. The care home itself could also include some provision for biodiversity in the form of 3 integrated bird/bat boxes on the southerly elevation and 2 integral bird boxes on the north western elevation. This would support the NPPF requirement for development to deliver a net gain for biodiversity.

Economic Development and Regeneration

I welcome the development of the care home and recognise the employment this will create (though I did think it was a 70 bed home) I would note that the reduction in beds would reduce the employment numbers somewhat. (hard to estimate job numbers for care homes but 1 to 1 bed is something I have seen (though could be higher)

I would still wish for an element of employment to be on site, recognising our flexible B and non b space approach, As such, and as previously noted I would support the scheme, if B1 element is taken forward, on the basis that

this does go some way to the equivalence of jobs numbers we discussed. If the B1 (and we can be flexible on design, layout- small units would be better) does not go ahead I would not support.

Local Development Framework Team

The application site is part of a mixed use site which was allocated to meet the housing and employment needs of Central Bedfordshire. The adopted Plan for the North of Central Bedfordshire, the Core Strategy and Development Management Policies DPD (2009) describes Shefford as a small town which has received a high degree of housing growth. Local employment land provision has not kept pace and a number of employment sites have been redeveloped for housing. The majority of the local workforce therefore commutes out of the town to work. The Core Strategy seeks to redress this balance by allocating mixed use housing and employment sites to help reduce out commuting and make housing growth more sustainable. This approach was also welcomed by the Highways Authority and the Highways Agency in an attempt to reduce traffic generation particularly as the A507 and the A1 which would be impacted by development in this part of Central Bedfordshire. As a result the Core Strategy identifies a need for 2-4 hectares of employment land in Shefford.

In order to meet this employment need, Policy MA6 in the Site Allocations DPD (2011) allocates Land at Bridge Farm for a minimum of 70 dwellings and 2 hectares of employment land to be developed for uses compatible with the neighbouring residential area.

This application concerns the southern part of the land allocated by policy MA6 for B1 employment, with the northern parcel granted planning permission for 85 dwellings under planning application CB/12/02235/FULL.

An outline application for 1.82 hectares of commercial B1 space (CB/12/01123/OUT) was approved in November 2012 for the southern parcel of land which is now being considered in this application. The Section 106 agreement for this application required a three year marketing strategy, and three years have not yet passed. CBC Economic Development has confirmed that there is local need and evidence of demand for employment land and interest in the site from a local business wishing to vacate their current site.

A recent planning application (CB/14/03159) for the land

adjoining this site to the east was refused planning permission for 49 dwellings. The reasons for refusal included that the residential use would result in the loss of a safeguarded employment site which is unacceptable.

Whilst we could be more flexible about the types of employment use on this site providing they are compatible with residential, we do not consider a care home to be suitable alternative as there is evidence that local businesses do want to expand or relocate in this area. Therefore we consider this application is contrary to the Core Strategy and Site Allocations document which are the current adopted plans for this part of Central Bedfordshire. There is local need for employment land in Shefford and as such its loss to a care home should be resisted.

Housing Land Supply Position

The Development Strategy for Central Bedfordshire will be the new Local Plan for the district and will, once adopted, replace the existing suite of documents which make up the current development plan. Until then, the Core Strategy and Development Management Policies DPD (2009) continues to carry weight and should be used when determining applications in the north of Central Bedfordshire.

The Council published its SHLAA and Housing Trajectory in June 2014. The delivery rates within the Housing Trajectory have in the main been supplied by agents and developers and through site visits. There is no reason to assume that these are not a realistic estimate of annual delivery. The latest housing trajectory, available to view of the CBC website, shows that the Council has a 6.21 year supply of housing.

The application states that the provision of the care home would contribute to the Council's 5 year housing supply. The NPPF sets out a presumption in favour of sustainable development. It states that "relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five years supply of deliverable sites." Evidence shows that the Council can demonstrate a 5 year supply against its up-to-date objective assessment of housing need. Paragraph 14 (bullet 4) of the NPPF should therefore not be engaged and the relevant policies in the Core Strategy should be applied.

For the reasons set out above, we object to the proposal

for a care home on this site.

Public Protection - Noise

A noise assessment had been submitted in respect of the residential part of the site, which identified road traffic noise as the dominant noise source. Therefore I would suggest that the following condition is applied to any permission granted to protect the future occupiers of the care home.

“Prior to the commencement of the development hereby permitted, the applicant shall submit in writing for the approval of the local planning authority a scheme of noise attenuation measures which will ensure that internal noise levels from external road traffic noise sources shall not exceed 35dBLAeq, 0700-2300 in any habitable room or 30dBLAeq 2300-0700 inside any bedroom, and that external noise levels from external road traffic noise sources shall not exceed 55dBLAeq 1hr in any outdoor amenity areas. Any works which form part of the scheme approved by the local authority shall be completed and the effectiveness of the scheme shall be demonstrated through validation noise monitoring, with the results reported to the local planning authority in writing, before any permitted dwelling is occupied, unless an alternative period is approved in writing by the authority.”

As the proposed care home is to be located close to residential property and has a kitchen and plant room shown on the plans I would suggest the following condition to protect occupiers of these residential properties.

“All plant, machinery and equipment installed or operated in connection with this permission shall be so enclosed, operated and/or attenuated that noise arising from such plant shall not exceed a level of 5dB below the existing background level (or 10dB below if there is a tonal quality) when measured or calculated according to BS4142:1997, at the boundary of any neighbouring residential dwelling.”

Noise from construction activities on site is likely to have an impact on residents living near to the development. This aspect should be covered as part of a construction code of practice.

Public Protection
Contamination

- Due to the previous use of the site, and it being the responsibility of the developer to make the site safe and suitable for use, I would expect to attach the following

conditions to any permission granted:

Condition "1"

No development approved by this permission shall take place until the following has been submitted to and approved in writing by the Local Planning Authority:

A Phase 1 Desk Study report documenting the ground conditions of the site with regard to potential contamination, incorporating appropriate soils and gas sampling and adhering to BS 10175.

Condition "2"

No occupation of any permitted building shall take place until the following has been submitted to and approved in writing by the Local Planning Authority:

Where shown to be necessary by the Phase 1 Desk Study, a Phase 2 Site Investigation adhering to BS 10175.

Where shown to be necessary by the Phase 2 Site Investigation a detailed Phase 3 remediation scheme with measures to be taken to mitigate any risks to human health, groundwater and the wider environment. Any works which form part of the Phase 3 scheme approved by the local authority shall be completed in full before any permitted building is occupied.

The effectiveness of any scheme shall be demonstrated to the Local Planning Authority by means of a validation report (to incorporate photographs, material transport tickets and validation sampling), unless an alternative period is approved in writing by the Authority. Any such validation should include responses to any unexpected contamination discovered during works.

The British Standard for Topsoil, BS 3882:2007, specifies requirements for topsoils that are moved or traded and should be adhered to. The British Standard for Subsoil, BS 8601 Specification for subsoil and requirements for use, should also be adhered to.

There is a duty to assess for Asbestos Containing Materials (ACM) during development and measures undertaken during removal and disposal should protect site workers and future users, while meeting the requirements of the HSE.

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

Sustainability Officer

Reason: To protect human health and the environment The proposed development should comply with the requirements of the development management policies DM1: Renewable Energy and DM2: Resource Efficiency. The proposed development therefore should achieve at least 10% energy demand from renewable sources and meet BREEAM Excellent rating.

I note that the applicants propose to achieve BREEAM very good, however this is below policy standard and I would urge to deliver this scheme to BREEAM excellent standard.

Sustainability Statement provides information on the proposed sustainability measures to be included in the scheme. I would recommend that in addition to the proposed measures, the following issues are included:

- overheating and cooling as part of health and wellbeing;
- passive design to lower energy demand and ensure thermal comfort
- consideration of green roof as part of SuDS / passive design / ecological improvements

The full planning application should be supported by a BREEAM Design stage assessment demonstrating achievement of BREEAM excellent.

Should the planning permission be granted I would expect the following conditions to be attached:

- BREEAM excellent rating to be achieved;
- 10% energy demand of the development to be secured from renewable or low carbon sources.

Tree and Landscape Officer

Proposal is for the demolition of existing buildings and construction of a new Care Home and associated infrastructure.

Supplied with the application is a tree survey that identifies boundary hedgelines and four existing trees on site. The four trees identified include three Yew trees that have been maintained as a clipped feature of the existing site forming an arch to access the existing farmhouse, along with an early mature Walnut that is located

between the Yews. Pre application advice did suggest that it would be positive to try and include these boundary trees as part of any development application, but realistically it would be hard to include them except as a standalone feature. The application proposes their removal.

Hedgelines to the south and west boundary are to be retained and are indicated on supplied survey as having tree protection fencing erected as part of any development. It also states that there is an intention of planting 37 new trees on site and indicates new hedgeline to the north boundary.

As part of any full application we will require full landscape and planting details to include a comprehensive and imaginative selection of trees and shrub planting to compliment the final use of this land. We will look for large specimen trees in suitable areas along with standard tree planting.

Species, sizes and densities of planting along with a landscape management plan will be required.

Determining Issues

The main considerations of the application are;

1. The principle of the development
2. The effect upon the character and appearance of the area
3. Neighbouring amenity
4. Highway considerations
5. All other matters

Considerations

1. The principle of the development

The adopted Plan for the North of Central Bedfordshire, the Core Strategy and Development Management Policies DPD (2009) identified a need for 2.4 hectares of employment land in Shefford to balance the recent and planned housing growth with the need to provide jobs. In order to achieve the identified growth needs, Policy MA6 of the Council's Site Allocations Development Plan Document (adopted April 2011) allocated 5 hectares of land at Bridge Farm Shefford for a minimum of 70 dwellings and 2 hectares of employment land to be developed for uses compatible with the neighbouring residential area.

Policy CS9 sets out the Council's commitment to providing employment opportunities within the district, near to towns and in sustainable locations. In Shefford, local employment land provision has not kept pace with the housing growth and a number of employment sites have been redeveloped for housing. The majority of the local workforce therefore commute out of the town for work. The Core Strategy seeks to redress this balance by allocating mixed use

housing and employment sites to help reduce out commuting and make housing growth more sustainable. This approach was also welcomed by the Highways Authority and the Highways Agency in an attempt to reduce traffic generation particularly on the A507 and the A1 which would be impacted by development in this part of Central Bedfordshire.

In November 2012 the northern parcel of the site was granted planning permission for 85 residential dwellings, garages and associated works under reference number CB/12/01125/Full. The residential development is under construction and partly occupied.

Outline consent has also been granted for 1.82 hectares of commercial B1 Office space, approved under reference number CB/12/01123/OUT in November 2012 for the southern section of the site which is the subject of this application. The Section 106 agreement for application CB/12/01123/OUT required a three year marketing strategy in order to bring forward occupiers for the site, however three years have not yet passed. In addition, CBC Economic Development has confirmed that there is some evidence of demand for employment land and interest in the site from a local business wishing to vacate their current site. It is felt that while no future occupiers have come forward, the fact that the site has generated interest over the previous two years, potentially an occupier could come forward within the three year marketing period. Paragraph 22 of the NPPF advises that the long term protection of sites allocated for employment use should be regularly reviewed and where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits.

In this case the marketing information submitted by the applicant has been carefully considered. The need to market the site for a reasonable period of time, as set out in the Section 106 Agreement should be balanced against the benefits of proposal and the prospects of the site being used for its intended employment land allocation.

Demand

The proposed residential care home falls within the Ivel Valley locality. Ivel Valley covers 8 wards which includes Shefford, Biggleswade, Sandy and Arlesey.

According to the forecast modelling there will be demand for an additional 49 care home places in Ivel Valley by 2020. In addition the Council intends to replace capacity in three homes that it owns within the Ivel valley area. This increases the requirement by 105 places to 154. Currently in Ivel Valley there is one approved planning application for a care home at Kings Reach, Biggleswade but development has not yet commenced.

Therefore, notwithstanding the approved home in Biggleswade, the proposed scheme would meet a demonstrable need within the Ivel Valley locality.

The preferred location for residential care homes for older people is one within an existing settlement that allows for access to community facilities and also for the community to interact with the home. Location can be equally significant in relation to both staff and visitors being able to access the home easily.

Therefore the location of a home close to transportation links is to be encouraged. Home operators generally have a preference for homes with a main road frontage in order to create a visible 'presence' for the home and developments which lack this may prove difficult to market.

The proposed care home is part of a wider development area. It appears that the location has good road, cycle and bus links to nearby settlements. It is therefore considered to be an acceptable location for a care home. However while there is an identified need for the Care Home and the location is considered to be acceptable, the proposal need to be weighed carefully against the loss of the employment land and the requirements of Policy MA6.

The provision of a care home on the site is not considered to prejudice proposals for B1 uses coming forward on the remainder of the site. B1 use is considered to be compatible with adjacent residential use.

Job provision

The proposed Care Home would provide around 60 full-time equivalent jobs. Although the majority would be on a part time basis (it is estimated there would be 47 part time posts and 38 full time), the proposed care home would provide employment for up to 85 people. Shefford is fairly centrally located within Central Bedfordshire, therefore it is anticipated that the jobs created would provide employment for local residents. However, whilst creating employment, the proposal is not in accordance with Policy MA6 as the proposal does not fall within B1 use class.

Conclusion

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 (and Section 70 (2) of the Town and Country Planning Act 1990) requires that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The application site is outside of any defined Settlement Envelope. Policy DM4 allows for new residential development within Settlement Envelope boundaries in order to protect the character and appearance of the open countryside.

The site allocation is also outside of the Settlement Envelope, however at the time the provision of much needed employment land was considered to outweigh the harm to the character and appearance of the countryside.

The proposal would not be wholly in compliance with site allocation Policy MA6, however the identified need for the provision of residential care places added to the level of employment the care home would provide is a material consideration.

Based on the need outlined above and the job provision, the proposal would result in a benefit to the local economy in terms of job provision and care for the elderly population. This benefit is considered to outweigh any harm to the

character and appearance of the countryside and the non-compliance with Policy MA6.

The proposed Care home is therefore considered to be acceptable in principle

2. The effect upon the character and appearance of the area

As advised above the site is located on the edge of Shefford and outside of the existing Settlement Envelope. However the demand for the care home and the employment opportunity it would provide is considered to outweigh any harm to the character and appearance of the area.

In terms of external appearance of the building, while indicative plans have been submitted, detailed elevations, landscaping and layout would need to be approved at Reserved Matters stage. The site is in a prominent location on the edge of Shefford, as such it is expected that the building would be designed to a high standard and constructed using good quality materials. The building is proposed to be two storeys in height which is in keeping with the scale of the adjacent dwellings.

In principle the proposed care home in this location is not considered to result in harm to the character and appearance of the surrounding area.

3. Neighbouring amenity

The care home would be located to the front of the site adjacent to Ivel Road and on the corner of the junction with the access road into the new housing development to the north.

There are neighbouring residential properties opposite the proposed care home however they are separated by the public highway. The care home building would be visible to these properties however it is proposed to be two storeys in height and therefore would not appear overly dominant. It is acknowledged that the site has outline planning consent for B1 use and therefore potentially there could be commercial buildings in this location.

Detailed plans of the care home would need to be approved at Reserved Matters stage, therefore a full assessment of the impact on neighbouring amenity would be undertaken at this state.

In general the proposal is not considered to result in a significant impact on the amenity of adjacent occupiers.

4. Highway considerations

Given the history of the site there is no fundamental highway objection to the principle of the proposal.

Although the application is for outline approval the means of access is for determination now with all other matters reserved for subsequent approval.

Despite this the application is supported by a plan for indicative purposes. The access arrangements together with the level of on site vehicle parking and manoeuvring provision is considered to be acceptable. In this respect the supporting Transport Assessment includes an assessment of the parking demand undertaken using the TRICS database and the parking accumulation assessment indicates that the level of parking provided is sufficient to accommodate maximum demand.

The previous application for the mixed use proposal over the entire site included the provision of a pedestrian link and raised pedestrian zebra crossing of Ivel Road between the site and the convenience store south of the site. No specific mention has been made to the requirement to provide the crossing in this application. This is a matter that needs to be secured at outline stage, can be detailed at reserved matters stage and Highways have recommended inclusion of a Grampian condition to ensure that the provision is not overlooked between the various applications. The requirement for a safe crossing needs to be secured through this application and should be installed prior to first occupation of the care home.

5. All other matters

S106 Contributions

Given the C2 use of the care home, planning obligations would not be required as set out by the Planning Obligation Strategy.

Ecology

There are no objections to the development from an ecological point of view however a landscaping scheme and provision of bird/bat boxes would be welcomed.

Sustainability

As a care home, the proposal will be designed to meet relevant standards. In order to meet the requirement of Policy DM2 Sustainable construction of new buildings 10% energy demand of the development to be secured from renewable or low carbon sources and BREEAM excellent rating is to be achieved; this can be secured via a condition.

Human Rights/Equalities Act

Based on the information submitted there are no known issues raised in the context of the Human Rights and the Equalities Act and as such there would be no relevant implications

Recommendation

That conditional planning permission be granted subject to the expiry of the advertisement in the local press, for the following reason:

Reason for recommendation

The proposal is contrary to Policy MA6 of the Council's Site Allocations Development Plan Document (adopted April 2011) which allocated 5 hectares of land at Bridge Farm Shefford for a minimum of 70 dwellings and 2 hectares of employment land to be developed for uses compatible with the neighbouring residential area. However the proposed Care Home is considered to outweigh the departure from policy as it would provide a facility for which there is an identified demand in this location. The proposal would also generate a high level of job provision for the local community. It would not have a negative impact on the character of the area or an adverse impact on the residential amenity of neighbouring properties and is acceptable in terms of highway safety therefore by reason of its size, design and location, the proposal is in conformity with Policies DM3, DM4 and CS3, CS5 and CS9 of the Core Strategy and Management Policies, November 2009; and The National Planning Policy Framework.

RECOMMENDED CONDITIONS / REASONS

- 1 Application for the approval of the reserved matters shall be made to the Local Planning Authority within three years from the date of this permission. The development shall begin not later than two years from the final approval of the reserved matters or, if approved on different dates, the final approval of the last such matter to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 **No development shall take place until approval of the details of the appearance, landscaping, layout and scale of the development (herein called "the reserved matters") has been obtained in writing from the Local Planning Authority. The development shall be carried out in accordance with the approved details.**

Reason: To comply with Article 3 of the Town and Country Planning (General Development Procedure) Order 1995 (as amended).

- 3 **No development shall take place until details of the existing and final ground and slab levels of the buildings hereby approved have been submitted to and approved in writing by the Local Planning Authority. Such details shall include sections through both the site and the adjoining properties, the location of which shall first be agreed in writing with the Local Planning Authority. Thereafter the site shall be developed in full accordance with the approved details.**

Reason: To ensure that an acceptable relationship results between the new development and adjacent buildings and public areas.

- 4 **No development shall commence until a scheme of noise attenuation measures which will ensure that internal noise levels from external road traffic noise sources shall not exceed 35dB LAeq, 0700-2300 in any habitable room or 30dB LAeq 2300-0700 inside any bedroom, and that external noise levels from external road traffic noise sources shall not exceed 55dB LAeq 1hr in any outdoor amenity areas, has been**

submitted to and approved by the Local Planning Authority. Any works which form part of the scheme approved by the local authority shall be completed and the effectiveness of the scheme shall be demonstrated through validation noise monitoring, with the results reported to the local planning authority in writing, before any permitted dwelling is occupied, unless an alternative period is approved in writing by the authority.

Reason: In the interest of amenity.

- 5 All plant, machinery and equipment installed or operated in connection with this permission shall be so enclosed, operated and/or attenuated that noise arising from such plant shall not exceed a level of 5dB below the existing background level (or 10dB below if there is a tonal quality) when measured or calculated according to BS4142:1997, at the boundary of any neighbouring residential dwelling.

Reason: In the interest of amenity.

- 6 The Carehome hereby granted permission shall only be used for a use within Class C2 of the Town and Country Planning (Use Classes) Order 1987 (Amended) or as subsequently amended.

Reason: To ensure that the building is used for an appropriate use in the interests of residential amenity and highway safety.

- 7 **No development approved by this permission shall take place until the following has been submitted to and approved in writing by the Local Planning Authority:**

A Phase 1 Desk Study report documenting the ground conditions of the site with regard to potential contamination, incorporating appropriate soils and gas sampling and adhering to BS 10175.

Reason: To protect human health and the environment

- 8 **No occupation of any permitted building shall take place until the following has been submitted to and approved in writing by the Local Planning Authority:**

Where shown to be necessary by the Phase 1 Desk Study, a Phase 2 Site Investigation adhering to BS 10175.

Where shown to be necessary by the Phase 2 Site Investigation a detailed Phase 3 remediation scheme with measures to be taken to mitigate any risks to human health, groundwater and the wider environment. Any works which form part of the Phase 3 scheme approved by the local authority shall be completed in full before any permitted building is occupied.

The effectiveness of any scheme shall be demonstrated to the Local Planning Authority by means of a validation report (to incorporate

photographs, material transport tickets and validation sampling), unless an alternative period is approved in writing by the Authority. Any such validation should include responses to any unexpected contamination discovered during works.

The British Standard for Topsoil, BS 3882:2007, specifies requirements for topsoils that are moved or traded and should be adhered to. The British Standard for Subsoil, BS 8601 Specification for subsoil and requirements for use, should also be adhered to.

There is a duty to assess for Asbestos Containing Materials (ACM) during development and measures undertaken during removal and disposal should protect site workers and future users, while meeting the requirements of the HSE.

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

Reason: To protect human health and the environment

- 9 **No development shall commence at the site before details of how the development will achieve 10% or more of its own energy requirements through on-site or near-site renewable or low carbon technology energy generation have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed to achieve a very good BREEAM rating. The development shall be carried out as approved.**

Reason: In the interest of sustainability.

- 10 The proposed building shall not exceed the height parameters as shown on plan F005 rev D Indicative Scale Parameters.

Reason: In the interests of visual amenity.

- 11 **No development shall commence until full engineering details of the access arrangements shown on the submitted plans have been submitted to and approved by the Local Planning Authority and no development approved under any subsequent reserved matters application shall be brought into use until such time as the agreed works have been implemented.**

Reason: To ensure the provision of appropriate access arrangements and associated off-site highway works in the interests of highway safety.

- 12 The building shall not be occupied until such time as a raised pedestrian

zebra crossing on Ivel Road has been provided in accordance with details to be submitted to and approved by the Local Planning Authority.

Reason: To ensure the provision of appropriate access arrangements and associated off-site highway works in the interests of highway safety.

13 Notwithstanding the detail shown on the plans submitted with the outline permission hereby approved any submission for approval of reserved matters shall include the following;

- Pedestrian and cycle linkages to existing routes including the provision of a footway along the entire highway frontage of the overall site.
- Vehicle parking in accordance with the councils standards applicable at the time of submission or otherwise agreed by the Local Planning Authority
- Provision for service vehicles to park and turn within the Care Home site
- Cycle parking and storage in accordance with the council's standards applicable at the time of submission.
- Wheel cleaning arrangements.
- Closure of any existing vehicle access within the Ivel road frontage of the site.

Reason: To ensure that the development of the site is completed to provide adequate and appropriate highway arrangements at all times.

14 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers F003 rev F, F005 Rev D, Statement of Community Involvement, Arboricultural Survey 30/10/14, Interim Travel Plan October 2014, Bat Survey ref J005527, Flood Risk Assessment ref: 8684, Care Needs Assessment Report October 2014, Waste Management Plan 9V1/24/07/14), Transport Statement October 2014, Extended Phase I Habitat Survey ref J005315, Sustainability Statement July 2014, Engineering Design Philosophy October 2014, Marketing Report October 2014, Quarterly Marketing Update February 2014

Reason: To identify the approved plan/s and to avoid doubt.

Notes to Applicant

1. This permission relates only to that required under the Town & Country Planning Acts and does not include any consent or approval under any other enactment or under the Building Regulations. Any other consent or approval which is necessary must be obtained from the appropriate authority.

2. The applicant is advised that in order to comply with this permission it may be necessary for the developer of the site to enter into an agreement with Central Bedfordshire Council as Highway 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 Development Control Group, Development Management Division, Central Bedfordshire Council, Priory House, Monks Walk, Chicksands, Shefford SG17 5TQ.

Statement required by the Town and Country Planning (Development Management Procedure) (England) (Amendment No. 2) Order 2012 - Article 31

Approval of Planning permission has been recommended for this proposal. Discussion with the applicant to seek an acceptable solution was not necessary in this instance. The Council has therefore acted pro-actively to secure a sustainable form of development in line with the requirements of the Framework (paragraphs 186 and 187) and in accordance with the Town and Country Planning (Development Management Procedure) (England) (Amendment No. 2) Order 2012.

DECISION

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