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| Case Number | 20/00492/FUL (Formerly PP-08411577) |
| Application Type | Full Planning Application |
| Proposal | Erection of 4-storey, 80 bed care home (Use Class C2) with associated car parking and landscaping (Amended Drawings) |
| Location | Land Between 216B & 288 Twentywell Lane Sheffield S17 4QF |
| Date Received | 10/02/2020 |
| Team | South |
| Applicant/Agent | DLP Planning Ltd |
| Recommendation | Grant Conditionally |

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:
 - Location Plan / 2521 HIA ZZ XX DR A 0101
 - External Works - Surfacing and edging plan / 202B (uploaded on 25 August 2020)
 - External Works - Retaining Walls and levels plan / 203B (uploaded on 25 August 2020)
 - Indicative External Lighting and Irrigation Layout / 204C (uploaded on 01 September 2020)
 - Garden Structures and Artifacts Plan / 205C (uploaded on 01 September 2020)
 - Landscape Proposals / 102E (uploaded on 25 August 2020)
 - Boundary Treatment Plan / 201E (uploaded on 25 August 2020)
 - Proposed Elevations 1 of 2 / 2521-HIA-ZZ-XX-DR-A-0301 P9 (uploaded on 25 August 2020)

- Proposed Elevations 2 of 2 / 2521-HIA-ZZ-XX-DR-A-0302 P9 (uploaded on 25 August 2020)
- Proposed Ground Floor Layout / 2521-HIA-ZZ-00-DR-A-0201 P10 (uploaded on 25 August 2020)
- Proposed First Floor Layout / 2521-HIA-ZZ-01-DR-A-0211 P10 (uploaded on 25 August 2020)
- Proposed Second Floor Layout / 2521-HIA-ZZ-02-DR-A-0221 P8 (uploaded on 25 August 2020)
- Proposed Third Floor Layout / 2521-HIA-ZZ-03-DR-A-0231 P10 (uploaded on 25 August 2020)
- Site Sections A to D / 2521-HIA-ZZ-XX-DR-A-0403 P8 (uploaded on 25 August 2020)
- Site Sections E to H / 2521-HIA-ZZ-XX-DR-A-0404 P7 (uploaded on 25 August 2020)
- Site Sections J to M / 2521-HIA-ZZ-XX-DR-A-0405 P7 (uploaded on 25 August 2020)
- Proposed Site Layout / 2521-HIA-ZZ-XX-DR-A-0102 P4 (uploaded on 25 August 2020)

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. No above ground works shall commence until the highways improvements (which expression shall include pedestrian safety measures) listed below have either:
 - a) been carried out; or
 - b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is brought into use into use and the development shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

- Details of the site access with Twentywell Lane including specifications for kerb edgings and tactile pavings.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting the free and safe flow of traffic on the public highway.

4. No demolition and/or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the

highway. Full details of the proposed cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway, it is essential that this condition is complied with before any works on site commence.

5. No development shall commence until a construction management plan giving details of the site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles, for the storage of materials, of vehicular routeing for vehicles engaged in construction, and construction vehicle parking/manoeuvring areas has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such measures shall be provided/implemented in accordance with approved details and retained/followed for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority

Reason: In the interests of protecting the free and safe flow of traffic on the public highway, it is essential that this condition is complied with before any works on site commence.

6. Development shall not commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the Local Planning Authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

7. No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason: In the interests of protecting the biodiversity of the site. It is essential that this condition is complied with before any other works on site commence given that damage to existing habitats is irreversible.

8. Prior to the commencement of development a revised Arboricultural Method Statement and drawings should be submitted to and approved by the Local Planning Authority identifying details of; maximum depth of topsoil fill within RPAs, the requirement for hand working only within the RPA of retained trees, the minimum offset from the base of retained trees for any soiling work and arrangements for carrying out this work within the construction exclusion zone

defined by fixed tree protection fencing. Thereafter, the approved works shall be undertaken in full accordance with the approved details.

Reason: In the interests of the visual amenities of the locality.

9. No development shall commence until full details of measures to protect the existing trees, shrubs and hedges to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

10. Supplementary intrusive investigations, as required by the Environmental Protection Service, shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to the development commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

11. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

12. No development shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail

phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

13. No development shall commence until detailed proposals for surface water disposal, including calculations have been submitted to and approved in writing by the Local Planning Authority. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of QBar based on the area of the development. An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

14. No development shall commence until a Slope Stability Report has been submitted to and approved in writing by the Local Planning Authority. This report must include:

- Detailed proposals to ensure the long term stability of the slope within the site.
- A timeframe for implementation of those proposals.

The proposals must be carried out in accordance with the approved details and timescales thereafter.

Reason: In the interests of the safe redevelopment of the site and the safety of surrounding residents/property.

15. Within six months of the development commencing, a detailed Inclusive Employment and Development Plan for that phase, designed to maximise opportunities for employment and training from the construction phase of the development, shall have been developed collaboratively with Talent Sheffield and submitted to and approved in writing by the Local Planning Authority.

The Plan shall include a detailed Implementation Schedule, with provision to review and report back on progress achieved, via Talent Sheffield, to the Local Planning Authority. Thereafter the Plan shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for Sheffield from the construction of the development.

16. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

17. Prior to the commencement of development a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority, and thereafter the development shall be carried out in accordance with the approved details. The plan must include the following:
 - a) A risk assessment of the potentially damaging construction activities in relation to wildlife and habitats.
 - b) The appointment of an Ecological Clerk of Works to provide information and guidance to site staff.
 - c) A method statement for the protection of terrestrial mammals and other fauna that may be encountered on site.
 - d) The use of protective fencing, exclusion barriers and wildlife safety measures.
 - e) Measures to protect immediately adjacent habitats.

Reason: In the interests of biodiversity.

Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)

8. Upon completion of any measures identified in the approved Remediation

Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with.

19. Prior to the installation of any external lighting, full details including a scheme of works to protect the occupiers of adjacent dwellings from disamenity, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 Guidance Notes for the Reduction of Obtrusive Light.

The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property

20. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent dwellings from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- a) Drawings showing the location of the external flue ducting and termination, which should include a low resistance cowl.
- b) Acoustic emissions data for the system.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.

The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

21. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

22. Large scale details, including materials and finishes, at a minimum of 1:20 scale of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- Door and windows window reveals,
- Eaves and verges,
- External wall construction,
- Brickwork detailing,
- Entrance canopies, and
- Rainwater goods,

Thereafter, the works shall be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development.

23. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development.

24. Details of a green roof(s) (vegetated roof system) covering a minimum area of 80% of the roof and a green wall including full details of the green roof and wall construction and specification, together with a maintenance schedule, shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site. Unless an alternative specification is approved the green roof shall include a substrate based growing medium of 80mm minimum depth and incorporating 15 - 25% compost or other organic material and the vegetation type shall be herbaceous plants. The plant sward shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

25. The care home shall not be used unless the car parking accommodation as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

26. The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is

occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

27. The 2.1metre high obscured glazed balustrade to the west elevation of the terrace areas as shown on the following Drawings; Proposed Elevations 1 of 2 (2521-HIA-ZZ-XX-DR-A-0301 P9), Proposed Second Floor Layout (2521-HIA-ZZ-02-DR-A-0221 P8, Proposed Third Layout (2521-HIA-ZZ-03-DR-A-0231 P10) shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity before the development is occupied. Thereafter the screen shall be retained and no part of the glazed balustrade shall at any time be glazed with clear glass.

Reason: In the interests of the amenities of occupiers of adjoining property.

28. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality.

29. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

Reason: In the interests of the visual amenities of the locality.

30. Prior to the occupation of any part of the development, a detailed Travel Plan(s), designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes, shall have been submitted to and approved in writing by the Local Planning Authority. Detailed Travel Plan(s) shall be developed in accordance with a previously approved Framework Travel Plan for the proposed development, where that exists.

The Travel Plan(s) shall include:

1. Clear and unambiguous objectives and modal split targets;
2. An implementation programme, with arrangements to review and report back on progress being achieved to the Local Planning Authority in accordance with the 'Monitoring Schedule' for written approval of actions consequently proposed;

3. Provision for the results and findings of the monitoring to be independently verified/validated to the satisfaction of the Local Planning Authority;
4. Provisions that the verified/validated results will be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

On occupation, the approved Travel Plan(s) shall thereafter be implemented, subject to any variations approved in writing by the Local Planning Authority.

Reason: In the interests of delivering sustainable forms of transport.

31. The development shall not be used unless forward visibility sight lines have been provided in accordance with the approved plan (Dwg No ADC1512-DR-001 P1 - ADC Infrastructure Transport Statement Ref ADC1512-RP-B) and no obstruction to visibility greater than 600 mm above the level of the adjacent carriageway shall be allowed within these sight lines.

Reason: In the interests of the safety of road users it is essential for these works to have been carried out before the use commences.

32. Within 1 month of the commencement of development a biodiversity enhancement plan shall be submitted to, and approved in writing by the Local Planning Authority.

The plan shall include the following.

- a) Purpose and conservation objectives for the enhancement plan.
- b) A detailed plan of the finished landforms and habitats to be created.
- c) Timetable for implementation.
- d) Persons responsible for implementing the works.
- e) Details of initial aftercare and long-term maintenance.
- f) Details for monitoring and remedial measures.
- h) Ongoing monitoring and remedial measures.

The Biodiversity Enhancement Plan shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery.

Reason: In the interests of biodiversity.

33. Unless otherwise approved in writing by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no building shall be occupied prior to the completion of the approved foul drainage works.

Reason: To ensure satisfactory drainage arrangements.

Other Compliance Conditions

34. The Local Planning Authority shall be notified in writing when the landscape works are completed.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

35. Prior to being discharged into any watercourse, surface water sewer or soakaway system all surface water drainage from parking areas and hardstandings shall be passed through a petrol/oil interceptor designed and constructed in accordance with details to be approved in writing by the Local Planning Authority.

Reason: Prevent pollution of the water environment.

36. The development shall be implemented in accordance with the foul water discharge details given in "The Drainage Strategy & Flood Risk Assessment" prepared by Arc Engineers (Report dated December 2019).

Reason: In the interests of sustainable drainage.

37. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

Reason: In order to ensure that any contamination of the land is properly dealt with.

38. The soft landscaped areas shall be managed and maintained for a period of 5 years from the date of implementation and any plant failures within that period shall be replaced in accordance with the approved details.

Reason: In the interests of the visual amenities of the locality.

39. Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed or pruned without the prior written approval of the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality.

40. The Local Planning Authority shall be notified in writing upon completion of the green roof.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

41. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2300 on Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

Attention is Drawn to the Following Directives:

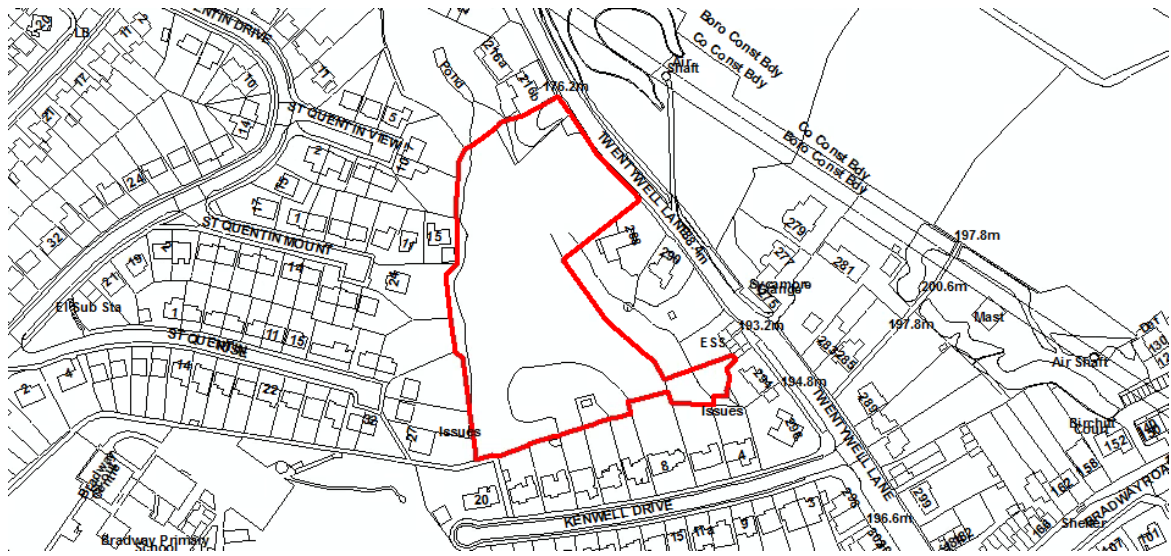
1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. For larger commercial kitchens or cooking types where odour and noise risk is higher, reference should be made to the updated guidance document; 'Control of odour and noise from commercial kitchen exhaust systems' (EMAQ; 05/09/2018). Appendix 2 of the document provides guidance on the information required to support a planning application for a commercial kitchen
3. Plant and equipment shall be designed to ensure that the total LA_r plant noise rating level (i.e. total plant noise LA_{eq} plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA₉₀ background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
4. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:
 - Reference to permitted standard hours of working;
0730 to 1800 Monday to Friday
0800 to 1300 Saturday
No working on Sundays or Public Holidays
 - Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
 - A communications strategy for principal sensitive parties close to the site.
 - Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
 - Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
 - Vibration.
 - Dust - including wheel-washing/highway sweeping; details of water supply

arrangements.

- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.commercial@sheffield.gov.uk.

Site Location



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LOCATION AND PROPOSAL

The application site is located to the west of Twentywell Lane, towards its southern end within the area of Bradway.

The Adopted Unitary Development Plan designates the site as being within a Housing Area. The site is currently largely unoccupied, containing largely vacant land and a number of small, simply constructed buildings. There are multiple trees across the site, mainly towards the periphery and the remainder is largely unmanaged grassland. There is a brook/watercourse along the site's western boundary and a culverted watercourse within the eastern portion of the land. The site slopes upwards from north to south by approximately 16 metres, whilst from east to west the site is relatively level. There is a current vehicle access to the site from Twentywell Lane.

The application seeks consent for an 80 bedroomed care-home facility (use class C2), with associated hard and soft landscaping alterations. The building would be four storeys in height at its northern portion, which would become one storey at its northern end given the upward sloping land. The hard landscaping would include parking for 34 cars, which would be located within the north eastern portion of the site. The care home accommodation includes individual en-suite bedrooms, communal lounge/dining facilities, kitchen areas, staff spaces, a resident's café and cinema, plant room, ancillary offices and facilities.

RELEVANT PLANNING HISTORY

92/00720/FUL; Tipping of excavation spoil to raise level of land and replanting as woodland
Approved- 19.10.1992

95/01544/OUT; Outline Permission for erection of one bungalow and garage
Approved - 15.02.1996. This Approval was later renewed on two separate occasions.

06/04106/OUT; Erection of bungalow
Approved - 13.03.2007. This Approval was later renewed on two separate occasions.

16/02592/OUT; Erection of a bungalow
Approved - 30.08.2016

The applicant sought pre-application advice prior to the submission of the current application, relating to an 80-bed care home facility. The building showed a less linear footprint, giving a more staggered composition. The layout retained the previously approved bungalow and provided off street parking for 26 cars.

The feedback given at that stage supported the principle of the proposed development, and the scale of the proposed building. The implications on neighbouring occupiers were broadly considered to be capable of being supported,

and some design alterations predominantly to the appearance of the building were suggested.

REPRESENTATIONS

First Round of Publicity

After neighbour notification, the placement of site notices and a press advertisement, 184 objections have been received in response. These are summarised as:

Design

- Building of excessive size, scale, bulk, out of keeping, and overbearing. Equivalent to 5.5 / 6 storeys. Overdevelopment. Position on slope will exaggerate impacts. Unsympathetic materials. Appears as a prison / budget hotel / student accommodation / industrial unit / modern secondary school.
- Existing townscape is a mixed housing stock, with tallest buildings nearby being three storeys. Proposal lacks respect for architecture and topography of area. Will harm street scene and dominate skyline / views from numerous surrounding roads. Uncharacteristic details. One defining characteristic of site is the hedgerow and mature trees.
- Conflict with local and national design-based policies.
- Twentywell Lane's steepness will limit resident's access to locality. Sloped site will make resident access to grounds difficult. Outdoor space is minimal and poorly lit.
- Care home not convertible to other uses if it fails.
- Proposal should utilise brownfield land elsewhere.
- Small housing development would be more practical.
- Setting of precedent

Sustainability

- No sustainable architecture or energy production methods.
- Blocks sunlight and undermines photovoltaic panels on neighbouring properties.

Local Planning History

- Previously proposed smaller buildings on land adjacent to the site (including part of the current site) were rejected planning permission and dismissed at appeal.
- A neighbour has had planning permission refused due to overlooking of the current site.
- The landfilling at the site was required to be subsequently landscaped, however, this was never carried out.
- The outline approval for a bungalow at the site would be more appropriate.

Existing Care Homes

- Sheffield has multiple care homes near the site, including a recent nearby approval. Vacancies at numerous of these. These facilities would potentially close.
- Growing preference for care to take place within the home.
- Likely to be unviable, and a change of use to flats would be sought.

- Using Office of National Statistics to evidence need is spurious as they are often criticised for releasing inaccurate/misleading data.

Housing Supply

- Doubtful that proposal will alleviate housing issues in the area as claimed.

Living Conditions

- Harm to outlook of neighbouring occupiers on all sides of development. No detail given regarding visual impacts. Loss of views of surrounding countryside. Trees' winter leaf loss limits screening.
- Inadequate separation from neighbouring properties according to other Council's Supplementary Planning Documents. Overshadowing, overbearing and over-dominating impacts
- Overlooking and loss of privacy. Building is substantially taller than existing trees. Care home residents will spend much of the time in their rooms. Multiple occupancy requires increased separation. DLP (current application's Agents) commented in regard to an application relating to Num 15 St Quentin Mount that windows should face away from adjoining land.
- Loss of light. A sunlight assessment should be done. Num 288 Twentywell Lane achieves Passivhaus standards and proposal compromises this.
- Noise and pollution, from vehicular movements, outdoor staff area, extraction, heating and air circulation equipment, sub-station, lighting on a 24/7 basis.
- Odours.
- No refuse storage details.
- Harmful impacts on health and well-being.

Open Space

- Planning Statement describes application as an area of open space. Also identified as open space in the Council's 2015 Planning Strategy, the emerging Development Plan and the Sheffield Development Framework - Preferred Options Proposals Map. Implications apply to public and private land.
- Contrary to NPPF Para 97, UDP policies LR4, LR5 and LR8 and Core Strategy Policy CS47. Site contributes to natural environment and quality of life of adjacent occupiers
- Site is free from development which surrounding properties rely on for visual amenities and in some cases outlook. Valued by local community, due to tranquillity and biodiversity value.

Highways Issues

- Inadequate car parking. On-street parking would cause safety issues and endanger pedestrian safety. Working hours will make staff use of public transport unlikely. Nearest bus stops are further away than stated in Transport Statements. Bus services are poor. Visitors likely to use private cars. Surrounding topography will heavily discourage walking.
- Transport Statement includes inaccuracies/errors. Doesn't consider existing network congestion issues. No promotion of sustainable transport. Uses staffing

forecasts without foundation and data from operator's other venues should be used. Refers to an Access Appraisal Report which isn't provided. Stopping distance data appears to have been incorrectly calculated. Surveys done out of school run hours, and for inadequate time length. The 30mph vehicle speed activated sign referred to in the Transport Assessment was removed over 2 years ago.

- Existing pavement to one side of road for long length and is narrow, forms a pedestrian safety issue. Speed limits frequently not adhered to. Developer should be made to provide a fixed speed camera. Black ice / hazardous conditions are common in winter. Road heavily used by HGVs.
- TRICS data has been used, instead of data from operator's existing facilities.
- Additional traffic on narrow road will cause more congestion/further delays. Accident clusters and vehicle queues at top and bottom of Twentywell Lane are not considered. Twentywell Lane is a common 'rat-run' and scheme will increase/disperse this.
- Kenwell Drive is unsuitable for car numbers currently parking there (due to school run).
- Adequate visibility splays not demonstrated. Site access is constrained, given bend and gradient. Site's constraints will cause issues for emergency and refuse vehicle access. Drawings show large vehicles will use opposite carriageway when exiting site and cause blockages.
- No Travel Plan has been submitted, no commitment to actively manage staff travel.
- No assessment of construction traffic.
- Local topography will mean local shops won't benefit.
- Possible that a pedestrian entry could be created onto Kenwell Drive. Would be an issue as road is already very busy.

Landscaping

- Mature trees started to be removed from the site two years ago.
- UDP policy GE15 requires trees and woodland to be encouraged and protected. Loss of natural woodland/green space. Large numbers of trees will be removed, from what was part of an Ancient Woodland. Site was part of Lady Spring Woods.
- No Arboricultural Impact Assessment, so application is not valid. All trees within the site of 288 and 290 Twentywell Lane are covered by a blanket TPO.
- The proposed landscaping works will take many years to generate and won't adequately screen building. Inadequate space for tree maintenance.
- Proposed planting plan includes trees in neighbouring land, which are covered by TPO. One of the neighbouring trees is an ash (without die-back), so should be safeguarded.

Ecology

- Site home to abundant wildlife; including at least one family of badgers, breeding badger setts, colonies of bats, bees, birds, hedgehogs, foxes, frogs, butterflies, moths and insects at the site. Breeding owls have been spotted using the site for nesting. A fox family breed there annually. Ecology Survey/s don't identify much of this and contain many inaccuracies. Development would result in a net loss of biodiversity wildlife habitat.

- Ecology documents are out of date and invalid. Carried out during sub-optimal period, especially when surveying for badgers and refer to a proposed development differing from the submission. Heavily redacted. Parts of surveys are incomplete.
- Bird nesting not identified contrary to observations. Certain bird species not identified either.
- No consideration of flora or fauna loss.
- Newts in neighbouring pond undoubtedly are from site.
- Lighting impacts on bats ignored.
- Surrounding woodland is identified as Plantation, when it's a Local Wildlife Site.
- NPPF requires biodiversity to be protected / enhanced, and refusal of any schemes causing harm.
- Core Strategy policy CS74 and UDP policy GE11 requires habitats and open spaces to be respected and taken advantage of and for the natural environment to be enhanced.
- Site is a wildlife corridor. UDP policy GE10 expects such resources to be retained and enhanced and protected from development.
- Previous mechanical digging destroyed a fox den.

Flooding and Drainage

- Site is vital to surface water run-off management with two important soakaway streams, and disturbance of these could cause localised flooding elsewhere. Drainage issues already exist as flooding has occurred. Ground conditions and amount of additional hardsurfacing will add to issues.
- Culvert capacity needs to be established.
- Water discharged from parking areas will include contaminants.
- Implications for nearby ponds.
- No details of sewage disposal are provided.
- Reduction of water pressure.
- Illegal attempts made to change culvert topography.

Ground Stability

- Land unstable given previous landfilling and culvert. Landfill would need to be taken and dumped elsewhere.

Contamination Issues

- Asbestos is noted in the made ground. No commitment to site remediation.
- No detail on landfill treatment or excavated material.

Archaeological Issues

- The Archaeological Assessment includes a proposal differing from submission.
- Assessment doesn't mention an ancient track which passes through the site according to local historical research.

Noise Assessment

- No Noise assessment provided to cover likely impacts on surrounding neighbours. Should include details relating to formation of the proposed foundation works, other construction activities and general operation of the proposed development.

Planning Statement

- Includes details of a development proposal differing from that identified in document.

Healthcare provisions

- Increased pressure on GP surgeries.

Local Shops

- Residents will be unlikely to use local shops.
- Overflow parking at shops would harm trade.

General Comments

- Impact on house prices.
- Ecology conservation centre would be more welcome.
- Jobs won't be attractive to local residents, as locality is characterised by those retired / in more lucrative areas of work.
- Homes vacated by scheme's residents will not be affordable to 1st time buyers.
- Concerns regarding fire safety.
- Owner of site retains an unoccupied house on Kenwell Drive if needed for access to the development site.
- COVID19 shows how vulnerable care homes are, and has affected their viability.
- Proximity to existing Public Footpath is irrelevant
- Full Application drawings differ from pre-application drawings.
- No information about the development came up on searches for an adjoining property.
- Covenant restricts development to a bungalow.
- Care home wouldn't be occupied by local residents.

Community Consultation

- Lack of consultation. No feedback was able to be provided, and the applicant didn't correctly engage with the community, as per the Planning Practice Guidance.

Construction Programme

- Construction will take up to 2 years and cause disruption.
- Road unsuitable for construction traffic, and it will worsen traffic matters.

Bradway Action Group have submitted 2 representations, which can be summarised as:

- Inadequate pre-submission consultation with community. Conflicting with NPPF, or Sheffield's 'Added Value Test'.

- Permission granted in 1992 for tipping in part of site, was subject to requirement for woodland planting which wasn't carried out. Anything which was planted was cleared 2 years ago.
- Development would dominate a peaceful part of the site.
- Cramped form of development, with crowded entrance area.
- Overbearing impacts to neighbouring occupiers.
- Poor appearance. Out of keeping.
- Previous tree removal works lead to concerns around ecological requirements.
- Inaccurate details about local bus services.
- Adjacent pavements are narrow, discouraging/preventing use.
- Vehicle speeds an issue.
- Uncertain whether access point is safe given gradient on road. Querying of refuse vehicles' entry and exit.
- Insufficient parking spaces.
- Drainage and sewerage techniques unclear. Green roof should be included to limit run off. Site vital to surface water run-off
- Query how residents would be accommodated within health service.
- Facility not required.
- Inadequate community consultation by Applicants.

Bradway Neighbourhood Group

The comments of this group can be summarised as:

- Poor design. Over-development.
- Loss of Open Space.
- Harm to amenities of adjoining residents. NPPF Para 127, Core Strategy policy CS74, and UDP policies H14 and H15 would be conflicted with. 19 neighbouring properties will have a direct relationship to development.
- Neighbouring properties will experience noise and disturbance, air pollution, overbearing impacts due to excessive height and proximity, loss of light, overshadowing.
- Loss of biodiversity.
- Ecology documents are out of date.
- Asbestos presence noted, and no details of site remediation are provided.
- Inadequate community involvement prior to application's submission.
- No Arboricultural Impact Assessment. So not possible to establish proposal's impacts on remaining trees.
- Relationship with surrounding buildings not shown in site sections. Some drawings indicate amenity will be borrowed from adjacent properties. Also state that certain trees in neighbouring sites will be retained. Site largely enclosed by rear gardens.
- Site serves as an area of valuable open space. Some surrounding properties rely on site for their visual amenity and outlook. Provides tranquillity and biodiversity area/green corridor. Whilst identified as housing area in the UDP, local authority must acknowledge importance of site as open space having identified it as such in the most recent iterations of the Development Plan. NPPF para 97 allows open space to only be built upon in specific circumstances. UDP policy LR4 defines open space and includes the type of space featured in the site and presumes against development. Site would also conflict with policy LR5 and LR8.

- Tree cover along boundary is a continuation of an area of woodland in ownership of 288 & 290 Twentywell Lane (and is protected by a blanket TPO).
- Twentywell Lane carries high traffic volumes leading to congestion.
- Townscape includes a mix of housing stock (mainly two storeys). Presence of hedgerow and mature trees is consistent element in locality.
- Biodiversity impacts will be contrary to Core Strategy policy CS74, UDP policy GE11, GE15. Will prevent site's function as a green corridor. Would conflict with NPPF paragraphs 174 and 175.
- Scheme within root protection area of trees, and impacts on these cannot be quantified, but given alterations to levels trees will be adversely impacted upon.

Councillor and MP Representations

Cllrs Martin Smith and Colin Ross submitted representations which can be summarised as:

- Massing and height will be unduly prominent, from several neighbouring streets. Out of character and proportion in area.
- Loss of amenity; including overbearing impacts, loss of privacy.
- Inadequate on-site parking. On street parking would lead to road safety concerns. Many parents and children use Twentywell Lane to get to the nearby primary school. Use of parking area in shopping area would undermine their viability.
- Ecological impacts.
- Drainage implications on the gully at west of site. Large development would increase flood risks of area.
- Site is currently designated as Open Space, so there is a presumption against development unless certain conditions are met.

Olivia Blake MP has submitted a representation in objection to the application, and in support of the constituents who've raised concerns about the proposal. The comments made are summarised as:

- Overdevelopment. 4 storeys would be much taller than surrounding properties, and anomalous to the local environment. Building is generic in design.
- Proximity to neighbouring boundaries causing overlooking and light loss.
- Site is open land used by wildlife. Proposal would cause significant loss of green, open space and loss of biodiversity. Site houses a number of badger setts, and is regularly frequented by foxes. Space should be protected as city aims to be carbon-zero by 2030.
- Site is inaccessible; poor pavement provision, icy in wintry conditions, poor public transport.
- Inadequate car parking provisions. Overflow parking will worsen highway safety issues.
- Inadequacy of applicant's pre-submission consultation.

The Sheffield & Rotherham Wildlife Trust have submitted three separate representations objecting to the scheme which are summarised as follows:

- Land is allocated as residential on the Sheffield UDP, maps appearing to be from the 2015 Local Plan consultations show site is Open Space, and it should be considered if weight is given to this draft allocation.
- A detailed bird survey was recommended in the Preliminary Ecological Appraisal, but one hasn't been provided. Local residents have provided information on bird species, tawny owls and woodpeckers.
- Removal of trees prior to the Preliminary Ecological Appraisal. This tree removal is now subject to Forestry Commission investigation work. Officer should consult with Forestry Commission and assess the conditions attached to 16/02592/OUT.
- The NNPF requires developments to minimise impacts and provide net gains for biodiversity.
- A precautionary approach is required to avoid harm to badgers, given comments of neighbours and the Badger Group's knowledge. Any financial contributions should be ringfenced to enhance nearby suitable habitat for badgers.
- Lighting should be ecologically sensitive.
- Water bio-retention or swales should be explored.
- Suggestion of a green roof in drainage report is supported and would accord with Council's Climate Change and Design Supplementary Planning Document.
- Artificial grass not supported. Wildflower areas supported. An Ecological Clerk of Works should be appointed, and an Ecological Management Plan should be prepared.
- An active badger sett is known to exist within neighbour's garden adjacent to the site boundary, and no measures are proposed regarding protection of this active sett. Survey concentrated on the site itself. Badger protection and mitigation should be revisited in light of this.

Second Round of Publicity

Following the submission of amended drawings / additional details, a further round of neighbour notification was undertaken in early September. This resulted in 48 representations. As well as reiteration of comments made in the earlier representations, additional comments were made which can be summarised as follows:

- Previous objections still stand.

Design

- Loss of semi-rural character. Change to two brick types doesn't reduce scale and previous use of render would be better.
- Building's linear form exaggerates inappropriateness.
- 3D images supplied to evidence concerns. Scale model and a Residential Visual Amenity Assessment should be produced. (Virtual vistas previously produced in place of this).

Living Conditions

- Overbearing impacts, noise, light, congestion, loss of green space, trees and wildlife (lockdown has underlined the importance of this). Overlooking and loss of privacy impacts heightened by sedentary nature of proposed occupants. Daylight

assessment lacks consideration for residents, excludes some properties and relies on outdated images of other properties. Loss of light to amenity areas not considered.

- Inappropriate use of South Yorkshire Residential Design Guidance to justify the impacts on neighbouring occupiers. Not part of the Development Plan.
- Insufficient detail to assess impacts on neighbouring properties. i.e. concerns that separation distances are not accurate, varying floor to ceiling heights, absence of spot heights, other sections don't show building's height, sections are unrepresentative.
- Retained trees are deciduous, so their impacts on residential amenity/s is affected by seasons.
- Line of sight to neighbouring properties is selective.
- Suggested use of obscured glazing should apply to a lot of the overlooking windows and the proposed roof terrace.
- Noted that a recent amendment to a residential extension approval at an adjacent site was refused due to unacceptable overlooking to and from application site.

Ecology Issues

- Net biodiversity loss.
- The sycamore hedge inside the site currently provides screening, and this will likely not survive.
- Ecology surveys are inadequate / incorrect.
- Green Wall is a token.
- Biodiversity impacts have been disregarded. Badger Monitoring Report makes clear the use of the site by range of wildlife for foraging and commuting. This will be prevented by fencing round construction site. Finished scheme won't be a suitable area for foraging.
- The badger survey (May) references an inactive badger sett, but it was active in March. Residents should be entitled to commission their own survey.
- Ecology documents are heavily redacted.
- Trees removed in 2018 not reflected in documents. Under investigation by Forestry Commission.
- Wildlife cameras are a conflict of interest as they were set up by the Agent.
- Badger foraging is frequent (not occasional). Confirmed active badger sett in garden on St Quentin View. Photos submitted show hiding of tracks.
- Swift bricks should be used in any new build / restoration works.

Highways

- Current safety issues, i.e. three recent car accidents at brow of hill on Twentywell Lane.
- Public transport facilities are remote from site
- Planning Statement assumes that many staff will live locally, but there aren't grounds for this.
- Construction traffic will create safety issues.
- Increased vehicles will impact on air quality.
- Inappropriate trip generation details used.
- Transport Statement doesn't meet NPPF requirements; the referred to Access Appraisal Report not supplied, no travel plan / sustainable transport modes

identified, no details on existing highway network, unproven staffing assumptions, no details of safe and satisfactory access, vehicle activated sign not present and no speed surveys have taken place, adequate visibility splays not shown, bus-stops further away than claimed, a superseded version of the TRICS database is used and presence of Bradway Primary School ignored, accident clusters on Twentywell Lane ignored, parking provision is inadequate.

Need for Care Home

- No future-proofing given impacts of pandemic on care-home sector. Council should protect existing care homes. Care Homes should be in city centre and closer to amenities.

Other Issues

- Negligible community benefits.
- Dismissive approach to neighbours' concerns throughout process.
- Site isn't brownfield.
- Site should be used for independent elderly accommodation / small number of residential properties, which would free up housing stock.
- Assumed construction jobs not necessary if construction industry used to overcome recession.
- Planning Statement's precedent examples differ from current proposal; featuring smaller buildings/commercial locations.
- Application is about maximising profit.
- Whilst no connection to Kenwell Drive is proposed currently, this may change in the future.
- Many more sites would be better for the development than application site.
- Credentials of the operator queried.
- Planning Support Report states that there is no 5-year housing supply
- Should be prevented from being converted to flats in the future.
- Loss of property value.

Bradway Neighbourhood Group

An additional representation was submitted and is summarised as:

- Previous objections not addressed and remain.
- Loss of Open Space, harm to adjoining residents and loss of biodiversity.
- South Yorkshire Residential Design Guidance used. Not part of the Development Plan.
- Insufficient detail to fully assess impacts on neighbouring properties, i.e. separation distances are not accurate, varying floor to ceiling heights, absence of spot heights, and unrepresentative sections.
- Properties adjoining site, particularly 15 and 24 St Quentin Mount and 216b and 288 Twentywell Lane will be significantly harmed.
- Overlooking from multiple windows at insufficient distances.
- Noise and disturbance. Impacts from car parking.
- No Building for Life assessment. Wider objectives of the South Yorkshire Residential Design Guidance not met.
- Culvert integrity not established
- Phase 2 Site Investigation not adequate.

- No additional parking information. Applicant's other venues not comparable to current site.
- Reliance on COVID 19 as justification is flawed.

PLANNING ASSESSMENT

Policy Context

The National Planning Policy Framework (NPPF/Framework) sets out the Government's planning priorities for England and describes how these are expected to be applied. The key principle of the Framework is the pursuit of sustainable development, which involves seeking positive improvements to the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

The documents comprising of the Council's Development Plan (UDP and Core Strategy) date back some time and substantially predate the Framework.

Paragraph 12 of the NPPF does however make it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.

The NPPF (paragraph 213) also identifies that existing development plan policies should not simply be considered out-of-date because they were adopted or made prior to its publication. Weight should be given to relevant policies, according to their degree of consistency with the Framework. The closer a policy in the development plan is to the policies in the NPPF, the greater the weight it may be given.

The assessment of this development also needs to be considered in light of paragraph 11 of the NPPF, which at part d) states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, planning permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development, or
- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

This is referred to as the "tilted balance".

In addition to the potential for a policy to be out of date by virtue of inconsistency with the NPPF, paragraph 11 makes specific reference to applications involving housing.

It states that where a Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%,

pursuant to para 73 of the Framework) the policies which are most important for determining the application will automatically be considered to be out of date.

Set against this context, the development proposal is assessed against all relevant policies in the development plan and the Framework below.

Housing Land Supply

The NPPF requires local authorities to identify a 5 year supply of specific 'deliverable' sites for housing. CS22 of the Core Strategy sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained. However, as the Local Plan is now more than 5 years old, the NPPF requires the calculation of the 5-year housing requirement to be undertaken based on local housing need using the Government's standard method.

Sheffield has updated its housing land supply based on the revised assessment regime, and now has a 5.1-year supply of deliverable housing units in accordance with the requirements of the NPPF. The government still however attaches significant weight to boosting the supply of new homes. The 80 bedroom, C2 class care home would constitute a part of the housing land supply since it would release accommodation in the housing market. It would be a positive contribution to the City's obligation to maintaining a 5-year supply of deliverable housing.

Land Use

The Adopted Unitary Development Plan (UDP) designates the site as being within a Housing Area. UDP Policy H10 states that residential institutions (use class C2) are an acceptable use providing other relevant policies are met. This policy closely aligns with the NPPF and therefore is attributed significant weight.

UDP Policy H8 covers Housing for People in Need of Care. This policy states that new housing in the form of care homes will be permitted in suitable areas provided that, amongst other things, they would:

- a) be within easy reach of a shopping centre and public transport,
- b) be suitable for people with disabilities
- c) provide a reasonable and attractive area of accessible private open space

This policy largely aligns with the NPPF, and there is a very strong evidence base to support its use. As such, it is afforded moderate weight.

Whilst Twentywell Lane's gradient is noted, the near proximity to the shopping facilities enables it to be considered within easy reach of them. Bus routes also run from there at Bradway Road. Additionally, the scheme's design includes accessible and well designed private, outdoor space.

Comments made within representations refer to the space as a 'Local Open Space', as per UDP policy LR8 which deals with 'Development in Local Open Spaces'. This policy has however, been superseded by the Core Strategy (Policy CS47).

Notwithstanding this position, it is firstly necessary compare the site to the definition of Open Space set out in the National Planning Policy Framework (NPPF). The NPPF annexe defines open space as “All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreations and can act as a visual amenity”. There is no public access to the land (it is fenced with a locked gate at the entrance), and so doesn’t constitute open space under the NPPF.

The site was identified in the 2013 ‘Draft Proposals Map’ as an Open Space Area, and whilst this document hasn’t been formally withdrawn it has not been subject to public examination and therefore carries very little weight when deciding planning applications. It is also relevant that the site was not included in the 2017 Open Space Audit.

As a result, it would not be legitimate to seek to consider the land as forming Open Space, or to assess the merits of the proposal based upon such a designation. In summary, the proposed use would comply with the provisions of H8 and H10.

Sustainability

Chapter 14 of the NPPF deals with challenges of climate change and identifies the planning system as playing a key role in reducing greenhouse gas emissions and supporting renewable and low carbon energy. Paragraph 153 of the NPPF makes it clear that new development should comply with local requirements for decentralised energy supply unless it is not feasible and viable, and that buildings are designed to minimise energy consumption.

The Climate Change and Design Supplementary Planning Document and Practice Guide 2011 supports Policy CS63 of the Core Strategy which sets out the overarching approach to reducing the city’s impacts on climate change which includes prioritising sustainably located development well served by public transport, development of previously developed land and the adoption of sustainable drainage systems.

Policy CS64 of the Core Strategy seeks to ensure that new buildings are designed to reduce emissions of greenhouse gases through high standards of energy efficient design. Policy CS65 promotes renewable energy and carbon reduction and requires development to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. An equivalent reduction in energy demands via a fabric first approach is now also accepted.

These local policies are considered to robustly align with the NPPF and are afforded substantial weight.

The development is located within the existing urban form, in close proximity to a local shopping centre and within reach of public transport services, and so is considered to be sustainably located.

A preliminary BREAAAM report is provided which indicates a ‘very good’ rating, meeting the requirements of Policy CS64 in this respect. More specific details of this

will be required, and therefore a condition requiring submission is recommended to be included in any approval.

The submitted sustainability statement identifies a Combined Heat and Power system as the likely most appropriate technology to meet the requirements of CS65. As the exact details of complying with this policy are not at this stage clear, precise details will need to be secured by condition within any approval.

The submitted documents do not refer to a green roof, however, the applicants are aware that this is a requirement of the Climate Change and Design Supplementary Planning Document and Practice Guide 2011. In order to ensure the green roof is appropriately detailed a condition will be included within any approval. Sustainable drainage methods are not likely to be achievable for the reasons given below.

The development is therefore considered to be acceptable regarding sustainability.

Need

The Applicant identifies that the Office for National Statistics in 2019 identified that over the next 50 years the over 65 population in the UK is expected to exceed 20 million people forming 26.4% of the projected population. More locally, the City Council's 'Guide for Developing Older People's Accommodation – 2018' identified that by 2023 the number of people aged over 75 is expected to increase by 20% in the five years up to 2023, with the largest projected growth areas being within the south of the city. It also identified that the number of people living with dementia in Sheffield's over 65 population will have risen by 13% from 2014 to 2020.

A 2016 University of Sheffield report identified that in 2015 there were 92,000 people over the age of 65 living in Sheffield, and by 2034 this is projected to increase to 124,000. Additionally, it's stated that this growth will be most rapid amongst the population over the age of 85, which will nearly double over this period. Elsewhere the document states that during the 2015-2034 period the number of older people living in residential care home institutions is projected to rise from approximately 3,000 to 4,500, as based on the DCLG's household projections.

Concerns have been raised that these statistics don't reflect the point that there is a growth in elderly persons remaining in their own homes and receiving care there without the need for care home provision. Additionally, there were also suggestions that numerous care homes currently had vacancies, and that consent had recently been granted for a care home in close proximity at Lowedges Road.

Design

Chapter 12 of the NPPF is concerned with achieving well-designed places and paragraph 124 identifies that good design is a key aspect of sustainable development.

Paragraph 127 of the Framework sets out a series of expectations including ensuring that developments add to the quality of the area:

- are visually attractive as a result of good architecture, layout and landscaping;
- are sympathetic to the local character and surrounding built environment;
- establish and maintain a strong sense of place;
- optimise the potential of a site and create places that are safe, inclusive and accessible.

Policies CS74 of the Core Strategy and UDP policies BE5 and H14 all seek to secure high quality developments which are of an appropriate scale and which enhance the character and appearance of the area. These policies are reflective of the aims of the NPPF and are considered to carry substantial weight.

Layout

The existing topography, site configuration and the degree of existing vegetation mean that the development would be largely concealed from public external views, with there being few opportunities for there to be a direct street presence.

The proposed footprint and building are relatively large, as required by the nature of the use, and the site is considered capable of accommodating this without having a dominating impact within the site.

The layout and associated design make good use of the change in levels across the site, providing access and external seating areas at various points. The building would therefore provide a good relationship with the extensively landscaped grounds.

Scale / Massing

The building, at its tallest point features four storeys. Several representations have pointed to these storeys being taller than conventional residential storeys. The proposed storeys would exceed the height of the conventional residential storeys; however, it is relevant that the proposed building is flat roofed without the additional roof structure height. Therefore, the proposal would not be viewed as equivalent to a six-storey residential building as suggested.

Nonetheless, the proposed height would clearly exceed the height of most buildings within the vicinity. Most of the buildings within the surrounding vicinity are two storeys in height, with their additional roof height structure. The proposed building would exceed this, however, the building as identified above would be largely concealed from view from external public viewpoints. As a result it is not considered that it would have an unacceptably overbearing presence within the locality, and neither would it significantly harm the character of the surrounding street scene.

Although the building is large, the proposed approach breaks down and addresses the considerable volume. This is achieved through the incorporation of a flat roof, minimising the height. The elevations are broken down, with the use of recessed elements.

Design and External Appearance

The incorporation of a flat roof, would not accord with the typical roofscape of the locality, however, this serves to lessen the height, and given the limited opportunities for a direct street presence this feature of the building's design will not impact directly on the character of the locality.

The building is provided with modelling and its elevations are broken down way of projecting and recessed portions. Additionally, it isn't wholly four storeys in height, with the northern most part being three storeys in height and forming a tiered arrangement.

The material palette has been amended as suggested by Officers to include a second brick instead of the timber effect cladding, along with the zinc clad attic storey. These materials are of appropriate quality. Full- and large-scale details, including samples of materials and detailing can be secured by condition.

The principle of contemporary architecture, including flat roofed buildings, is both long established and acceptable. Indeed, such architecture, if of an appropriate quality, is accepted on more sensitive sites, including within Sheffield's conservation areas. As such it, as the quality of the architecture has been concluded to be appropriate, it would be unreasonable and inconsistent to resist the principle of a flat roofed contemporary building.

Overall, the design of the building and its impacts within the street scene are acceptable and meet the requirements of the relevant policies.

Amenity Issues

Paragraph 127(f) of the NPPF identifies that development should create places with a high standard of amenity for existing and future users. Development should also be appropriate for its location taking account of the effects of pollution on health and living conditions, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (paragraph 180).

H14 (Conditions on Development in Housing Areas) is considered to align with the Framework as it requires new developments in housing areas to provide good quality living accommodation to ensure that basic standards of daylight, privacy, security and outlook are met for existing and future residents. This local policy is therefore afforded significant weight.

Existing Neighbours

- Twentywell Lane Properties

216b Twentywell Lane is located immediately to the north of the site access. It is set at a land level below the application site, and its elevation facing the site is predominantly blank, except for one, non-habitable room window. The nearest point of the proposed building would be over 30 metres from its side boundary and the trees in this part of the site would be retained. As such the proposal would avoid detrimental impacts upon the living conditions of this neighbouring property.

288 Twentywell Lane would be separated from the application building by approximately 31 metres.

The proposal building's flat roof would be approximately 6.5 metres above the eaves level at Num 288. There are a number of protected trees within Num 288's rear amenity area, which is steeply sloped. This separation distance would ensure that detrimental overlooking and privacy impacts would not be created by the proposed development. Similarly, the separation distance would ensure that the building did not have overbearing implications. The Council's Supplementary Planning Guidance for House Extensions requires a 21-metre separation between facing habitable room windows, and the separation is substantially more than that ensuring that the proposed building's additional height would be acceptable. The presence of the protected trees and the topography of the rear space would also be considered to help ensure that the proposal wouldn't create detrimental overlooking of this neighbour's rear amenity space.

290 Twentywell Lane is separated from the proposal building by approximately 50 metres, and its main habitable room windows largely face toward the north-west and south-east. As a result, the proposal would not be expected to have detrimental impacts upon the living conditions of this property's occupants.

- Kenwell Drive Properties

The properties at Kenwell Drive are separated by a minimum of 55 metres from the proposed dwelling. Additionally, due to the sloped nature of the site at this point, the bulk of the southern part of the building would be beneath the ground with only the upper storey exposed. The exposed, upper storey would be at a level below the ground floor level of the Kenwell Drive properties.

As a result, the proposal would be considered to have no significant impacts on the Kenwell Drive properties.

- St Quentin Rise Properties

23 St Quentin Rise is separated by approximately 41 metres from the proposed building. The property is largely elevated above the proposed building's flat roof. Given its elevated level this neighbouring property will not be expected to experience overlooking or overbearing impacts from the proposed building. The orientation of the windows in the relevant southern part of the building would eliminate potential for overlooking of this neighbour's garden space.

21 St Quentin Rise is separated by approximately 48 metres from the proposed building. Its habitable room windows are orientated facing north and southwards, and it is largely elevated above the proposed building. Therefore, the proposed building would not have detrimental impacts on this neighbour in terms of overlooking or overbearing impacts.

- St Quentin Mount Properties

24 St Quentin Mount would be separated by approximately 36 metres from the proposed building. Its eaves level would be approximately one storey below the proposed building's flat roof. Given this separation distance and the relative heights, the proposal would avoid having leading to overbearing and privacy impacts. The distance from the proposed building to the shared boundary ranges from approximately 13 to 20 metres. Trees are present within the site in this intervening space which would obscure and/or screen views depending on the season. Some overlooking onto this neighbouring garden space would potentially occur from the proposed building, but the separation distance and relative heights would result in this not having a detrimental impact upon living conditions in this neighbouring property.

15 St Quentin Mount would be separated from the proposal building by approximately 20 metres. No.15 has been granted an approval for some side and rear extension works which would reduce this separation distance to approximately 16 metres. This approval at the neighbouring site has been implemented and is currently under construction. To prevent the sideward facing windows in this approval from undermining the current application site's development potential, the consent requires the provision of a 1.8 metre fence along the respective boundary.

At a separation distance of 1.5 metres this fence would prevent these windows gaining an outlook and prevent any overlooking and privacy impacts from the proposal building. The Applicant at No.15 through that process was advised that these windows and openings wouldn't be afforded the same level of protection that main habitable room would normally receive due to their proximity to the boundary.

The higher-level windows are required to be obscurely glazed so don't lead to overlooking issues in any case.

In regard to the implementation of No.15's consent, it should be noted that there is an on-going enforcement enquiry relating to the rearward projection of the works to the garage, which potentially may affect a tree within the application site. This investigation is currently progressing. Were the tree to be undermined and ultimately fail because of the works, as it aligns with the .15's living conditions would not be generated.

Overlooking from the proposed building onto the patio area within No.15's approval would be from a minimum distance of approximately 15 metres. Whilst the building's height would exceed the patio level by approximately 3.5 storeys the impacts of overlooking would be considered acceptable, given this separation distance and the presence of trees within the intervening space. The Council's guidance states that 10 metre gardens are required to ensure privacy for surrounding gardens. The proposed building's height excess over a conventional height dwelling is mitigated by the additional separation and intervening tree presence.

- St Quentin View Properties

7 and 10 St Quentin View are separated from the proposed building by approximately 31 metres. The nearest part of the proposed building would exceed the eaves height of these neighbouring dwellings by approximately 8.3 metres.

Notwithstanding this height difference, the proposal building is considered to avoid overbearing impacts upon the occupants of these neighbouring properties.

There would be a separation of approximately 15 metres to the boundary shared between the application building and dwelling at No.10. The roof terraces within this northern part of the proposed building would be accompanied by screens along the relevant side perimeter. Outward views from proposed windows would avoid unacceptable overlooking impacts given the distance of separation, as well as the number of trees within the site in the intervening space. Any views to the parts of No's 7 and 10's gardens most sensitive to overlooking, i.e. the sections closest to the houses, would be from a substantial distance and not be considered to generate harmful impacts.

A Daylight and Sunlight Assessment has been provided by the Applicants. It concludes that the proposal would lead to loss of some day and sunlight, but that this is largely within acceptable levels. Tolerance levels would be exceeded at 5 windows in No. 15 St Quentin Mount and 1 window at No.288 Twentywell Lane. It is considered unacceptable impacts would be avoided, as the affected rooms would be non-sensitive spaces, or rooms served by other unaffected windows. Also, the document assesses effects on the outdoor amenity space, concluding that only the outdoor space of No's 7 and 10 St Quentin View would experience shading of garden spaces, and this would be for a restricted part of the morning period only.

Whilst this document is not of itself determinative in the consideration of these issues, it does serve to positively reiterate the conclusions drawn above.

The Assessment document is considered to demonstrate that it would not be possible to resist the proposal based on the implications of the 'Passivhaus' credentials of Num 288 Twentywell Lane.

Noise, Disturbance and Odour Issues

There is some potential for the development to affect the living conditions of neighbours via plant noise, kitchen extraction and the construction phase impacts. As a result, it is considered that conditions are required to ensure that the impacts of the development are acceptable in these respects. These conditions would address things such as external plant and equipment, kitchen fume extraction equipment and external lighting. Additionally, a Construction Management Plan would be required to be provided and approved, in order to prevent site construction activities being a nuisance or impacting on living conditions of nearby residential occupiers.

Some concerns have been expressed around comings and goings to the site by staff vehicles impacting upon living conditions. There would be scope to control hours of service/delivery vehicles attending site to prevent concerns in that respect. Whilst details of staff shift patterns are not currently clear, the nature of the accommodation will necessitate twenty-four hour care provisions and some potential for movements outside of the normal working day. Some movements during these periods of time wouldn't however be expected to generate significant potential for noise/disturbance impacts.

Overall, the impacts in these respects are therefore considered to be acceptable.

Future Occupiers

The accommodation is made up of single person, en-suite rooms which are supplemented by communal café, lounges, and dining spaces. There are also external terrace areas and accessible external landscaped areas. The living conditions would be acceptable for the proposal's potential occupiers with rooms being adequately sized, lit and ventilated. The supplementary spaces would be used by residents in combination with staff for communal times and socialisation.

A local shopping centre and public transport facilities are available within close proximity, although the gradient of the route along Twentywell Lane from the site may make this a difficult journey for some residents. However, the nature of the facility's potential residents will be such that they are largely dependent on care, which would be likely to lessen the level of independence and need to access shopping facilities. The outdoor spaces and amenity provisions have been designed with this in mind.

Some comments have been made relating to the COVID19 pandemic's implications in care home environments. They suggest that because of these effects the application should not be supported. In response, it is not considered that it would be reasonable to resist the current application for this reason, and that these issues would instead need to be considered outside of the planning assessment process.

As such the proposal would provide potential residents with acceptable facilities and to accord with the appropriate requirements of UDP policy H8.

Access and Mobility Provisions

Appropriate facilities within the external parts of the site are shown within amended plans; including access/mobility parking provisions, drop off area and segregated approaches at acceptable gradients given the site's topography. The Applicants were requested to provide an appropriate proportion of accessible bedrooms and en-suites. In response, more information was provided about the nature of the accommodation, where it was explained that the facility was a managed residential care home, as opposed to independent/supported living accommodation, and that all rooms are wheelchair accessible with assisted bathrooms provided at each floor.

These arrangements are acceptable given the level of care which will be provided.

Overall, the proposal would be acceptable in this respect.

Highways Issues

The NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. Paragraph 109 of the NPPF states that 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'

Policy H14 states that new development or change of use will be permitted provided that it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.

Whilst the Council's revised parking guidelines set out maximum standards in accordance with Core Strategy Policy CS53, the guidelines don't give explicit standards for care homes.

This policy broadly aligns with the aims of Chapter 9 of the NPPF (Promoting Sustainable Transport) although it should be noted that in respect of parking provision, the NPPF at paragraphs 105 and 106 requires consideration to be given to accessibility of the development, the development type, availability of public transport, local car ownership levels and states that maximum standards for residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or optimising density in locations well served by public transport.

A Transport Statement (TS) has been provided with the Application, covering matters such as acceptability of access, parking provisions, traffic generation, and turning capacity within the site.

The TS concludes that the visibility splays of 2.4 x 65 metres would be achievable at the site access for vehicles exiting, which are described as meeting the relevant requirements. It should be added that splays of 80 metres are said in the TS to be achievable, and from the supplied drawings this is understood to be the case. The proposed visibility is considered to be acceptable taking account of the gradient of the road at this point. The splays would be required to be provided and retained by condition.

The TS also covers forward visibility regarding vehicles turning right into the site. It is considered that the forward visibility at this point to and from the brow of the hill on Twentywell Lane is good, as is visibility of any vehicles waiting to turn into the site by others travelling southwards. As such the proposal provides safe access for vehicles accessing the site when approaching from the north.

It is also noted by the Highway Officer that the access bell mouth will allow two cars to pass, notwithstanding the alignment of the access road. Whilst tracking details show that in some instances the refuse vehicle will have to encroach onto the opposite side of the access and/or Twentywell Lane, the frequency of visits by vehicles of this type and the relatively low vehicular movements associated with the development combined with the length of available visibility splays would not result in this issue leading to unacceptable impacts in highway safety terms. Indeed, this is a common situation across the city.

The TS identifies that the proposal includes 34 parking spaces and uses the TRICS database to conclude that this would be an appropriate amount when compared to other care homes across the country. It is stated that of the 33 staff proposed to be employed within the development, the maximum attending during the busiest daytime periods would be 21. So, on a worst-case assumption that all attend by personal vehicle, 13 spare spaces would remain for visitors. To supplement these

details, information of parking numbers at the Applicants other venues have been provided and the 0.43 spaces per bedroom proposed here would be within the upper third of the parking ratios provided elsewhere.

The proposed parking details and extra information are considered to be acceptable in this context.

The issue of traffic generation is also covered by the TS, where it was concluded that the maximum vehicle movements generated would be 18 (13 arrivals and 5 departures) within the AM peak hour. This is based upon the TRICS database which is an established and acceptable method of estimating vehicle traffic generation, and in this context the traffic generation levels identified would not be considered to be unacceptable or to harm local highway safety.

Concerns have been raised about the issue of construction traffic and it is agreed that this would need to be managed by condition, which would cover issues such as routeing, parking, and manoeuvring areas, and would involve liaison with the Highways Co-ordination group who have knowledge of issues in relation to Twentywell Lane use by HGVs.

Overall, the proposal would be considered to meet Policies H14d) and CS53 and would not have a level of impact that would justify refusal of permission on highway safety grounds as required by the NPPF.

Landscaping Issues

Chapter 15 of the NPPF covers habitats, their protection, enhancement and biodiversity net gain.

Saved Policy GE15 'Trees and Woodland' requires trees and woodlands to be encouraged and protected, by in part b), requiring developers to retain mature trees, copses and hedgerows wherever possible, and to replace any trees which are lost. The policy is afforded moderate weight.

The application has been submitted with a Tree Survey and later an Arboricultural Impact Assessment Report. These show the extent of the tree removal that would be necessary to enable the proposed development.

The documents show that currently there are 100 trees and 28 tree groups, within the site boundary. In f to facilitate the development 15 of these trees and 7 of the tree groups are proposed for removal, perhaps most notably Groups G48 and G70. They are described within the submitted documents as being of low/moderate value.

However, it is noted by the Landscaping Officer that most of the trees around the site boundaries are proposed to be retained, and that these are considered to include most of the larger and better-quality specimens. The removal of G48 as a large group is necessary to allow the building's construction, however, multiple individual smaller trees along the site's western edge would be retained providing screening along this boundary which will develop over time. Around 45 further trees are proposed as replacements through the site. It is also noted that a group trees within

a Tree Preservation Order located adjacent to the site to the south-east will be retained and will not be undermined. On this basis, it is considered that provided a suitable quantity of substitution tree planting is provided in the landscape proposals, the proposed tree removals would be acceptable.

The nature of the site topography necessitates the provision of some retaining structures and releveling works. In order to impact on the root protection areas of retained trees, additional clarification has been provided that incursions onto root protection areas will be minimised through careful operations on the site and undertaken by hand where this would unavoidably encroach into RPAs. It is considered that a limited hand laying of topsoil to tie into adjoining levels would potentially be acceptable within the RPAs of retained trees. A revised Arboricultural method statement to cover maximum depth of topsoil fill, hand digging requirement in RPAs of retained trees, and minimum offset from the base of retained trees for any soil deposition will be required and can be secured by condition.

It is therefore considered that the proposals would have acceptable impacts in terms of the number of trees proposed for removal and also the implications for retained trees.

Ecology

A key principle of the NPPF is to protect and enhance biodiversity. In determining applications, the LPA should ensure that if significant harm to biodiversity results from a development that cannot be avoided it should be adequately mitigated and compensated for; if this is not possible planning permission should be refused.

Saved Policy GE10 (Green Network) of the UDP requires a Network of Green Corridors to be (a) protected from development which would detract from their mainly green and open character or which would cause serious ecological damage. This is consistent with the NPPF's approach and is therefore afforded significant weight.

Saved Policy GE11 (Nature Conservation and Development) of the UDP expects the natural environment to be protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value. GE11 conforms in part with the NPPF, which focuses on biodiversity net gain, and has moderate weight.

Policy CS73 The Strategic Green Network states that a Strategic Green Network will be maintained and where possible enhanced, identifying the main valleys, other strategic corridors, and a network of local Green Links. This policy aligns in part with the NPPF and is therefore afforded moderate weight.

Policy CS74 Design Principles states that high-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including: a. the topography, landforms, river corridors, Green Network, important habitats, waterways, woodlands, other natural features and open spaces. This policy broadly aligns with the NPPF and is afforded significant weight.

The Council's Ecology Team have been consulted on the application.

A Preliminary Ecological Assessment (PEA) and Ecological Impact Assessment (EclA) have been carried out and submitted. These are each older than their stated shelf-lives, and as a result additional details have been requested and provided.

Badgers

The EclA found no evidence of currently used or partially-used badger setts or latrines, despite there being suitable habitat. The site in general was concluded to hold local value in terms of badgers. A further badger monitoring report was supplied in June 2020, along with a supplementary report provided in October 2020.

The earlier of these concluded that the site was used for foraging and commuting, and that there were no active setts present within the site boundary. The October 2020 document again confirmed that badger setts within the site were found to be disused. An active sett was found off-site, and there is known to be another sett in the same area that is possibly used by the same badger colony. This is considered to be sufficiently distant from the development site and would not be disturbed by the development.

The Council's Ecology Officer has visited the site on a number of occasions and concludes that the sett entrances within the site are disused and none of the proposed construction activities would impact on their use. As part of this visit no evidence of foraging was noted, and little evidence of the wooded western boundary being used as a commuting route was found. It is therefore concluded that the presence of badgers would not represent a significant constraint to the proposal, however, given that the has the potential to be used by badgers for commuting and foraging appropriate mitigations should be delivered through condition.

Bats

The EclA concluded several trees within the site represented suitable potential roosting opportunities, and two of these are proposed for removal. Consequently, it was concluded that the removal of these could lead to the loss of bat roosting habitat and/or disturbance and harm to roosting bats.

A Bat Activity Survey Report was therefore undertaken. This found no evidence that the site was used for roosting, but that it is predominantly used for commuting and foraging purposes by a small number of relatively common and widespread bat species. It is therefore considered that the value of the site to foraging and commuting bats is Low, and with appropriate mitigation the impacts on foraging and commuting bats would be reduced to neutral. This document also concluded that any vegetation clearance within the site will have a minor impact on foraging bats. It is noted that there are other areas present in the wider vicinity which provide a large amount of suitable foraging habitat. Suitable mitigation measures are proposed.

The Council's Ecology Officer concluded that in respect of bats the site is not significant beyond site level.

Birds

The PEA recommended that as the site supports a range of features suitable for supporting breeding birds, a breeding bird survey should be undertaken. A breeding bird survey was not provided with the EclA or separately. Notwithstanding this, the presence of breeding birds within the site is not of itself a reason to resist development. Therefore, the absence of a breeding survey wouldn't form a reason to resist the application. Any approval of the application can however include a condition requiring enhanced mitigation measures to resolve the absence of a breeding bird survey. In addition, works which affect breeding birds brings responsibilities for the developer under the Wildlife and Countryside Act.

Reptiles and Amphibians

The PEA and EclA identified two ponds that may provide suitable habitat for Great Crested Newts (GCN). The first of these was too remote to be affected, and the second was found to be dry. Because of the passage of time from the completion of the EclA, the second pond was revisited in October 2020. It was found to be unsuitable for Great Crested Newts. Additionally, a further search of the available data sources was undertaken and no further records of reptiles were revealed.

On this basis, the Council's Ecology Officer concluded that Reptiles and Great Crested Newts would not be impacted upon by the proposed development.

The proposal is therefore considered to have acceptable impacts in ecological terms and to meet the relevant national and local requirements and policies in this respect.

Flooding and Drainage Issues

Paragraph 165 of the NPPF requires major developments to include sustainable drainage systems unless there is clear evidence this would be inappropriate.

Core Strategy Policy CS67 (Flood Risk Management) seeks to reduce the extent and impact of flooding and requires the use of Sustainable Drainage Systems or sustainable drainage techniques, where feasible and practicable. This policy broadly accords with the NPPF and is afforded significant weight.

Policy CS63 (Responses to Climate Change) also promotes the adoption of sustainable drainage systems (SuDS). This policy accords with the NPPF and is afforded significant weight.

The site is located in flood zone 1, and as a result there are no flood risks relating to the development within the site or off-site.

The proposed surface water drainage would discharge to the culverted watercourse via storage at restricted discharge rates. The principle of this proposed discharge method is considered to be acceptable. The rate of discharge would be the subject of a condition but would be restricted to the greenfield rate. The Applicant has committed to increasing the attenuation capacity to achieve an appropriate discharge rate.

The culvert has been checked, and some minor cracking along a section of it will need to be addressed. The applicant confirms that this will be structurally lined to prevent blockage and will enable free water through the site.

The ground is not suitable for permeable paving, and therefore drainage into adjacent landscape areas is proposed. This element of the proposal will therefore assist in the treatment of the water discharged from the car park, however, in order to ensure it is fully treated a petrol/oil interceptor will be needed, and a condition requiring this can be included within any recommendation for approval.

The proposal would therefore be considered to meet with the requirements of the relevant local policies and NPPF provisions in this respect.

Archaeology

Saved policies BE15 (Areas of historic interest), GE13 (Areas of natural history interest) and BE22 (Archaeological sites) of the UDP consider the importance of Sheffield's historic interest and seek to ensure that archaeological interest is preserved, protected and enhanced. Where disturbance is unavoidable adequate records should be provided of the site and where found remains should be preserved in their original position.

A desk-based archaeological assessment has been carried out in relation to the site in order to identify the heritage significance and archaeological potential of the land. Following assessment of the relevant information sources, the Assessment concludes that the site doesn't contain any designated heritage assets, and that there are no such assets beyond the site which would be sensitive to development within it.

It also concludes that the relevant data leads to the conclusion that there is no potential for there to be prehistoric settlement remains, or significant remains from a later date. It also states that the site's topographical constraints and limited finds within the locality lead to the conclusion that there would be low potential for later remains. There is potential for stray archaeological finds, although this is thought to be limited due to the previous releveling activity.

This document has been considered by the South Yorkshire Archaeology Service. It is concluded that the archaeological potential for the site is very low, and as such it is advised that no further archaeological work is required.

Land Contamination

Saved UDP Policy GE25 sets out the Council's position with respect to this issue, and this is consistent with the NPPF and so is afforded significant weight.

Documentation has been submitted in relation to the application regarding the issues of contamination. These have been assessed by Council Contamination Officers, and it has been concluded that the explorative investigation survey work does not fully characterise the site. Therefore, further work will be needed.

Additionally, regarding risks from ground gases no qualitative comment is provided on the generation potential of the source or on the sensitivity of the proposed end user. These parameters are used to determine the number of monitoring visits required and over what period. The monitoring visits undertaken are not in accordance with current best practice, or in accordance with the recommendation given in the submitted documentation. Additionally, the borehole assessment doesn't include discussion on the potential impacts of high concentrations of methane and carbon dioxide on readings.

As a result of these issues, it is considered that supplementary intrusive investigation works are required along with a remediation strategy to ensure that works are carried out in an approved way and in a way that satisfactorily deals with all contamination issues.

As a result, the proposal would be considered to be acceptable in regard to contamination issues.

Ground Stability

NPPF Paragraph 178 requires decisions to ensure a site is suitable for use regarding any risks from land instability.

Some concerns around the geotechnical capabilities of the land have been raised in representations. These items were given consideration within the Site Investigation Documentation, and the presence of made ground acknowledged and described as likely having implications on the type of foundation which would be considered suitable.

An additional document has been submitted stating the details of initial proposals, and potential methodologies for addressing the issue of slope stability. However, the precise construction methodology is said to be dependent on additional site investigations.

It is clear that appropriate construction options are available depending on the details of additional site investigations, and it is therefore recommended that a condition requiring the submission and agreement of a land stability assessment and resulting construction methods is placed on any approval to ensure the final details are appropriate.

On this basis, it is considered that the implications of the proposal in land stability terms wouldn't give reason to resist the application.

Economic Issues

The NPPF states the purpose of the planning system is to contribute to the achievement of sustainable development, with one of the three overarching objectives of this being an economic objective.

The Applicant has submitted a document detailing the proposal's economic benefits. One aspect of this document relates to the employment benefits of the development

being enjoyed locally. In order to secure a degree of input into this process going forwards it is considered appropriate to include a condition on any recommendation for approval which requires the agreement of a employment and skills document designed to maximise opportunities for employment and training in collaboration with Talent Sheffield. This will help to ensure that local employment opportunities are maximised.

Local Health Care Provisions

The NHS Commissioning Group have not responded to consultation on the application. However, it is reasonable to expect that the proposed care home would ease a degree of pressure on the local health care facilities, as numerous care tasks will be carried out within the care home thereby avoiding input from local GP surgeries etc. Overall, despite concerns expressed within representations, there is no evidence the development would place additional burdens on local health facilities.

RESPONSE TO REPRESENTATIONS

The majority of representations have been addressed in the above assessment section. In regard to the remaining points, the following comments are made:

- Concerns were expressed that should the care home fail, it will not be convertible to other uses. The Applicant is an established care home provider, and suggestions that the facility would fail are speculative. Any applications for change of use would be assessed on their merits on the future.
- Suggested alternative developments such as a small housing scheme, an ecology centre or implementation of the previous consent/s for a bungalow are noted, however, the current scheme is required to be assessed on its individual merits.
- The current scheme differs significantly from that refused under reference 07/04272/FUL, in that it occupies a site largely set away from the road making any development less prevalent, and includes greater parking provisions. It is not considered reasonable to conclude that the current scheme should be refused because of the refusal of that application.
- As each application is required to be assessed on its merits it is not correct that any approval would set a precedent.
- Refuse store details are shown within the drawings.
- The non-provision of an Access Appraisal Report isn't considered to prevent consideration of the application, as the other documents provide sufficient details to allow assessment on this.
- Adequate visibility splays are provided, and pedestrian safety will be therefore be safeguarded.
- There is no proposal to create a pedestrian link to Kenwell Drive.
- A condition covering construction traffic parking and material deliveries will be included in any approval.
- Additional landscaping / planting will include substantial and appropriately sized trees, however, they are considered to supplement the retained trees and landscaping and not as replacements for the removed trees. Therefore, some time lapse for integration and development would not be unacceptable. The species selected would reflect their context and give opportunity for future maintenance.

- As the development is overall considered to have acceptable impacts in ecological terms the reference to surrounding woodland as Plantation rather than a Local Wildlife Site is not considered to undermine the conclusions in this respect.
- Foul sewage would discharge to the public network. Potential impacts on local water pressure, would be a Yorkshire Water issue and not able to be addressed in the planning application.
- Suggestions around previous attempts to change the culvert's topography would not form a material planning consideration.
- The South Yorkshire Archaeology Service assessed the submitted documentation without concerns relating to an ancient track that is said to pass through site. It is therefore not necessary to investigate this issue further.
- In terms of noise disruption, conditions covering plant and equipment are recommended to be included within any approval. Noise created during construction would be controlled by the Construction Management Plan.
- The dependent nature of the proposal's residents will potentially make independent trips to the local shopping centre less frequent, however, there is potential for this to take place by staff, visitors and residents assisted by staff/visitor and mobility equipment.
- Impacts on house prices don't form a material planning consideration, however, some of the factors which do affect these such as living conditions are material and have been assessed above.
- It is suggested that houses vacated by elderly residents won't be affordable to 1st time buyers, however, available housing supply will be increased by generating 'churn' in the housing market.
- Fire safety would constitute an issue dealt with under Building Regulations.
- The impacts of the COVID 19 pandemic on care homes does not represent a reason to resist the current application which continues to be required to be assessed on its merits.
- The failure of a local property planning search to identify the proposal is not a material consideration.
- Any restrictive covenant applying to the land would not be a material planning consideration and would instead need to be dealt with separately.
- Concern that the facility wouldn't be occupied by local residents wouldn't be material to the current assessment.
- It is mentioned that the South Yorkshire Residential Design Guidance has been inappropriately applied, and in part this appears to be so. However, this inappropriate reference on the submitted drawings has not been determinative in the conclusions regarding living conditions of neighbouring occupiers. The suggestion that the Guidance's requirements are not met in full does not prevent the application been considered. There is no local policy requirement for a Building for Life assessment to be carried out.
- Concerns that the proposal is purely about maximising profit are noted, however, this is not a material planning consideration and wouldn't represent a reason to resist the scheme.

SUMMARY AND RECOMMENDATION

The application seeks permission for the formation of an 80-bed care home and associated works, on and existing vacant site located within a Housing Area under the provisions of the Adopted Unitary Development Plan.

The principle of developing the site is considered acceptable, given it is in a Housing Area, and that it doesn't constitute open space given its lack of public accessibility. It is considered that whilst the design will not be excessively prevalent within the local street scene, it is appropriate within its context. It is also considered that implications upon neighbours' living conditions would be acceptable and not cause significant adverse impacts.

The proposal contains adequate off-street parking and satisfactory access arrangements to and from the local highway network. The works would not cause significant impacts in ecological terms, and with appropriate mitigation an acceptable outcome would be provided.

The ground contamination and stability issues would need to be covered by condition to ensure acceptable impacts in these respects. The impacts on trees and landscaping have been assessed and concluded to be acceptable. Relevant conditions will ensure that surface water run-off is appropriately managed.

As the site lies within a Housing Area. It is therefore considered that the housing section policies covering principle of land use, design, living conditions and transport implications are the most important policies for determining the application. As the most important policies align with the NPPF, section d) of paragraph 11 has not been applied in this instance.

Overall, therefore it is considered that the scheme is acceptable, and it is recommended that planning permission is granted subject to the recommended conditions.

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