

Planning Statement

North Manchester General Hospital
Temporary Modular Office Accommodation

Manchester University NHS Foundation Trust

September 2020

Turley

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Client

Manchester University NHS Foundation Trust

Our reference

SHEM3007

September 2020

1. Introduction

- 1.1 This Planning Statement (“the Statement”) has been prepared by Turley on behalf of Manchester University NHS Foundation Trust (“MFT” and / or “the Applicant”) to accompany an application for full planning permission for the erection of a temporary modular office building at the North Manchester General Hospital (NMGH) on land to the west of Eyam Road and south of Ellis Drive.
- 1.2 The proposals would be retained for up to five years with first occupation anticipated by January 2021.
- 1.3 The description of development is as follows:
- “Application for a temporary office building (use class B1) and associated infrastructure including the provision of footpath improvements.”*
- 1.4 The purpose of this Statement is to assist Manchester City Council (“MCC” or “City Council”) and other stakeholders in understanding the background and requirement for the proposals as well as identifying the prevailing policy framework and an assessment of compliance with it.

Background

- 1.5 Significant regeneration plans for the hospital site were announced by the Prime Minister in September 2019. NMGH is in dire need of investment and is a focus for the Government and MFT for the delivery of modern, purpose-built and integrated healthcare facilities.
- 1.6 MFT is currently preparing a Strategic Regeneration Framework which is a plan that sets out a blueprint for the redevelopment of the site over a 10 - 15 year period.
- 1.7 Delivery of this significant proposal requires the relocation of some support functions and departments into temporary accommodation to minimise disruption to vital hospital functions and services.
- 1.8 The proposed temporary office accommodation that forms part of this application will enable MFT to house their administrative staff and functions whilst they activate their longer-term redevelopment plans so that they can meaningfully transform the whole site for the benefit of the local communities.

Planning Application

- 1.9 In addition to this statement, the following technical documents and plans have been prepared for submission with the planning application.
- Cover Letter and Application Form
 - Design and Access Statement (ref: 6512-SRA-E1-XX-RP-A-00002 P02), prepared by Sheppard Robson

- Architectural Plans and Drawings, prepared by Sheppard Robson
 - Site Location Plan (drawing ref: 6512-SRA-E1-XX-DR-A-00800 Rev P02)
 - Existing Site Plan (drawing ref: 6512-SRA-E1-XX-DR-A-00801 Rev P01)
 - Proposed Site Plan (drawing ref: 6512-SRA-E1-XX-DR-A-00802 Rev P02)
 - Site Sections (drawing ref: 6512-SRA-E1-XX-DR-A-00804 Rev P02)
 - General Arrangement – Ground Floor Plan (drawing ref: 6512-SRA-E1-00-DR-A-20800 Rev P02)
 - General Arrangement – Typical Upper Floor Plan (drawing ref: 6512-SRA-E1-ZZ-DR-A-20801 Rev P02)
 - General Arrangement – East Elevation (drawing ref: 6512-SRA-E1-XX-DR-A-20830 Rev P02)
 - General Arrangement – South Elevation (drawing ref: 6512-SRA-E1-XX-DR-A-20831 Rev P02)
 - General Arrangement – West Elevation (drawing ref: 6512-SRA-E1-XX-DR-A-20832 Rev P02)
 - General Arrangement – North Elevation (drawing ref: 6512-SRA-E1-XX-DR-A-20833 Rev P02)
 - Proposed Pedestrian Route Improvement Works (drawing ref: 6512-SRA-E1-XX-DR-A-90801 Rev P02)
- Technical Reports:
 - Tree Impact Report and Tree Protection Plan, prepared by Rowbottom's Tree Services Ltd
 - Phase 1 Preliminary Risk Assessment, prepared by Curtins
 - Drainage Strategy, prepared by Curtins
 - Transport Statement (including Waste Management Strategy) prepared by Curtins
 - Waste Management Proforma

1.10 GMP is instructed to prepare a Crime Impact Statement, which will be submitted to Manchester City Council when received.

Pre-Application Discussions

- 1.11 A pre-application meeting was held with Jennifer Atkinson, a Manchester City Council Planning Officer, on 2 July 2020.
- 1.12 Discussion at the meeting involved sharing details of the emerging scheme including site plans and elevations, outlining the justification and need for the temporary accommodation, providing a summary of the proposed consultation strategy and agreeing the scope of the application.
- 1.13 The meeting was positive with feedback relating primarily to the level of detail to be included in the application submission.

Structure

- 1.14 This Statement is structured as follows:
 - **Section 2** – Context, this section explains the rationale and justification for the proposed development
 - **Section 3** – Site and Surrounds, this section describes the application site and surrounding area
 - **Section 4** – Application Proposals, this section provides a detailed description of the proposed development
 - **Section 5** – Planning Policy Context, this section provides a summary of relevant planning policy and guidance
 - **Section 6** – Planning Considerations, this section provides an assessment of the proposed development against the relevant planning policy and guidance, and
 - **Section 7** – Conclusions.

2. Context

Why is the redevelopment of North Manchester General Hospital important?

- 2.1 NMGH is a critical anchor institution in the north of the city (the only organisation to employ over 200 people), and is in dire need of significant investment.
- 2.2 The hospital still operates within much of its original estate, much of which dates back to the 1800s. Its facilities and infrastructure are in need of transformation and are not fit for 21st Century health and social care services.
- 2.3 Coupled with this, economic growth in Manchester has not benefited everyone equally. Communities such as those within North Manchester continue to experience some of the highest rates of deprivation.
- 2.4 The challenges associated with delivering modern healthcare in this context have manifested as a hospital site that struggles to provide high quality and cost effective care, attract development and retain its workforce, with a vacancy rate of 20% for doctors and 19% for nurses.

What is the opportunity for NMGH?

- 2.5 MFT and its partners, including the City Council, believe that a radical and new approach is the only way to change this situation. Working collectively, MFT propose to break new ground in an approach to the economic and social renewal of place, using critical investment in healthcare provision to act as a catalyst for meaningful change for the site and in the surrounding communities.
- 2.6 This opportunity was set out in Our Healthier Manchester¹ and the Proposition Document². These documents identify an exciting and unparalleled regeneration proposition for the NMGH site and North Manchester. It highlights the opportunity to effect generational change for the surrounding community, creating new jobs, promoting healthy lifestyles, developing skills and contributing to a zero-carbon environment for the benefit of the local neighbourhood and beyond.
- 2.7 The Government's Health Infrastructure Plan³ (HIP) also sets out a long-term plan to deliver world class health facilities, and this includes plans to build new hospitals, modernise mental health facilities, improve primary care and build up our infrastructure in interconnected areas such as public health and social care. The HIP allocates the funding to NMGH to unlock the ambition plans to redevelop the hospital and care facilities on the site.

¹ Our Healthier Manchester - How we can all help create a healthier city (2016), page. 26

² Proposition Document (2019)

³ Health Infrastructure Plan (2019)

What are the emerging plans for North Manchester General Hospital?

- 2.8 MFT has been preparing a Strategic Regeneration Framework (SRF) for the redevelopment of the NMGH site and they plan to publish a draft later in 2020.
- 2.9 The SRF will set out the blueprint for the redevelopment of the hospital site. In particular, it will propose:
- A new acute hospital providing modern, best-in class healthcare facilities; embracing integration, innovation and technology.
 - A modern mental health hospital offering a high quality and effective care environment. This is known as the New Park House development and it is being led by Greater Manchester NHS Foundation Trust (GMMH).
 - A wellbeing hub to deliver integrated community based care and wellbeing services, responding to the specific needs of the local population. This will become a destination for the local community through the variety of service it offers, combined with meeting spaces and a community café.
 - An education hub to support training for healthcare staff and to maximise employment opportunities for local community.
 - A new residential community focused on keeping people well at home. The housing will be diverse and could include key worker accommodation, social housing, stepdown care, and extra care.
 - New high-quality commercial space with a focus on healthy ageing and providing flexible accommodation suited to companies in different stages of evolution. This space will support and inspire innovation and enable businesses to locate and expand in North Manchester, benefiting local employment.
 - A village green. This will be a high quality outdoor space, acting as a focal point for the Campus, and a vital connection to the local neighbourhood.

How will this planning application help realise the redevelopment aspirations for NMGH?

- 2.10 The ongoing operation of clinical services during the regeneration the NMGH campus will be of paramount importance. Delivery of this significant proposal will therefore require the relocation of some support functions and departments into temporary accommodation to minimise disruption to vital hospital services.
- 2.11 In particular, the proposed temporary office accommodation will enable MFT to house their administrative staff and functions whilst they deliver their longer-term redevelopment plans in accordance with the emerging SRF.
- 2.12 The movement of staff to the temporary accommodation from different hospital buildings and departments will be phased with occupation of the temporary

accommodation being staggered depending on the construction and completion of redevelopment projects elsewhere across the NMGH campus.

- 2.13 The phasing of staff decant into and out of the temporary accommodation is not an exact science given the number of external factors affecting their movement (i.e. planning, construction, infrastructure and fit out), but MFT envisages the following:
- Phase 1 would involve the provision of approximately 143 desk spaces for Medical Secretaries, Consultants and Medical Students currently based in existing accommodation in the north of the Site. The decanting of these spaces is expected to take place in early 2021 and it will enable intrusive surveys and strip-out to take place. This work will be necessary to inform the detail design stage.
 - Phase 2 is linked to Greater Manchester Mental Health NHS Foundation Trust's (GMMH) new Park House development and is expected to provide approximately 292 additional desk spaces for Internal Audit, Medical Illustration, Trade Union and Trust Headquarters. GMMH anticipate that their planning application will be submitted in September 2020 and the decanting of Trust Headquarter will take place following the decant of staff in the North Zone.
- 2.14 The scheme presented within the consultation material showed a two stage phased approach to the construction in line with the above phasing, which would see two floors erected for the first phase and an additional two floors added when necessary during the decant process. It has become apparent during the tender process that this approach is unachievable for a number of constructability reasons.

Why has this site been chosen for the temporary accommodation?

- 2.15 MFT have undertaken a campus wide assessment of available and suitable space for the erection of a modular office block to cater for the temporary accommodation.
- 2.16 MFT selected the application site because it is envisaged to be one of the last parts of the site to be redeveloped. It is also proximate to existing staff car parks and it is possible to integrate the site with the existing estate with relative ease.

3. Site and Surrounds

North Manchester General Hospital

- 3.1 NMGH is located about 4 km to the north of Manchester City Centre and 0.8 km to the north of Crumpsall District Centre.

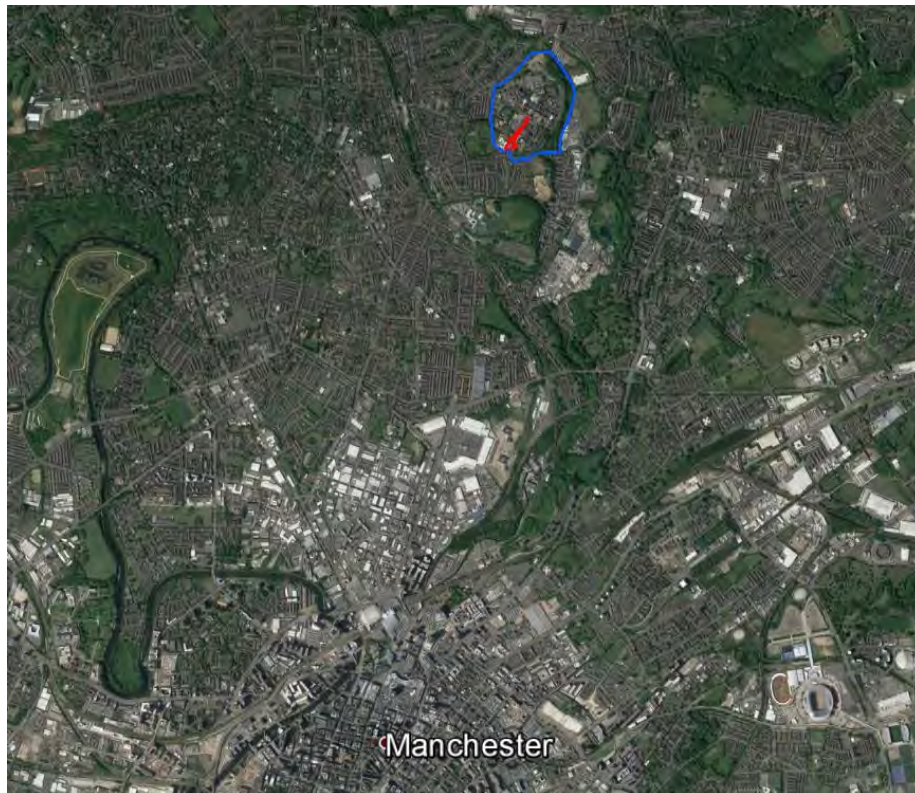


Figure 3.1: Site Context Plan (source: Google Earth)

- 3.2 NMGH is a significant healthcare and employment asset. It comprises about 27 ha and is the home to a district hospital, an intermediate care facility (Crumpsall Vale) and a mental health hospital (Park House).
- 3.3 The district hospital provides a full accident and emergency department and a full range of general and acute surgical services and a regional specialist infectious disease unit – while the intermediate care facility offers short-term rehabilitation to people to regain their optimal levels of independence before returning home.
- 3.4 The NMGH site is still owned by Pennine Acute Hospitals NHS Trust (PAHT), but MFT operates the district hospital under a management agreement with PAHT. MFT is one of the largest acute Trusts in the UK and operates nine hospitals across Greater Manchester and employing over 20,000 staff. Crumpsall Vale is operated by Manchester Local Care Organisation (MLCO).

- 3.5 GMMH manages the mental health inpatient facility. This hospital specialises in caring for adults of working age, and offers assessment and treatment for a wide range of mental health needs.

The Application Site

- 3.6 The application site ("the Site") includes the location of the proposed building at the car park area to the south, the route of the footpath improvement works to the north and infrastructure connection works to the substation across Eyam Road to the east.
- 3.7 The Site is located to the south of the NMGH campus at the junction of Ellis Drive to the north, Eyam Road to the east and Magna Drive to the south (see indicative location at Figure 1).

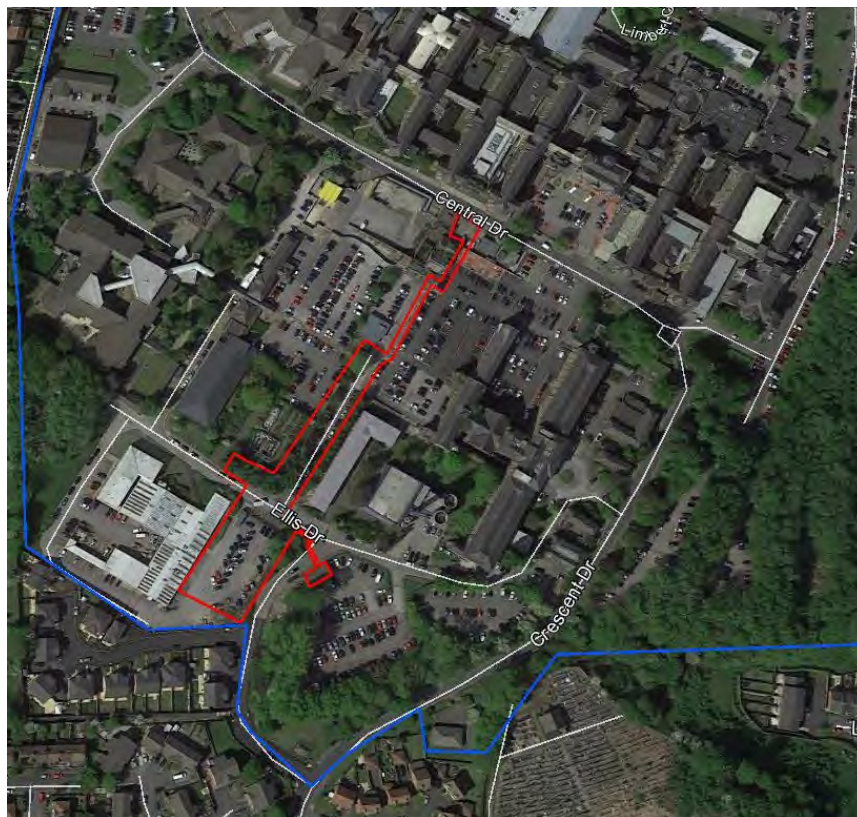


Figure 3.2: Approximate site location (source: Google Earth)

- 3.8 The Site boundary is c. 4.7ha. The footprint of the proposed building is c. 0.11 ha and comprises an existing staff car park (28 vehicle spaces). The car park area is bound to the east by a metal fence and to the south along Magna Drive by a wooden fence.
- 3.9 The footpath route to the north crosses existing hard standing, areas of car park and a small grassy verge with sporadic tree planting.
- 3.10 There is a small patch of grass with planting of low quality (6 category C trees and one category U tree) at the corner of Ellis Drive and Eyam Road with sporadic planting extending south along the boundary with Eyam Road.

- 3.11 A cluster of category B trees and a category U tree are located on the north side of Ellis Drive and to the west of the internal access road along the route of the proposed footpath improvement works.
- 3.12 To the east of the Site is a hospital surface car park and residential properties are located to the south, accessed off Magna Drive.

Surroundings

- 3.13 The Site is adjacent to a number of existing hospital buildings. To the north of the proposed building is a 2 storey, L-shaped, red brick building including the Internal Audit, Medical Illustration, Trade Union departments and internal service road linking to Central Drive. The Site is to the east of the Estates Department and Estates Stores building which is a 1 to 2 storey red brick building with a grey corrugated roof. An internal vehicular route south off Ellis Drive that circles round the Estates Department building forms the western boundary of the Site.
- 3.14 There is currently an under provision of suitable pedestrian links from the Site to the rest of the NMGH campus with pedestrians having to cross car park areas without a separate footpath link.
- 3.15 The main hospital buildings, including the Acute Hospital, are located further to the north of the Site along Central Drive.
- 3.16 The car park to the east of the Site is bound by a high metal fence and red brick sub-station along the Eyam Road boundary. Beyond the car park and Crescent Drive, a narrow strip of woodland planting follows the eastern boundary of the NMGH campus. Crumpsall Jewish Cemetery is located approximately 150m to the east of the Site below the wooded area.
- 3.17 Residential properties to the south of the Site on Magna Drive are 2 storey red brick semi-detached dwellings. Residential development extends beyond Magna Drive to the south.

Policy and Environmental Designations

- 3.18 While the Site is not subject to any site-specific Development Plan policies or any statutory or non-statutory environmental designations, the following are relevant:
- According to MAGIC Map⁴, there are no statutory designated sites for nature conservation within the Site or in close proximity
 - There are no listed buildings immediately adjacent or proximate to the Site
 - The site is not located within a Conservation Area, however, the Crumpsall Green Conservation Area is less than 500m to the north west

⁴ <https://magic.defra.gov.uk/>

- According to the Environment Agency Flood Risk Maps, the Site is within Flood Zone 1, which indicates that the Site has a low risk of flooding.

4. Application Proposals

- 4.1 This planning application seeks full planning permission for the erection of temporary modular office accommodation to facilitate the redevelopment of the NMGH site.

- 4.2 The description of development is as follows:

“Application for a temporary office building (use class B1) and associated infrastructure including the provision of footpath improvements.”

- 4.3 MFT wish to retain the temporary building for up to 5 years. They will remove the building once it is no longer required and restore the land to its original condition.

Layout

- 4.4 The proposed building will be rectangular in shape with the addition of two external fire escape staircases on the northern and southern elevations and an external plant enclosure next to the southern fire escape.
- 4.5 The main building entrance will be on the eastern elevation with a footpath leading to Ellis Drive. This footpath increases legibility for hospital staff moving around the campus as the main pedestrian route to the Acute Hospital is via the internal service road to the north of Ellis Drive.
- 4.6 The location of the proposed building has been led by consideration of the neighbouring land uses. The building is located as far north as possible without impacting on visibility splays for vehicles exiting the internal access road on to Ellis Drive.
- 4.7 The buildings associated plant are located to the south of the building in a secure plant compound. Services are to be routed from the sub across Eyam Road and north along the west side of the internal access road.
- 4.8 Figure 4.1 below shows the standard modular footprint for each floor. The internal layout of the office accommodation comprises 13 open plan modules that create a total gross internal area of 754 sqm per floor. The internal space includes a single line of columns at the junctions of the modular bays. There is also a central vertical core with stairs and a lift and two external emergency escape stairs at the northern and

southern elevation.

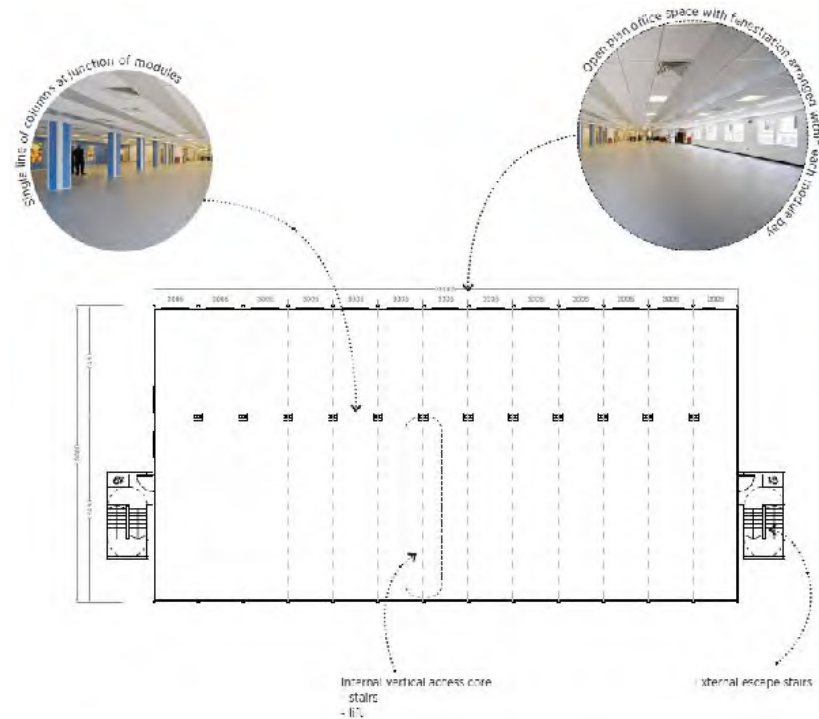


Figure 4.1: Standard modular floor footprint

- 4.9 The standard modular footprint has been customised to fit the requirements of MFT. The proposed floorplans show how typical upper floors will be used to accommodate 75 workspaces. The floors will include individual desks, break out spaces, meeting rooms, bathrooms and staff tea points. A reception area will be at the building entrance on the ground floor and therefore it is anticipated that this floor will accommodate 67 workspaces.

Design and Appearance

- 4.10 The modular building's external appearance is standard for a temporary building of this nature with the external material being a plastisol cladding. A high pressure laminate panel cladding is proposed on the southern elevation, including the plant store and southern fire escape, to enhance the visual appearance of the building, particularly from the residential properties to the south of the Site.
- 4.11 The building's main entrance fronts Eyam Road with windows on this elevation overlooking the entrance. Pedestrian access is reached via the footpath from Ellis Drive and follows the building round to the entrance, which is defined by a canopy, this feature also provides shelter for building users.
- 4.12 Secondary entrances on the southern and northern elevations will be accessible by management staff only and will provide access to the external service area comprising the bin store and plant. Two emergency exits are to be provided on each floor with external PPC escape stairs provided on the north and south building elevation.

- 4.13 Above window louvres are proposed as external design detailing and are also used as part of the mechanical ventilation strategy. Frosted glazing is proposed on all windows on the southern elevation to avoid overlooking of the adjacent residential properties while also ensuring the internal office space benefits from natural light.
- 4.14 Amendments to boundary treatments are required to ensure legibility for building users and to create a safe and secure environment for staff using the adjacent internal service road to the west. The gate at the entrance to the adjacent service road is to be retained and bollards are to be placed along the western elevation of the building to create a barrier with the vehicular route.
- 4.15 A fence is proposed from the south east corner of the external plant area to the south east corner of the Site. The existing fence on the eastern boundary is to be removed and a kerb/low retaining wall is proposed to the boundary of the vegetation proposed for retention.
- 4.16 The scheme design has been led by Secured by Design principles. A Crime Impact Statement has been instructed and will be shared during the determination of the application.
- 4.17 The submitted plans and elevations reflect the intended design and layout of the proposed building. The details included were submitted as part of the tender information pack sent to selected modular building suppliers. There may be some minor elevation changes depending on the outcome of discussions with the selected modular supplier. On this basis, MFT would request a suitably worded planning condition to allow the submission of final plans and elevation drawings prior to implementation.

Landscaping

- 4.18 The brownfield nature of the Site means there is limited impact on ecology or landscape as a result of the proposed development.
- 4.19 The proposed location of the building results in the loss of 3 category C trees and 1 category U tree at the junction of Ellis Drive and Eyam Road. The proposed footpath route to the north of the north of Ellis Drive involves the loss of 1 category U tree and 1 category B tree with works proposed within root protection areas of other category B trees. The submitted Tree Impact Report includes a number of mitigation measures to protect the retained trees during construction. The loss of the category B tree is unavoidable however it's visual impact is limited due to it being located behind the linear row of birch trees at the edge of the internal access road.
- 4.20 Works to lay the infrastructure from the pumping station to the proposed building involves the digging of a 400mm x 900mm utility trench along the kerbside of the internal access road. This utility trench falls within the RPA of some category B trees but as the trench is proposed on an existing highway and therefore comprises highly compacted subbase, conflict with major tree roots is not anticipated.
- 4.21 MFT instructed a campus wide Ecological Assessment which showed some of the trees at the junction of Ellis Drive and Eyam Road to have a potential for nesting birds.

Notwithstanding this, any removal of trees will be programmed to take place outside of the bird nesting season to avoid any disturbance.

- 4.22 The Site is primarily existing hard surfacing so there is no scope for additional landscaping or replacement tree planting within the Site boundary.

Access

- 4.23 The Site is in a highly accessible location with good public transport connections, cycle infrastructure and pedestrian routes in the surrounding area.
- 4.24 The proposed building does not result in an increase in the number of vehicles travelling to the NMGH campus. Staff using the temporary accommodation will use the existing car parking facilities elsewhere within the NMGH campus. The highway network is therefore not anticipated to experience any adverse traffic impact as a result of the proposed development.
- 4.25 A total of 28 car parking spaces will be lost as a result of the proposed building. These spaces are used by staff and the assessment undertaken by Curtins, as referenced in the Transport Statement, shows that there is existing car parking capacity within the wider NMGH campus. Staff that currently use the car park will be able to park elsewhere within the campus while the temporary office building is on the site.
- 4.26 Twelve cycle storage spaces will be provided adjacent to the proposed building with accompanying shower and locker facilities available on each floor within the temporary accommodation.
- 4.27 The proposed footpath improvement works to link the accommodation to Central Drive follows the path of the internal service road. The route and proposed works are shown in detail on the Proposed Pedestrian Route Improvement Works plan (ref: 6512-SRA-E1-XX-DR-A-90201 Rev P01).
- 4.28 From Ellis Drive a new resin bound footpath is proposed to the west of the service road which will be lit by proposed bollard lighting. The footpath improvement works require the loss of two car parking spaces from the Pennine Acute Hospital car park. The row of car parking spaces facing the service road are to be retained but moved west by one space to accommodate the footpath improvements.
- 4.29 Immediately south of Central Drive a new section of footpath will involve the removal of a small section of wall and the placement of a ramp to navigate a 1200mm change in levels.

Drainage

- 4.30 The surface water is to be drained by reset existing gullies to suit the proposed hardstanding arrangement. A new surface water drainage system will convey to the onsite 600mm private combined sewer at a discharge rate of 5l/s. A 20 cubic metre cellular attenuation tank is to be positioned adjacent to the surface water outfall as shown on the Drainage Strategy drawing within the submitted Drainage Strategy.

- 4.31 Foul water is to join the existing foul water drainage route to the west of the proposed building.

Hours of operation

- 4.32 The proposed building is to be used by hospital staff only and will be accessible during standard office hours – 08.30 – 18.00. Secured access to the building will enable late access where necessary.

Servicing and Waste Management

- 4.33 The Transport Statement confirms that refuse and service vehicles will be able to manoeuvre the site via the existing vehicular access points to the west of the Site. It is envisaged that the collection service will be provided by a private collector as per the existing arrangements, at a frequency of at least 3 collections per week. The proposed waste storage capacity is included in the “Proposed Servicing Arrangements” section of the Transport Statement.

Construction and delivery

- 4.34 The modular building requires assembly at the site but will be constructed off site; ensuring a short construction timetable.

5. Planning Policy Context

- 5.1 Section 70(2) of the Town and Country Planning Act 1990 (TCPA) and Section 38(6) of the Planning and Compulsory Purchase Act (PCPA) requires that planning decisions be taken in accordance with the adopted Development Plan unless material considerations indicate otherwise.
- 5.2 The adopted Development Plan for MCC comprises:
- The Manchester Core Strategy (CS) (2012)
 - Manchester Proposals Map
 - Saved policies of the Manchester Unitary Development Plan (UDP) (1995)
 - Greater Manchester Waste Development Plan (April 2012)
 - Greater Manchester Minerals Plan (April 2013).
- 5.3 Other material considerations include:
- The National Planning Policy Framework (the NPPF) (February 2019)
 - Guide to Development in Manchester Supplementary Planning Document (2017)
 - Our People, Our Place – The Greater Manchester Strategy (2016)
 - Our Manchester Industrial Strategy: Developing a more inclusive economy (2019).
- 5.4 The Core Strategy references and aligns with the Framework's 'presumption in favour of sustainable development'⁵. This means that planning applications that accord with the policies in the Development Plan should be approved without delay, unless material considerations indicate otherwise.
- 5.5 Key themes and requirements of relevant Development Plan documents and other material considerations are summarised below.

Site Specific Policy

- 5.6 The Core Strategy divides the Local Authority area into 5 Regeneration Areas (RA). Core Strategy Policy SP1 provides key spatial principles to guide the strategic development of the city as a whole and each of the RAs have more specific principles and locations for strategic development based upon a thorough review of challenges and opportunities in that area.

⁵ National Planning Policy Framework (2019), para. 11

- 5.7 The Site is shown on Manchester City Council's Proposals Map as white land within the North Manchester RA (Core Strategy Policy EC4/H3).
- 5.8 The Core Strategy recognises that some parts of North Manchester suffer high levels of deprivation, with low educational attainment which can be a barrier to accessing employment.⁶
- 5.9 There is now a stated policy ambition⁷ to address such imbalances in the conurbation and to prioritise a thriving and productive economy for all parts of Greater Manchester and seeks to tackle the underlying barriers to investment and enterprise in areas like North Manchester.

Improving Health

- 5.10 The Core Strategy sets out⁸ a vision that by 2027, Manchester will be *"a City with an increased and sustainable healthy population and a community which both benefits from and drives the City's productivity upwards"*.
- 5.11 This vision aligns with the NPPF, which advises that planning decisions should aim to achieve healthy, inclusive and safe places⁹.
- 5.12 The Our Manchester Industrial Strategy also identifies that opportunities to improve health through regeneration should be capitalised on to drive economic and community renewal, alongside the transformation and integration health services.

"The redevelopment of North Manchester General Hospital – a significant community asset in North Manchester – presents potential to stimulate economic regeneration whilst breaking the cycle of ill health to offer a better future for residents. Working in partnership on a health-led investment programme, alongside integrating local services tailored to the needs of the local community, has the potential to transform the surrounding community and lead to wider economic and social renewal in the north of the city."¹⁰
- 5.13 This approach aligns with the NPPF, which advises that LPA's should support proposals that make more effective use of sites for community uses, such as hospitals, provided this maintains or improves the quality of service provision and access to open space¹¹.

Enhancing Existing Facilities

- 5.14 Core Strategy Policy EC4 confirms that employment development is appropriate in this area and that key development opportunities are available at existing employment areas including in Collyhurst, North Manchester Business Park and Cheetham.
- 5.15 Core Strategy Policy EC4 confirms the Council will promote development that have had regard to connections between major employment opportunities and residential

⁶ Core Strategy (2012), para. 8.58

⁷ Our People, Our Place – The Greater Manchester Strategy, para. 6.1

⁸ Core Strategy (2012) para. 4.14.1

⁹ National Planning Policy Framework (2019), para. 80

¹⁰ Our Manchester Industrial Strategy: Developing a more inclusive economy (2019), page 20

¹¹ National Planning Policy Framework (2019), para. 121

neighbourhoods within Manchester, Lower Broughton and Salford. The supporting text to Core Strategy Policy EC4 confirms, “demand for employment space in the north is expected to be driven by manufacturing and engineering, environmental technologies, healthcare and biotechnologies¹²”.

- 5.16 Core Strategy Policy EC2 identifies that where there is existing employment space, such as NMGH, the Council have expressed their support for enhancing these sites.
- 5.17 The NPPF also states that planning decisions should help create the conditions in which businesses can invest, expand and adapt; enabling each area to build on its strengths and address any challenges of the future¹³. The NPPF also confirms that planning decisions should recognise and address the specific locational requirements of different sectors¹⁴.

Addressing Sustainability, Environmental and Technical Matters

- 5.18 For ease of reference, a summary of the key sustainability, environmental and technical policies from the adopted Development Plan and the NPPF are summarised below:

Table 5.1: Summary of the relevant sustainability, environmental and technical policies

Theme	Summary
Development Management and Design	Core Strategy Policy DM1 outlines key development management matters, to which all developments should demonstrate consideration as part of any planning application. The relevant matters include layout, scale, materials and appearance of the proposed development and effects on amenity, noise and traffic generation. Consideration must be given to safety and crime prevention, refuse storage and collection, flood risk and drainage and any biodiversity effects. Reference is made to the Guide to Development in Manchester SPD (April 2017) which recognises the importance of design in delivering sustainable development across the City and provides developers more detailed design related guidance. The NPPF recognises the importance of design and confirms that development should be visually attractive, sympathetic to local character, establish a strong sense of place and optimise the potential of the site, whilst creating places that are safe, inclusive and accessible, and which promote health and well-being¹⁵.
Access and Transportation	Core Strategy Policies T1 and T2 require new development to improve pedestrian routes and be easily accessible by walking,

¹² Core Strategy (2012), para. 8.60

¹³ National Planning Policy Framework (2019), para. 80

¹⁴ National Planning Policy Framework (2019), para. 82

¹⁵ National Planning Policy Framework (2019), para. 127

	cycling and public transport. The NPPF ¹⁶ generally echoes this policy position while stating that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development would be ‘severe’.
Biodiversity	The Core Strategy Policy EN15 and EN9 and the NPPF ¹⁷ make clear that proposals must aim to conserve and enhance biodiversity, and encourage opportunities to incorporate biodiversity in and around developments. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated.
Flood Risk and Drainage	The Core Strategy Policies EN4 and EN14 and NPPF ¹⁸ focus on flood risk and new development. These policies assert that proposals should be directed away from areas that are at the greatest risk of flooding; and where development is permitted local planning authorities should ensure flood risk is not increased elsewhere. The Core Strategy Policy EN17 also requires development to avoid any adverse impact on water quality, including during the construction phase.
Ground Conditions	The Core Strategy Policy EN18 requires developers to consider the potential risks from ground conditions and, if necessary, incorporate mitigation measures to address them. The NPPF ¹⁹ is clear that planning decisions should ensure development sites are suitable for the proposed use taking account of ground conditions, land instability, and any proposals for remediation.
Waste	The Core Strategy Policies EN19 and DM1 promote sustainable forms of waste management. The Core Strategy recognises that waste management is a key issue for the City and requires developers to submit a waste management plan.
Energy	The Core Strategy Policies EN6 and EN8 require developments to be adaptable to climate change. For developments over 1,000sqm application submissions should demonstrate through the provision of an Energy Statement (as part of the Design and Access Statement) how proposals meet CO2 emission reduction targets.

Summary

- 5.19 National planning policy sets out a presumption in favour of sustainable development, which confirms that development that accords with relevant policies in an up-to-date development plan should be granted planning permission without delay.

¹⁶ National Planning Policy Framework (2019), para. 103

¹⁷ National Planning Policy Framework (2019), para. 170

¹⁸ National Planning Policy Framework (2019), para. 100-103

¹⁹ National Planning Policy Framework (2019), para. 178

- 5.20 There is policy support at both a national and local level for estate regeneration and proposals that seek to improve accessibility to health facilities and services. Manchester based strategies seek to support growth and regeneration ambitions of existing health based institutions to ensure the best quality of care is provided.

6. Planning Considerations

- 6.1 This chapter provides an assessment of the proposals against the identified national and local policies identified in Section 5 and presents a summary of the conclusions of various technical assessments that are submitted with the application.

Principle of Development

- 6.2 The Site is brownfield and it lies within an existing hospital campus, which is a well-established employment location. The proposed modular office building would be entirely consistent with the surrounding hospital uses and an established employment location. In light of this, the principle of the proposed development clearly accords with the employment policies in the Core Strategy (Policy EC2).
- 6.3 In addition, the proposed regeneration of the NMGH site (see Section 2, Context) presents an exciting opportunity to effect generational change in the surrounding community by using critical investment in healthcare provision to act as a catalyst for meaningful change for the site and in the surrounding communities.
- 6.4 This regeneration opportunity is a key priority for both the MFT and the City Council, and the potential economic and health benefits are potentially transformational for North Manchester. A suite of economic policy documents, including Our Manchester Industrial Strategy (2019) and Our Healthier Manchester (2016), highlight these benefits.
- 6.5 The proposed development will be a vital first-step to facilitate and enable the regeneration works to commence. The temporary office accommodation will allow the relocation of existing hospital staff members displaced during the demolition, construction and renovation works. Such accommodation is necessary to ensure medical staff can remain on-site and ensure the day-to-day operation of the hospital without disruption.
- 6.6 In light of this, the proposed development will be pivotal component in unlocking the wider redevelopment of the NMGH site and will contribute positively to ongoing regeneration of the North Manchester Regeneration Area in accordance with the Core Strategy (Policy EC4).

Development Management Considerations

- 6.7 A range of technical documents are submitted with the application; the conclusions are summarised below and considered against relevant policies on a topic basis.

Design

- 6.8 The submitted Design and Access Statement has been prepared by Sheppard Robson and provides a detailed assessment of the design process and justification for the proposed scheme layout, scale and design.
- 6.9 The development is appropriate in scale and height having regard to surrounding land uses. The applicant has sought to minimise the impact from the buildings scale and

massing by the implementation of a high pressure laminate panel cladding on the entire southern elevation, including the plant store and fire escape. The proposed cladding will ensure the building respects local character and enhances the visual appearance of the building, particularly from the residential properties to the south.

- 6.10 The applicant acknowledges that this type of modular building is not a suitable or appropriate permanent building. Therefore, the temporary nature of the permission is proposed to be controlled by a suitably worded planning condition that requires the removal of the building after a period of five years. The design of the scheme seeks to improve the visual attractiveness of the temporary modular building and create a safe and accessible environment that accords with Core Strategy Policy DM1 and the Guide to Development in Manchester SPD (April 2017).
- 6.11 The application submission documents confirm consideration has been given to matters of flood risk, drainage, noise and waste collection as part of the design process.
- 6.12 Secured by Design Principles have been followed in the development of the scheme and a Crime Impact Statement has been instructed. This document will be forwarded to the City Council for consideration during the determination of the application.

Access and Transportation

- 6.13 The submitted Transport Statement prepared by Curtins confirms that there will be no increase in the number of vehicles travelling to the site as a result of the proposals. The site has good accessibility credentials and is close to high quality, footpaths, cycle links and public transport nodes.
- 6.14 The Transport Statement confirms that 28 staff car parking spaces will be lost to the building and 2 car parking spaces will be lost to the proposed footpath works. The impact of these losses will be minor as there is sufficient car parking capacity elsewhere in the NMGH campus.
- 6.15 The proposed footpath improvements will ensure a good level of legibility throughout the NMGH campus and will ensure the office accommodation is accessed safely by staff moving around the campus on foot.
- 6.16 The proposals are in accordance with Core Strategy Policies T1 and T2.

Noise

- 6.17 The proposed building will be in use during standard office hours (08.30-18.00) and the buildings proposed use is not noise generating. Any noise generated by the proposed development will be consistent with a functioning hospital and the adjacent Estates Department and Estates Store building to the west.
- 6.18 The external plant is located on the southern elevation of the building within a secure plant compound. There is no anticipated noise impact on neighbouring sensitive land uses, such as the residential area to the south, due to the proposed plant containment features and the distance from the plant to the nearest residential property to the south (c.25m). The proposals are in accordance with Core Strategy Policy DM1.

Biodiversity and Trees

- 6.19 The Site is not subject to any ecological designations and it is predominately hardstanding. There are, however, a number of trees within and adjacent to the site boundary that have been considered as part of the development of the scheme.
- 6.20 The submitted Tree Impact Report confirms that the scheme will remove three Category C trees and one Category U tree at the corner of Eyam Road and Ellis Drive. These works are necessary to facilitate the proposed building and enable the routing of infrastructure services from the substation across Eyam Road. A total of 3 Category C trees will be retained at this section of the site
- 6.21 A number of Category B trees are located north of Ellis Drive and to the west of the internal access road along the route of the proposed footpath works and the location of proposed underground infrastructure leading from the pumping station. The route of the footpath seeks to avoid the existing trees and associated root protection areas where possible however the loss of 1 category U tree and 1 category B tree is unavoidable. The footpath route as proposed falls into tree RPA's and therefore the proposed footpath will be built via a 'no-dig' method of construction. The Tree Impact Report includes associated mitigation measures and a method statement to ensure the protection of trees on site during construction.
- 6.22 The small area of planting at the corner of Eyam Road and Ellis Drive includes some trees that have potential for nesting birds. Any works to these trees will be programmed to take place outside of the bird nesting season to avoid any disturbance.
- 6.23 The brownfield nature of the Site means there is no scope to replace the trees lost to the development elsewhere within the application boundary. However, the emerging SRF will propose substantial additional planting as part of the long-term vision for the redevelopment of the NMGH site.
- 6.24 The proposals are in accordance with Core Strategy Policies EN9 and EN15.

Drainage

- 6.25 The submitted Drainage Strategy prepared by Curtins shows the works proposed to manage surface water and foul sewerage at the site in accordance with Core Strategy Policies EN4 and EN14.
- 6.26 Surface water is to be drained to an existing private combined sewer with an attenuation tank proposed to reduce the risk of surface water flooding. Proposed foul water drainage is to connect to an existing combined sewer to the west of the site.

Ground Conditions

- 6.27 The submitted Phase 1 Preliminary Risk Assessment prepared by Curtins determined the varied level of ground contamination risk associated with the proposed development to be from low to moderate/low. Further intrusive ground investigation recommended prior to construction work taking place can be secured via a suitably worded condition.
- 6.28 The proposals accord with Core Strategy Policy EN18.

Energy

- 6.29 The proposed building accords with Part L of Building Regulations and includes measures to ensure low carbon and energy efficient operation. Measures to achieve accordance with Part L 2013 targets include the implementation of an advanced metering and energy use monitoring system and efficient LED luminaire with daylight sensing controls. The Sustainability Statement is included within the submitted DAS and provides further information on the sustainability credential of the building including the building's ventilation, heating and cooling strategy.
- 6.30 The proposals accord with Core Strategy Policies EN6 and EN8.

Waste Storage and Disposal

- 6.31 The proposals include appropriate waste and recycling storage and collection facilities on site as detailed in the Design and Access Statement and servicing section of the Transport Statement (Waste Management Plan).
- 6.32 The proposals accord with Core Strategy Policies EN19 and DM1.

Summary

- 6.33 This section has demonstrated that the principle of development at this brownfield site is acceptable and supports the wider strategic aim of regenerating the NMGH site. The schemes design has been informed by environmental and land use considerations, in particular the impacts on nearby residential properties. Where minor potential impacts have been identified these are considered to fall within established thresholds of acceptability given the temporary nature of the proposals.
- 6.34 It has been demonstrated that the proposed development accords with national and local planning policy and guidance.

7. Conclusions

- 7.1 This Statement demonstrates that the proposed temporary office building would accord with the adopted Core Strategy and the NPPF, and would align with other economic and regeneration strategies, including the Our Manchester Industrial Strategy.
- 7.2 In summary:
- The proposed office building will consistent with the surrounding hospital uses and an established employment location;
 - The proposed development will be a vital first-step to facilitate and enable the regeneration works to commence. The wider redevelopment of the NMGH site has the potential to create substantial economic and health benefits for the local community that will benefit existing communities and generations to come.
 - The proposed development is entirely appropriate for an established hospital site both in terms of its use and its appearance, scale and massing. The design of the development is bespoke to the requirements of MFT as driven by the campus regeneration works and consideration for the surrounding land uses.
 - The technical documents supporting the application submission demonstrate compliance with the City Council's development management policies and confirm that there will be no unacceptable impacts as a result of the proposed scheme.
- 7.3 Therefore, this statement clearly demonstrates that the proposed development is in accordance with the adopted development plan as a whole, and therefore, has a TCPA S38(6) presumption in favour of grant of planning permission.
- 7.4 The applicant respectfully requests that the Council grants planning permission without delay.

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