

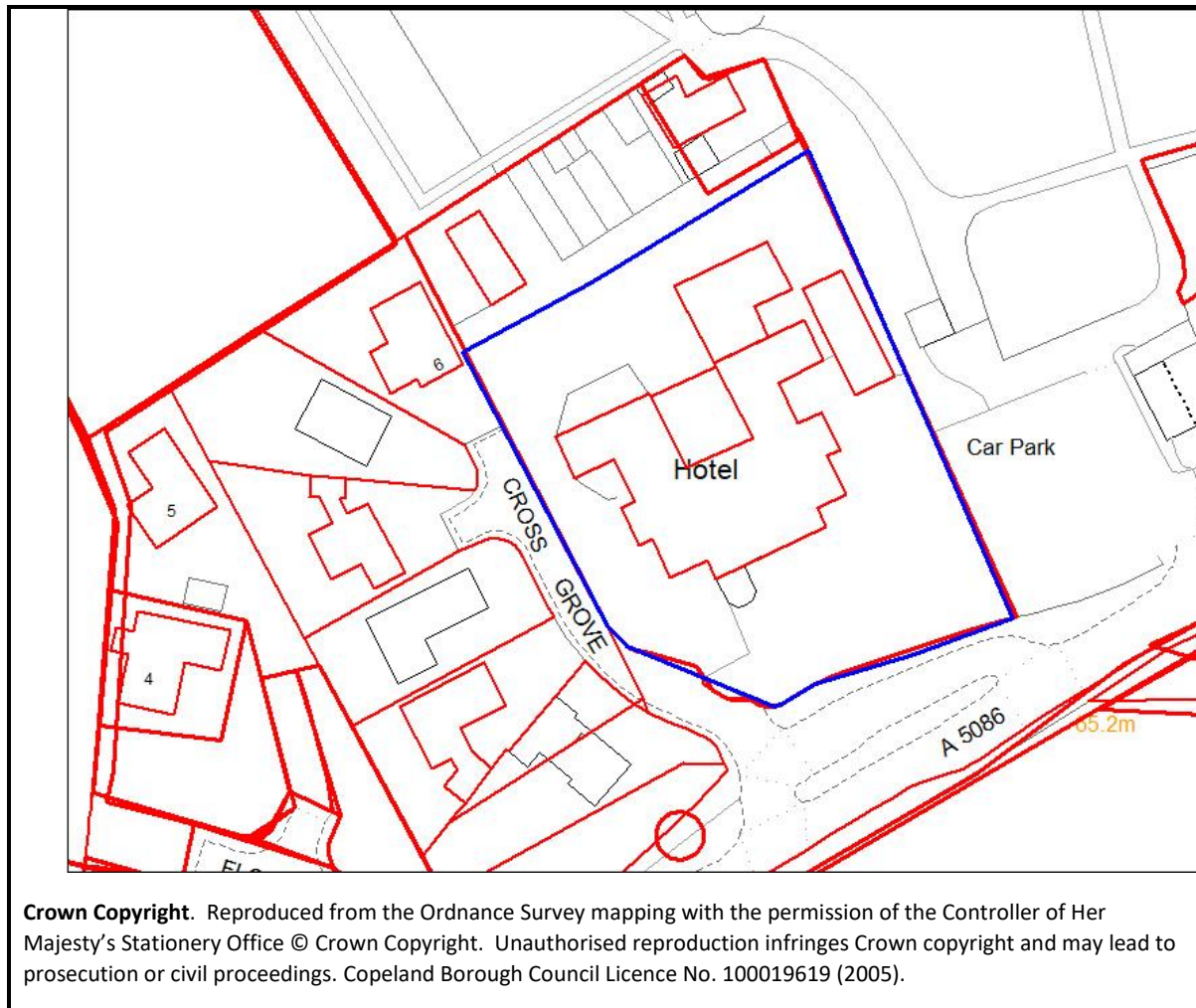


To: PLANNING PANEL

Development Control Section

Date of Meeting: 17/02/2021

Application Number:	4/20/2476/0F1
Application Type:	Full : CBC
Applicant:	Riversdale Homes
Application Address:	GROVE COURT HOTEL, CLEATOR
Proposal	PROPOSED REDEVELOPMENT OF AN EXISTING HOTEL TO ACCOMMODATE 13 SUPPORTED LIVING UNITS, ALONG WITH ASSOCIATED COMMUNAL FACILITIES AND STAFF OFFICE SPACES
Parish:	Cleator Moor
Recommendation Summary:	Approve



Reason For Determination By Planning Panel

The planning application is brought for consideration by Members of the Planning Panel as the Planning and Place Manager considers it to be of sufficient importance in planning terms to refer to the Planning Panel for determination.

Application Site and Context

The Application Site comprises the Grove Court Hotel, Cleator.

The property was the subject of fire damage in July 2019 and ceased trading in August 2019.

The Application Site includes the former hotel building, associated grounds to the south of the hotel building, the site access to the west of the hotel building and part of the vehicle parking area to the north of the hotel building. For the avoidance of doubt, the Application Site excludes the existing dwellings to the north of the vehicle parking area.

The former hotel building comprises a combination of two storey and single storey elements. The main element of the building is principally finished externally with sandstone

and is under a combination of slate covered dual pitched roof structures. The building has been the subject of a number of additions/extensions which are finished with a combination of sandstone and render to the elevations under slate covered roof structures.

The grounds of the former hotel comprise an area of lawn and trees/shrubs to the south and east; a hard surfaced access to the west; and, a hard surfaced vehicle parking area to the north. The grounds are enclosed by a combination of stone walls, rendered walls and timber fencing.

Access to the former hotel connects to the highway serving the adjacent residential development known as Cross Grove.

The tree located in the frontage of the Application Site is the subject of a Tree Preservation Order.

The Application Site comprises part of the setting of the Grade II Listed Church of St Mary's.

Proposal

This application seeks Full Planning Permission for change of use of the Application Site to comprise 13no. self-contained supported living apartments, communal facilities and staff office space to be occupied by people who require person-centric support and have a primary diagnosis of learning disability and/or other mental health disabilities.

The physical development proposed is summarized below:

- the removal of the existing conservatory and reinstatement of windows;
- the creation of new external accesses, patio areas and enclosed private gardens to the individual apartments;
- the replacement of an a number of existing windows and doors;
- the installation of conservation roof lights;
- the creation of two first floor level balcony areas;
- the creation of additional windows and doors;
- the creation of an amenity path linking the new external accesses to the individual apartments;
- the provision/renovation of the vehicle access and parking areas;
- the creation of a staff parking area; and,
- the erection of fencing.

Access is proposed via the existing access to the existing vehicle parking areas.

Supported living is a service designed to help people with a wide range of support needs to retain their independence by being supported in their own home.

The Applicant – Riversdale Homes has confirmed that the proposed would not deliver treatment for learning disability and/or other mental health disabilities, but provide support to permit residents to live independently long term.

It has been confirmed that all residents would be referred by the local commissioning authority and will then be monitored by both the local commissioning authority and CQC thereafter to ensure.

It has been confirmed that a team of six staff will generally be present to deliver care to residents and that this may rise to eight on occasions if required. This will comprise two or three staff providing background care to residents with the remaining staff providing specific care to individual residents based upon their specific assessed needs including assistance with movement for those with physical disabilities. It has been confirmed that staff will work on a shift basis.

Planning Application History

There is no planning history directly relevant to the development now proposed.

Consultation Responses

Town Council

No consultation response received.

Cumbria County Council – Highways

No objection.

No details have been provided in regards to staff numbers required at this site; however, the supplied proposed site plan Doc 5500/PL02 does show adequate space for further parking provision if required.

It is recommended that the authority seek to secure space for motorcycle (1 space or number equivalent to 5% if more than 20 car spaces needed) and bicycle parking (1 space per 5 staff PLUS minimum of 2 spaces).

The developer should consider an EV charging point to future proof the development.

The parking layout should be secured through the use of a planning condition.

Cumbria County Council – LLFA

No objection.

Proposed new footways are to be permeable which is welcomed by the LLFA.

Consideration should also be given to the new patio areas and how they will be drained.

It is noted that planted areas are proposed at the patio areas and around the site and the developer should consider using these areas to harvest rainwater creating a more sustainable drainage system.

The Local Planning Authority are advised to ensure any additional surface water drainage design complies with the Building Regulations process.

Copeland Disability Forum

Fully support this application. Pleased to see all units will comply with the latest Part M building regulations.

In the Access and Design statement it says disabled parking places would be increased, however in the application it states 15 places with no disabled spaces.

We would ask that there are at least 3 disabled parking bays, correctly marked out and situated on the tarmac.

CDF hope this development comes to fruition. It will be a great addition for Copeland.

Copeland Housing Officer

This is an application to develop 13 units of self-contained accommodation within a building previously used as a hotel in Cleator.

The hotel has been empty since 2019 and the site sits off the main road through Cleator.

One of the delivery priorities of our Housing Strategy (2018-2023) is to work with developers, statutory bodies and third sector partners to increase the supply of much needed specialist housing with support for groups with a specific and unmet need. This application proposes self-contained housing for people with learning difficulties or mental health issues with on-site staff and communal areas. The developer is working with Living for Life (Cumbria) to deliver the scheme, with a focus on individual needs and promoting independence, in consultation with the County Council.

We welcome the development of high quality accommodation in this setting, which will increase the offer for residents with these particular needs and bring a prominent empty building on the outskirts of one of our main towns into residential use through investment, another of our strategic priorities.

The application does not contain information regarding the tenure of these units but it is assumed they will be for rental.

Public Representations

A total of 8no. written representations have been received from 5no. parties. 6no. of the representations are in objection and 2no. representations are in comment subject to the imposition of limitations on the use of the development.

The issues raised comprise the following:

- Details of the support needs of residents is unclear. Are the potential residents people with addiction habits, ex-offenders, people with mental disabilities or people with physical disabilities?.
- The information submitted states: 'mental health issues such as depression, anxiety and other forms of disorder'. This statement is greatly concerning as this could then mean people with schizophrenia, bipolar disorder, split personality to name but a few. Such a use is not considered appropriate next to a residential area where there is elderly residents, small children and children frequently walking past to get to their local primary school.
- It is stated that residents 'may develop an addiction'. This raises concern regarding the potential for increased crime and fear of crime.
- It is not clear if the development would be used to house ex-prisoners. This raises concern regarding the potential for increased crime and fear of crime.
- It is requested that the use of the development be the subject of the following limitations:
 - to be occupied by long term residents to be housed there with physical disabilities who require supported living;
 - there shall be no ex-convicts;
 - there shall be no drug/substance abusers; and,
 - there shall be no high-risk mental health issues such as schizophrenia.
- Copeland requires more hotel accommodation in the area to promote tourism in our area.
- No objection to the aims listed for the development i.e. to provide long term residential tenancies for people with learning disabilities and or mental health issues as described in points 1,2 and 3 of Day Cummins letter dated 9th December 2020 reference AWe/DJ/5500. The need for this form of development within West Cumbria is understood and the plans as detailed appear to provide an opportunity to support adults as described.
- Concern exists regarding the introduction of persons not as described in the planning application and for whom the development shown may be totally unsuitable and who might be deemed inappropriate in a quiet residential area. There is no basis

within the application for the provision of short-term residencies and no provisions within the plans to support needs of this nature.

- It is requested that a planning condition be imposed to permit long term tenancies only to ensure the development cannot be used to meet any short term needs of the Applicant or Local Authority and prevent change of use from the type of people described in the planning application who will most benefit from this project. This would ensure the development could not be used for any form of short-term transient hostel accommodation.
- It is not believed it would be in their best interests to introduce any form of short term hostel style accommodation with people simply "passing through" who may well need a very different form of support and accommodation provision to that envisaged in the planning application. If this was the situation then clearly the development would not have our support.
- There is no definitive details for the provision of vehicle access to the residential bungalows at the rear of the car park as shown on the development plans.
- It may also be prudent to form new pedestrian access to the lay-by outside of the development from within the grounds as there is no footpath provision on the entrance road on the same side as the development. The existing entrance is not particularly suitable for able bodied pedestrians at present.
- No details are provided in respect of the storage and collection of refuse. It would not be particularly practical, desirable or safe to have another 13 sets of bins or collection bags located at this entrance point to the development.

Planning Policy

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

Development Plan:

Copeland Local Plan 2013-2028 (Adopted December 2013):

Core Strategy (CS):

Policy ST1 – Strategic Development Principles

Policy ST2 – Spatial Development Strategy

Policy ST4 – Providing Infrastructure

Policy ER7 – Principal Town Centre, Key Service Centre, Local Centre and other areas: Roles and Functions

Policy ER9 – The Key Service Centres, Local Centres and other smaller centres

Policy SS1 – Improving the Housing Offer

Policy SS2 – Sustainable Housing Growth

Policy SS3 – Housing Needs, Mix and Affordability

Policy SS4 – Community and Cultural Facilities and Services

Policy T1 – Improving Accessibility and Transport

Policy ENV1 – Flood Risk and Risk Management

Policy ENV3 – Biodiversity and Geodiversity

Policy ENV4 – Heritage Assets

Development Management Policies (DMP):

Policy DM10 – Achieving Quality of Place

Policy DM11 – Sustainable Development Standards

Policy DM12 – Standards for New Residential Developments

Policy DM14 – Residential Establishments

Policy DM21 – Protecting Community Facilities

Policy DM22 – Accessible Developments

Policy DM24 – Development Proposals and Flood Risk

Policy DM25 – Protecting Nature Conservation Sites, Habitats and Species

Policy DM26 – Landscaping

Policy DM27 – Built Heritage and Archaeology

Policy DM28 – Protection of Trees

Copeland Local Plan 2001-2016 (LP):

Saved Policy TSP8 - Parking Requirements

Proposals Map including settlement boundaries.

Other Material Planning Considerations

National Planning Policy Framework (NPPF).

Planning Practice Guidance (PPG).

National Design Guide (NDG).

Interim Housing Policy (IHP).

The Conservation of Habitats and Species Regulations 2017 (CHSR).

Cumbria Development Design Guide (CDDG).

Copeland Housing Strategy 2018-2023 (CHS).

Planning (Listed Buildings and Conservation Areas) Act 1990 (PLBCAA)

Emerging Copeland Local Plan (ECLP).

The emerging Copeland Local Plan 2017-2035 was recently the subject of a Preferred Options Consultation. The Preferred Options Consultation builds upon the completed Issues and Options Consultation, which finished in January 2020. Given the stage of preparation, the emerging Copeland Local Plan 2017-2035 has only limited weight in decision making, but provides an indication of the direction of travel of the emerging planning policies, which themselves have been developed in accordance with the provisions of the National Planning Policy Framework.

Assessment

Principle of Development

Policy ST2 of the LP seeks to support appropriately scaled development in defined Local Centres which helps to sustain services and facilities for local communities.

Policy S3 of the LP seeks to ensure that housing meets special needs where there is a genuine and proven need and demand in a particular locality.

Policy DM14 of the LP defines criteria in respect of the change of use of existing buildings to uses falling within Use Classification C2. It is stated that such changes of use will be permitted where: external alterations etc. retain the character of the building and are compatible with its surroundings; off street car parking is provided in accordance with the parking standards; adequate amenity space is provided; and, alterations etc. would not harm the amenity of existing dwellings. The provisions of Policy DM14 principally relate to physical changes to facilitate such a use.

Policy DM21 of the LP states that development or change of use which would result in the loss of an existing social or community facility will be resisted where there is evidence that there is a demand for that facility that is unlikely to be met elsewhere.

The Application Site is located in the Local Centre of Cleator, which is a sustainable location for development.

The Application Site comprises a former hotel falling within Use Classification C1 and so comprises an existing social or community facility. The hotel was the subject of fire damage in July 2019, ceased trading in August 2019 and has been vacant since. The hotel has been marketed for sale during the period of closure and a potential purchaser to operate the hotel has not been identified. Alternative social and community facilities exist within the settlements of Cleator and Cleator Moor that hold the potential to meet the demand that may arise from the operation of the hotel.

One of the delivery priorities of the CHS is to work with developers, statutory bodies and third sector partners to increase the supply of much needed specialist housing with support for groups with a specific and unmet need. The Applicant is working with Living for Life (Cumbria) to deliver the scheme, with a focus on individual needs and promoting independence, in consultation with Cumbria County Council. The development will increase the offer for residents with these particular identified needs in the locality.

The Copeland Housing Officer welcomes the development on the basis of it increasing the offer for residents with these particular needs and it bring a prominent empty building on the outskirts of one of our main towns into residential use through investment which is a strategic priority of Copeland Borough Council.

Use Classification

Use Class C2 of The Town and Country Planning (Use Classes) Order 1987 (as amended) states the following:

Class C2. Residential institutions

Use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)).

Use as a hospital or nursing home.

Use as a residential school, college or training centre.

An approval of Full Planning Permission for the proposed development would not only approve the use of the property as described within the planning application only, but all uses falling within the C2 Use Classification, which are extensive in their scope and nature.

The objections to the proposed development received from local residents in part outline concern in respect of the use described within the supporting application documentation; however, greater concern exists regarding the potential for the use of the Application Site for other uses falling within the C2 Use Classification and not referenced in the supporting application documentation. Specific concern is raised in respect of the use of the property as transitional short-term accommodation and for the treatment of drug and alcohol addiction issues, given resulting fear of crime and antisocial behaviour that would result.

Substantive case law and case precedent has determined that public concern and fear with particular regard to crime and antisocial behaviour are material planning considerations in the determination of planning applications, given the impact such could have on the enjoyment of a location and particularly dwellings.

There is specific case law surrounding public concern and fear, with particular regard to crime and antisocial behaviour in the treatment of drug and alcohol addiction issues. These issues are associated with the actions of individuals being treated and the impact that this may have on local residents, notwithstanding any operational safeguarding that may be in place by an operator.

Cleator is a rural community with limited services and facilities and a small population. The presence of a drug and alcohol addiction treatment centre or similar has the potential to have a wide reaching adverse impact upon such a small and tightly knit community, especially given the proximity to existing dwellings and the Church of St. Mary's. Cleator is remote from the services and facilities that are likely to be required to support and facilitate rehabilitation. It is therefore considered that the use of the property for transitional short term accommodation and for the treatment of drug and alcohol addiction issues is not appropriate in this location.

In the context of the above, a planning condition is proposed to control the use of the proposed development to such uses as described within the supporting application documentation and excluding other uses within the C2 Use Classification to prevent the use of the Application Site for purposes that are unacceptable in this location.

A planning condition is also proposed requiring the operator to keep a formal bound register which will provide a means for the Council to monitor occupation and provide evidence of compliance over the lifetime of the development.

The proposed development would not be supported without the imposition of the outlined planning conditions.

Design and Heritage Impacts

Policies ENV4 and DM27 of the LP seeks to protect, conserve and where possible enhance listed buildings and their settings.

The LBCA sets out a clear presumption that gives considerable importance and weight to the desirability of preserving a heritage asset and its setting.

Section 66.1 of the LBCA requires that: *'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.*

Paragraphs 184 – 202 of the NPPF in respect of heritage include a requirement that when considering the impact of development proposals on designated heritage assets great weight should be given to the conservation of the asset's significance; however, less than significant harm should be weighed against the public benefits of a development.

The Application Site comprises a former school dating from 1909. The building is well appointed, particularly at the front, benefiting from a particularly attractive frontage and setting, which makes a generally positive contribution to the setting of the Grade II Listed Church of St Mary's. The extensive cemetery and grotto area although not listed are part of the picturesque setting of the Church of St Mary's and has clear views of the Application Site. The rear of the building is less impressive, with the two bungalows and car parking areas being detractors. The building attached to the east of the former hotel is also a detractor, albeit the stone cladding to the front elevation does limit impacts in some vistas

It is proposed to retain the existing buildings and gardens largely in their present form, with only small scale physical interventions. The removal of the existing conservatory and reinstatement of the windows will deliver benefits. The creation of the external accesses, some external patio areas and balconies and parking area will have a slight adverse impact on the non-designated heritage assets and Church of St Mary's. The remaining works will have a principally neutral impact on the non-designated heritage assets and Church of St Mary's.

In applying the statutory duties of the LBCA and the relevant provisions of the NPPF and the Development Plan, it is considered that as proposed the development will result in slight harm to the significance of the non-designated heritage asset and Church of St Mary's; however, that the positive benefits from retaining the building in an active use would outweigh those harms.

Residential Amenity

The matters of public concern and fear with particular regard to crime and antisocial behaviour have been considered in detail above.

The impact arising from residents should not be materially different those that could reasonably exist at any residential development.

It has been confirmed that a team of six to eight staff will generally be present to deliver care to residents and that this may rise to eight on occasions if required. It has been confirmed that staff will work on a shift basis.

Given the nature of the use and the proposed staffing level, the impacts resulting from general activity and vehicle movements will not be greater than could reasonably exist under the existing lawful C1 Use Classification.

Whilst not strictly a residential development, given that the use incorporated residential accommodation, the provisions of Policy DM12 of the LP are reasonably relevant and the defined interface separation distances are achieved.

The proposed alterations will not result in adverse impacts through loss of light, overshadowing or overbearing.

Highway Safety and Parking

Access is proposed via the existing access to the existing and proposed vehicle parking areas.

Given the nature of the use and the proposed staffing level, the number of vehicle movements will not be greater than could reasonably exist under the existing lawful C1 Use Classification.

The proposed vehicle parking provision has been updated in accordance with the comments received from Cumbria County Council – Highways and Copeland Disability Forum.

A planning condition is proposed to secure the completion and retention of the vehicle parking layout.

Flood Risk and Drainage

The Application Site is located within Flood Zone 1.

No alterations are proposed to the existing means of surface water management and disposal.

The proposed patio areas will result in a minor increase in developed surface area; however, it is considered that in the context of the existing flows, these would be minimal.

Ecology and Arboriculture

The Application Site falls within the planning and development trigger list for bat surveys contained within the Bat Conservation Trust Bat Surveys Good Practice Guidelines; however, given the nature and location of the proposed works, the potential for the presence of bats is negligible and a Bat Survey is not therefore required.

It is proposed to retain the existing trees and lawn covered areas, with additional evergreen planting proposed within the grounds.

A Tree Preservation Order exists in respect of three trees on the Application Site. Only 1no. of these trees remain on the Application Site. No works are proposed within the proximity of the remaining tree; however, a vehicle parking area is proposed within proximity of a tree

which no longer exists. The replacement of the Tree Preservation Order trees that no longer exist on the Application Site is to be pursued separately from this planning application.

Planning conditions are proposed to secure a detailed scheme of planting for the development and measures to protect the retained tree during construction.

The Planning Balance

The Application Site is located in the Local Centre of Cleator, which is a sustainable location for development which helps to sustain services and facilities for local communities.

The proposed development will result in the loss of a social or community facility; however, alternative social and community facilities existing within the settlements of Cleator and Cleator Moor that hold the potential to meet the demand that may arise from the operation of the hotel.

The development will increase the offer for residents with identified needs in the locality.

No unacceptable impacts are arising in respect of residential amenity, highway safety, ecology, design and heritage impacts subject to the planning conditions proposed.

It is clear that all uses within the C2 Use Classification would be unacceptable in this location given the public concern and fear, with particular regard to crime and antisocial behaviour in the treatment of drug and alcohol addiction issues.

The planning conditions proposed would control the use of the proposed development to such uses as described within the supporting application documentation and excluding other uses within the C2 Use Classification and prevent the use of the Application Site for purposes that are unacceptable in this location. The proposed development would not be supported without the imposition of such planning conditions.

In the context of the above, it is considered that the proposed development accords with the provisions of the Development Plan subject to the imposition of the planning conditions proposed.

Recommendation: -

Approve subject to the following planning conditions:

Conditions

Standard Conditions

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

Reason

To comply with Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. Permission shall relate to the following plans and documents as received on the respective dates and development shall be carried out in accordance with them: -

TBC

Reason

To conform with the requirement of Section 91 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.

Pre-Commencement/Occupation

3. No development shall commence until a scheme for the protection of the retained trees (the tree protection plan) and the appropriate working methods (the arboricultural method statement) in accordance with Clause 7 of British Standard BS5837 - *Trees in Relation to Construction - Recommendations* has been submitted to and approved in writing by the Local Planning Authority.

The tree protection measures shall be carried out as described and approved, and shall be maintained until the development is completed.

Reason

To adequately protect the existing trees on site which are subject to a TPO.

4. No works to the exterior of the building hereby approved shall commence until samples and details of the materials to be used in the construction of the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details.

Reason

To ensure a satisfactory appearance of the development in the interests of visual amenity.

5. Notwithstanding the submitted details, the development hereby approved shall not be brought into use until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include:-

- proposed finished levels or contours;
- means of enclosure;
- car parking layouts;
- other vehicle and pedestrian access and circulation areas;
- hard surfacing materials;
- minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, lighting, etc.);
- communications cables, pipelines etc. indicating lines, manholes, supports); and
- retained landscape features such as trees together with details of how they will be protected during construction.

Soft landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers / densities; and an implementation programme.

The scheme of landscaping shall be completed in accordance with the agreed details and implementation programme.

Any trees / shrubs which are removed, die, become severely damaged or diseased within five years of their planting shall be replaced in the next planting season with trees / shrubs of similar size and species to those originally required to be planted.

Reason

To ensure the implementation of a satisfactory landscaping scheme.

6. The development shall not be brought into use until full details of proposed refuse collection arrangements have been submitted to and approved in writing by the Local Planning Authority. Following occupation of the first dwelling on the site, refuse collection shall be commenced and maintained in accordance with the approved management and maintenance details to the satisfaction of the local planning authority.

Reason:

To ensure that adequate provision is made with the development for refuse collection arrangements in the interests of residential amenity and highway safety and in accordance with the National Planning Policy Framework and Policy DM22 of the Copeland Local Plan.

Other Conditions

7. The development shall be used for no purpose other than the provision of: 13no. self-contained supported living apartments; associated communal facilities; and,

associated staff office space to be occupied by people who require person-centric support and have a primary diagnosis of learning disability and/or other mental health disabilities as defined by the National Institute of Health and Care Excellence.

The development shall not be used for the provision of transitional care or use short-term tenancies.

The development shall not be used for the treatment of drug and alcohol addiction and rehabilitation from any such addiction.

The development shall not be used for any other use falling within Use Class C2 of The Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

Reason:

In the interests of neighbouring residential amenity and in accordance with Policy ST1 of the Copeland Local Plan 2013-2028.

8. A bound register of all residents of the accommodation hereby approved shall be maintained at all times and shall be made available for inspection by the Local Planning Authority on request. The register shall comprise consecutively numbered pages, which shall be kept in order, and each entry shall contain the apartment name/number; the diagnosis of the resident occupying the apartment; and, the dates that the resident occupied the apartment.

Reason:

In the interests of neighbouring residential amenity and in accordance with Policy ST1 of the Copeland Local Plan 2013-2028.

9. No construction work associated with the development hereby approved shall be carried out outside of the hours of 07.30 hours -18.00 hours Monday-Saturday, nor at any time on Sundays and bank holidays.

Reason

In the interests of neighbouring residential amenity and in accordance with Policy ST1 of the Copeland Local Plan 2013-2028.

Statement

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning

policies and any representations that may have been received, and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development as set out in the National Planning Policy Framework.