

Planning

Growth & Development

Delegated officer report for planning application

Application no. 126200/FO/2020

Date registered valid: 3 March 2020

Proposal: Installation of 2 x ground source heat pumps,

Address: Gorton Parks Nursing Home , Taylor Street, Gorton, Manchester, M18 8DF

Ward(s): Gorton & Abbey Hey Ward

Applicant: Mr Mark Roberts Parkside House , 17 East Parade, Harrogate, HG1 5LF

Agent (if any):

Case officer: Sue Wills
Tel: 0161 234 4524
Email: s.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 13 May 2020

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 4 March 2020 Expired: 25 March 2020

Neighbour notifications

Printed: 4 March 2020 Expired: 25 March 2020

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The site comprises a 150 bed nursing home with the accommodation located 5 single storey 30 bed units and a 2 storey administration building including parking for 52 cars. The area between the buildings and Gorton Lane is grassed, with a raised mound running parallel to Gorton Lane, and mature trees set between the mound and the back of pavement. The western boundary with the railway cutting has some trees and vegetation along it near to Gorton Lane.

Listed building: Not applicable

Conservation area:

Tree Preservation Order:

Description of area

The care home lies within Gorton, at the junction of Gorton Lane and Taylor Street. To the north across Gorton Lane are a public house, and industrial/warehouse uses, and to the northwest of the site across Gorton Lane is a recently constructed residential development. To the west of the site is a rail line (in a cutting), and a BT depot beyond. To the south of the site is residential development, with a park and green public open space to the east across Taylor Street.

Description of development

The proposed development would involve the installation 2 x 87 kilowatt Ground Source Heat Pumps (GSHP's) to deliver all the heating requirements of the care home.

The proposed Ground Source Heat Pump's utilise the energy stored in warm water from 130 metres under the ground, and which is drawn up through the bore holes and delivered into the heating system via the Ground Source Heat Pumps.

Each heat pump requires 11 bore holes to be drilled 130 metres deep to power the heat pump and each bore hole is 6 inches in diameter. The bore holes are positioned to be at least 6 metres apart.

Each array of 11 boreholes are connected by plastic pipework that is laid horizontally underground at a level of 1 metre deep and then through to a manifold which is dug to the same depth. The manifolds for both arrays at Gorton Parks will be located within the grassed area to the north of Delamere House, and a 4 inch delivery pipework would run along a north-south route along the west of the site, between the manifolds, and the existing boiler room within the administration building delivering the heat drawn up from under the ground to the heat pumps. The total time for the installation depending on ground conditions would be between 7-8 weeks. All ground works would be re-instated to the condition found before works commenced i.e. grassed area.

No buildings or structures of any kind are erected as part of this installation process and is therefore not visible after installation. The Heat Pumps would be located within the existing boiler room within the administration building.

Consultations & Notification Responses

Local residents and local businesses - No comments received.

Highways Services - Have advised that the development is situated within the site boundary and does not impinge upon the adopted highway.

Highways require all contractor and construction vehicles to be accommodated within the site boundary or alternatively within an appropriate off-street location.

Clarification is required to confirm if on-site car parking spaces will be lost during the works.

Detail is sought on proposed construction arrangements from a highways perspective covering proposals for delivery, storage and disposal / collection of materials. The applicant is advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams.

Highways have no objections to the installation of 2x ground source pumps.

Environmental Health – 10.03.2020 Recommended the attachment of an acoustic insulation condition be attached in relation to any approval for the pumps and proposed plant.

12.05.2020 – Have reviewed the further information and it has clarified the processes and locations of the various elements for the proposal and a noise (nse 6) condition will not be necessary for the application.

As officers understand it, the pipe work will not emit noise as it is covered by soil etc and only emerges from the ground near the Heat Pump. In this case the Heat Pump is located inside the Boiler Room (as per the latest drawing). Manufacturers data show that the Heat Pump can have a Sound Power level of 43-61 dB(A) depending on the model installed. As it is internal and the nearest NSR (outside the Home) is over 80m away from the boiler house it won't be heard. Officers don't know the facade makeup of the boiler room but it is likely that the Heat Pump won't be heard outside.

In terms of the drilling rig the manufacturer's data is 72 dB(A) at the operators position and 72 dB(A) at 1m from system perimeter during the drilling stage. It is quite high but a supersilent generator is about 75 dB(A). If you look at BS 5288, they have a dumper truck, 81 dB(A) at 10m and quite a few construction activities much louder. Whilst they don't think any building works will be pleasant for the residents, the noise levels predicted are not excessive.

Cadent – Have advised that apparatus that has been identified as being in the vicinity of the proposed works :

- Low or Medium pressure (below 2 bar) gas pipes and associated equipment. (As a result it is highly likely that there are gas services and associated apparatus in the vicinity).

This information has been forwarded to the planning agent, but is shown as being located on Taylor Street and Gorton Lane , and not within the site area.

Issues

National Planning Policy Framework - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019. It sets out the government's planning policies for England and how these are expected to be applied. It defines the government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 11 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

National Policy Framework has been related to the proposed development, with particular emphasis given to the following:

Core planning principles - Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan making and decision-taking with the following specific policies being particularly relevant to the proposed development:

Chapter 12 Achieving well-designed places

Paragraph 124 states that in 'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve.' It further states that 'good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'

In this case, it is considered that the proposal would be not be harmful to the visual amenities of the area and the character of the built environment. Furthermore, the proposed development would not unduly impact upon the immediate streetscene.

Chapter 14 Meeting the challenge of climate change, flooding and coastal change

Paragraph 148 states that 'the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

Paragraph 154 states 'When determining planning applications for renewable and low carbon development, local planning authorities should: a) not require applicants to demonstrate the overall need for renewable or low carbon energy, and recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and b) approve the application if its impacts are (or can be made) acceptable⁴⁹. Once suitable areas for renewable and low carbon energy have been identified in plans, local planning authorities should expect subsequent applications for commercial scale projects outside these areas to demonstrate that the proposed location meets the criteria used in identifying suitable areas'.

The proposed development would provide a long term zero carbon emitting sustainable heat source for the care home and has the potential to off set at least 130 tonnes of carbon annually, thus complying with the aspirations set out in the NPPF.

Local Development Framework Core Strategy Development Plan Document (Adopted 11 July 2012)

The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

- o Policy DM 1 (Development Management)
- o Policy SP1 (Spatial Principles)
- o Policy EN1 (Design Principles and Strategic Character Areas)
- o Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- o Policy EN5 Strategic Areas for low and zero carbon decentralised energy infrastructure

It is considered that the proposed ground source heat pumps and associated pipework would relate appropriately to the context of the site and its surrounding area. Furthermore, the proposed works would not be visible above ground would be 'read' within the context and function of the site without unduly affecting residential amenity. The proposals would thereby be appropriately related to Core Strategy policies SP1, EN1, EN4 and DM1.

4. Saved Unitary Development Plan Policies - The UDP has been superseded by the Core Strategy Development Plan, of relevance are the following saved policies.

- o Saved Policy DC26 - Noise

DC26.1 advises that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both: a. the effect of new development proposals which are likely to be generators of noise; and b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

Principle – The care home use is established through historic planning approvals. The proposed installation of two ground source heat pumps by the care home operator to provide an on-going sustainable solution their heating requirements is commensurate with the care home use.

Sustainability – Core Strategy and NPPF policies seeks to reduce carbon emissions by using renewable energy. The proposed ground source heat pumps utilise naturally stored heat from under the ground, and in this case are predicted to offset over 130 tonnes of carbon per year, thereby providing a sustainable solution for the heating requirements of the care home. Furthermore, there would be no nitrous oxides or particulate matter, and no requirements for fuel deliveries to the site. This accords with policy EN4 of the Core Strategy and NPPF guidance.

Visual Amenity - No buildings or structures would be located above ground in connection with the proposed installation of Ground Source Heat Pumps, and the pumps themselves would be located within an existing boiler room in the administration building. The planning agent has stated that all ground works currently on the site i.e grass would be re-instated following the installation of the associated boreholes and pipework. As such there should be no adverse impacts to visual amenity.

Car parking - The proposed development would not affect the existing parking arrangements for the care home, which comprises 52 spaces accessed from Taylor Street.

Highways Issues -Details were sought in relation to the delivery, storage and disposal and collection of materials. planning agent has confirmed that there is no requirement for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements, but would submit a construction phase plan for approval prior to commencing any works. It is therefore proposed to condition this aspect of the scheme.

Given the size of the existing facilities, it should be possible for deliveries to take place within the site, and due to the nature of the proposed works this should not have a significant impact to traffic on either Taylor Street or Gorton Lane.

Noise - A condition relating in to the acoustic insulation of the proposed plant was originally recommended. Following the review of further information, and clarification of the processes and locations of the various elements for the proposal Environmental Health officers have advised that this condition will not be necessary.

From the submitted details it is understood that the pipe work will not emit noise as it is covered by earth etc and only emerges from the ground near the location of the proposed Heat Pumps. In this case the Heat Pumps are located inside the Boiler Room of the administration building. This is on the western elevation of the building, which is in proximity to a railway line.

Manufacturers data show that the Heat Pump can have a Sound Power level of 43-61 dB(A) depending on the model installed. As it is internal and the nearest Noise Sensitive Receptor (outside the Home) is over 80m away from the boiler house it should give rise to noise impacts which would be detrimental to residential amenity.

In terms of the drilling rig the manufacturer's data is 72 dB(A) at the operators position and 72 dB(A) at 1m from system perimeter during the drilling stage. It is quite high, but a supersilent

generator is about 75 dB(A). If you look at BS 5288, they have a dumper truck, 81 dB(A) at 10m and quite a few construction activities much louder. Environmental Health office have indicated that construction works would give rise to noise, but that the noise levels predicted are not excessive. Furthermore, the duration of the proposed construction period stated as 7-8 weeks, and the residents most affected by the proposal would be those living in the care home which the works relate to. It is however, proposed to attach construction management plan condition which would enable hours of working to be restricted, to minimise the impacts to residents.

Trees -As advised earlier, the site area lies to the north of Delamere House and is grassed. However, there is a raised mound running parallel to Gorton Lane, and mature trees set between the mound and the back of pavement, which forms the northern boundary of the wider care home site. The western boundary of the care home site with the railway cutting has some trees and vegetation along it near to Gorton Lane.

The planning agent has confirmed that they work in accordance with the National Joint Utilities Group Guidelines for the Planning, Installation and maintenance of utility apparatus in proximity to trees- Issue 2. The guidance shows three zones around the trunk of a tree – prohibited zone (1 m from the trunk), precautionary zone (4 x trunk circumference), which also appears to be shown on plan as canopy spread, and the outer permitted zone, which is described as outside the precautionary zone. The agent in his e-mail dated 2nd April has confirmed that the works would be outside 'the permitted zone'. As such the existing trees should not be adversely affected by the proposed works. It is however, proposed to attach a condition relating to the protection of the existing trees, to ensure protective fencing is installed during construction works.

Conclusion

On balance it is considered that the proposals are suitably related to the site, would not adversely impact in terms of visual amenity, and would not give rise to significant levels of noise once construction works are complete, and are therefore considered to accord with Core Strategy policies DM1, EN1, EN4, and SP1 and saved UDP policy DC26 and NPPF Chapters 12 and 14.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

The proposal was assessed with regards to policies outlined in the National Planning Policy Framework, Unitary Development Plan saved policies, Local Development Framework Core Strategy Development Plan and other material considerations. In this instance, clarification was sought in relation to the extent of overall works, and associated noise impacts, and potential impacts to existing trees with the agent and the appropriate conditions have been attached.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be carried out in accordance with the following drawings and documents:

Plan ref: LEBS0512/GP/11 ; Site edged red; plan showing the location of bore hole area, the pipe run , and the boiler room where the 2 no. heat pumps would be installed ; Technical specification sheet for a WPE-I 87 H 400 Premium water heat pump (Stiebel Eltron); for stamped as received 25th February 2020;

Email dated 3rd March 2020 from planning agent providing a detailed description of the proposed works;

Operation and Installation document for a WPE-I 87 H 400 Premium water heat pump (Stiebel Eltron); Noise Impact Assessment report of recently installed Ground Source Heat Pump in Cambridge received 1st April 2020;

Email from planning agent dated 1st April 2020, regarding noise levels;

Email from planning agent dated 1st April 2020, regarding highways matters;

National Joint Utilities Group Guidelines for the Planning , Installation and maintenance of utility apparatus in proximity to trees- Issue 2 received by email dated 2nd April 2020;

Email from planning agent 28th April 2020 including further noise data, and confirming CHP replacement;

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Core Strategy.

3. Prior to the commencement of any development a Construction Management Plan shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in accordance with the agreed Construction Management Plan and shall include:

- o The routing of construction traffic;
- o Detail the quantification/classification of vehicular activity associated with the construction including commentary on types and frequency of vehicular demands together with evidence (appropriate swept-path assessment);
- o Details of the location and arrangements for contractor parking;
- o Identify measures to control dust (based on British Standard 5228) and mud including on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned during the construction period;
- o Specify the working hours for the site;
- o The details of an emergency telephone contact number for the site contractor to be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete;

Reason - To safeguard the amenities of nearby residents and highway safety pursuant to policies SP1, EN9, EN19 and DM1 of the Core Strategy for Manchester

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

The Bungalow, Taylor Street, Gorton, Manchester, M18 8DF
 17 Furnival Road, Manchester, M18 8DG
 1 Furnival Road, Manchester, M18 8DG
 BRITISH TELECOM, Vehicle Repair Workshop, Crossley Street, Manchester, M18 8BA
 247 - 249 Gorton Lane, Manchester, M18 8DA
 12 Bealey Close, Manchester, M18 8AH
 8 Pinetree Street, Manchester, M18 8DH
 12 Pinetree Street, Manchester, M18 8DH
 75 Taylor Street, Gorton, Manchester, M18 8DF
 71 Taylor Street, Gorton, Manchester, M18 8DF
 B2 Factory Workshops, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
 B3 Street Scene Building, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
 Portacabin Offices, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
 Flat 1, 247 Gorton Lane, Manchester, M18 8DA
 Flat At, Vulcan Inn, 251 - 253 Gorton Lane, Manchester, M18 8DA
 2 Pinetree Street, Manchester, M18 8DH
 4 Pinetree Street, Manchester, M18 8DH
 16 Leach Street, Manchester, M18 8AL
 Unit B, Delta Industrial Estate, Preston Street, Manchester, M18 8DB
 Beyer Lodge, 65 Taylor Street, Gorton, Manchester, M18 8DF
 12 Furnival Road, Manchester, M18 8DQ
 10 Pinetree Street, Manchester, M18 8DH

18 Leach Street, Manchester, M18 8AL
12 Leach Street, Manchester, M18 8AL
38 Furnival Road, Manchester, M18 8DQ
48 Furnival Road, Manchester, M18 8DQ
40 Furnival Road, Manchester, M18 8DQ
25 Furnival Road, Manchester, M18 8DG
Flat 2, 247 Gorton Lane, Manchester, M18 8DA
Vulcan Inn, 251 - 253 Gorton Lane, Manchester, M18 8DA
69 Taylor Street, Gorton, Manchester, M18 8DF
73 Taylor Street, Gorton, Manchester, M18 8DF
16 Bealey Close, Manchester, M18 8AH
10 Bealey Close, Manchester, M18 8AH
22 Bealey Close, Manchester, M18 8AH
52 Furnival Road, Manchester, M18 8DQ
44 Furnival Road, Manchester, M18 8DQ
26 Furnival Road, Manchester, M18 8DQ
20 Furnival Road, Manchester, M18 8DQ
11 Furnival Road, Manchester, M18 8DG
22 Furnival Road, Manchester, M18 8DQ
18 Furnival Road, Manchester, M18 8DQ
21 Furnival Road, Manchester, M18 8DG
7 Furnival Road, Manchester, M18 8DG
15 Furnival Road, Manchester, M18 8DG
32 Furnival Road, Manchester, M18 8DQ
30 Furnival Road, Manchester, M18 8DQ
16 Furnival Road, Manchester, M18 8DQ
4 Bealey Close, Manchester, M18 8AH
2 Bealey Close, Manchester, M18 8AH
14 Leach Street, Manchester, M18 8AL
20 Leach Street, Manchester, M18 8AL
20 Bealey Close, Manchester, M18 8AH
18 Bealey Close, Manchester, M18 8AH
8 Bealey Close, Manchester, M18 8AH
14 Bealey Close, Manchester, M18 8AH
Bailey And Townley Ltd, Hammerstone Road, Manchester, M18 8EF
113 Gorton Lane, Manchester, M12 5WF
121 Gorton Lane, Manchester, M12 5WF
14 Furnival Road, Manchester, M18 8DQ
Flat 4, 12 Furnival Road, Manchester, M18 8DQ
8 Furnival Road, Manchester, M18 8DQ
31 Furnival Road, Manchester, M18 8DG
97 Gorton Lane, Manchester, M12 5WF
117 Gorton Lane, Manchester, M12 5WF
9 Furnival Road, Manchester, M18 8DG
33 Furnival Road, Manchester, M18 8DG
6 Bealey Close, Manchester, M18 8AH
Flat 5, 12 Furnival Road, Manchester, M18 8DQ
36 Furnival Road, Manchester, M18 8DQ
24 Furnival Road, Manchester, M18 8DQ
3 Furnival Road, Manchester, M18 8DG
123 Gorton Lane, Manchester, M12 5WF
99 Gorton Lane, Manchester, M12 5WF
107 Gorton Lane, Manchester, M12 5WF
34 Furnival Road, Manchester, M18 8DQ

28 Furnival Road, Manchester, M18 8DQ
91 Gorton Lane, Manchester, M12 5WF
105 Gorton Lane, Manchester, M12 5WF
109 Gorton Lane, Manchester, M12 5WF
2 Furnival Road, Manchester, M18 8DQ
13 Furnival Road, Manchester, M18 8DG
Flat 3, 12 Furnival Road, Manchester, M18 8DQ
Flat 2, 12 Furnival Road, Manchester, M18 8DQ
Flat 1, 12 Furnival Road, Manchester, M18 8DQ
35 Furnival Road, Manchester, M18 8DG
23 Furnival Road, Manchester, M18 8DG
95 Gorton Lane, Manchester, M12 5WF
111 Gorton Lane, Manchester, M12 5WF
29 Furnival Road, Manchester, M18 8DG
46 Furnival Road, Manchester, M18 8DQ
27 Furnival Road, Manchester, M18 8DG
103 Gorton Lane, Manchester, M12 5WF
115 Gorton Lane, Manchester, M12 5WF
14 Pinetree Street, Manchester, M18 8DH
6 Furnival Road, Manchester, M18 8DQ
93 Gorton Lane, Manchester, M12 5WF
Street Scene Workshops, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
50 Furnival Road, Manchester, M18 8DQ
42 Furnival Road, Manchester, M18 8DQ
101 Gorton Lane, Manchester, M12 5WF
119 Gorton Lane, Manchester, M12 5WF
Unit A, Delta Industrial Estate, Preston Street, Manchester, M18 8DB
5 Furnival Road, Manchester, M18 8DG
19 Furnival Road, Manchester, M18 8DG
Flat 6, 12 Furnival Road, Manchester, M18 8DQ
4 Furnival Road, Manchester, M18 8DQ

Appendix 2 – Planning constraints

[illegible]

Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: NORTH2