

Planning

Growth & Development

Delegated officer report for planning application

Application no. 140191/FO/2024

Date registered valid: 4 June 2024

Proposal: Installation of 1no. Air Handling Unit to external space adjacent to the existing Endoscopy Department and new fence line to enclose the plant installation

Address: North Manchester General Hospital, Delaunays Road, Manchester, M8 5RB

Ward(s): Crumpsall Ward

Applicant: Ms Shopna Das-Lucas Currie & Brown

Agent (if any): Mr Andy Gordon 10architect

Case officer: Katie Raw
Tel: 0161 234 4164
Email: katie.raw@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 29 July 2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 24 June 2024

Standard consultations:

Printed: 8 July 2024 Expired: 29 July 2024

Neighbour notifications

No neighbour notifications have been printed and sent.

Site notice

Posted: 24 June 2024 Expired: 15 July 2024

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application site relates to part of North Manchester General Hospital situated within the Crumpsall area of north Manchester.

The application site is bounded by buildings in relation to the hospital, with car park no.19 to the west and the development in relation to the Adult Mental Health Inpatient Unit to the south currently under construction.

The wider surrounding area is characterised by healthcare uses (Class C2) to the north of the site, within the North Manchester General Hospital Campus and residential uses (Class C3) to the south of the site. Vehicular and pedestrian access to the site can be gained south of the site via Crescent Drive or to the north of the site via Delaunays Road and Central Drive.

In the case of the application proposal, the site relates to external space adjacent to the endoscopy department, situated off Central Drive. The application site sits close to the junction of Central Drive and car park no.19 in connection with Entrance 3 to the hospital.

As existing, the area consists of a single bench, 2 no. planters and cycle storage in the form of 6 no. cycle loops. At the time of the site visit, works had begun to install the AHU unit with

scaffolding securing the site. Whilst the bench was still visible, the other items of street furniture had been removed.

Description of development

The planning application seeks consent for the installation of 1no. Air Handling Unit to external space adjacent to the existing Endoscopy Department and new fence line to enclose the plant installation. The Unit would deliver the required air changes to maintain the continued functionality of the Endoscopy Unit and would involve associated ventilation ductwork that would run from the unit into the existing building.

The fence line would enclose the unit and restrict access to the Estate Management Team only. This would involve the insertion of a 3 metre high double access gate with a minimum of 1800mm clear opening and sliding mechanical lock, a further single 3 metre high access gate with minimum 900mm clear opening and mechanical sliding lock and full length of fencing to be shrouded in 2mm perforated aluminum sheet with PPC finish. A sample and specification of the fence material was provided and details can be seen within figure 1. This would closely match the materials used for a nearby similar development to the hospital as seen under planning reference 131018/FO/2021 (Installation of 1no. Air Handling Unit (AHU) to roof above the existing endoscopy suite, together with fence line at roof level, associated ductwork, access gantry walkway together with installation of 1no. AHU to ERCP (Xray) building, new roof dormer, maintenance access, gantry walkway and new access doors to roof. Approved 5 October 2021).

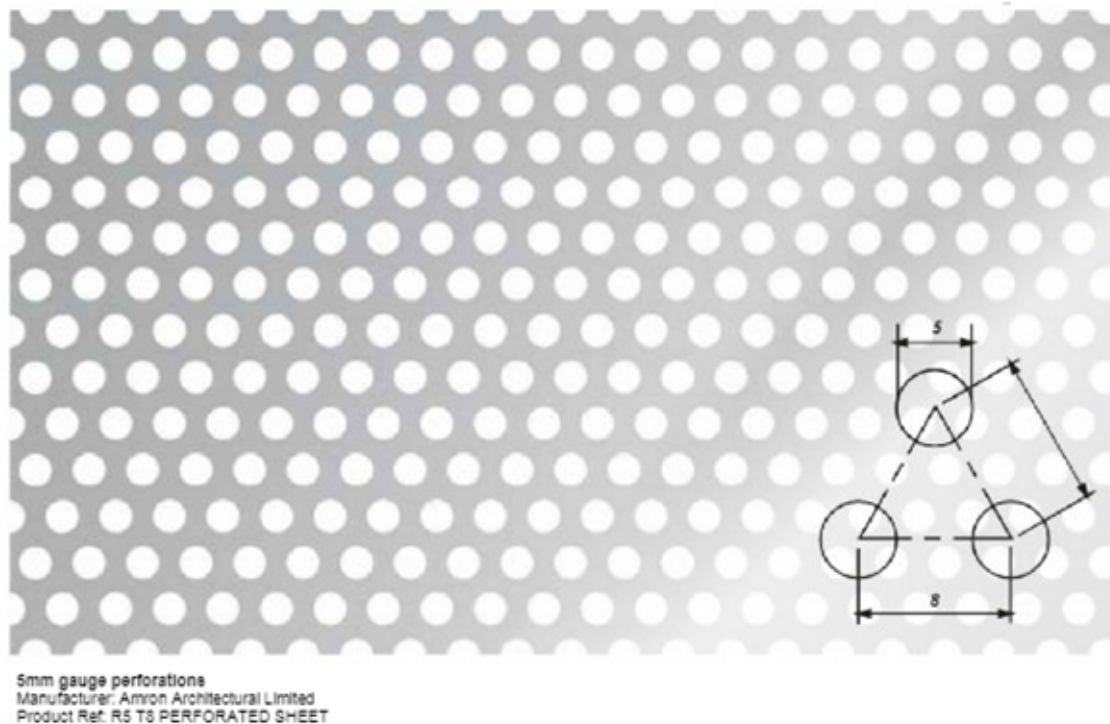


Figure 1, Material chosen for new fence line

Negotiation during the course of the Application

Concern was raised during the course of the application that 6 cycle loops would be lost as a result of the proposal. The agent provided alternative provision to be sited in close proximity to the same entrance of the hospital (Entrance 3).

Highway Services raised concern during the course of the application that the 3 metre fencing close to the junction of Central Drive and the car park entrance could give rise to affecting visibility for vehicular drivers. A visibility splay was provided during the course of the application for Highway Engineers to review.

Two pre-commencement conditions (Construction Management Plan condition and External Plant condition) were sent to the agent for review during the course of the application.

Clarification was also sought in regard to the boundary treatment specification/ material to be used for the proposal.

Consultations & Notification Responses

Local Representatives

No responses from local representatives were received.

Environmental Health

Environmental Health were consulted on the application and requested the following condition be attached to any approval granted:

NSE6 - External plant/equipment/servicing

a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

Highway Services

Highway Services were consulted on the application and provided the following response:

A new Air Handling Unit is proposed in the external space within the public realm adjacent to the Endoscopy Department. A new fence lining (3.0m in height) is to be provided to

restrict authorised access.

Access:

As per the Site Access Strategy Drawing, the existing vehicular and pedestrian routes are to be maintained.

Vehicular access to the site is achieved via Central Drive.

It is noted that the 2no. access gates (1no. single gate and 1no. double gate), 3.0m in height, will be provided to access the proposed Air Handling Unit and will open inwards away from the pedestrian route.

In relation to the crane lifting operations at outside of main hospital hours, it is recommended that a traffic management is developed to co-ordinate traffic movements and develop alternative drop-off provision during these times.

Cycle:

There are existing 6no. cycle hoops for cycle parking which will be lost as part of the proposal.

Highways request that the existing 6no. cycle hoops are retained but relocated at North Manchester General Hospital.

Boundary Treatment:

As per the Proposed Building Plan, there will be 3.0m high perforated aluminium screening around the perimeter of the proposed Air Handling Unit.

Highways request submission of a visibility splay assessment to determine whether the proposed development and boundary treatment would affect visibility for vehicles egressing onto Central Drive from the car park at Entrance 3 of North Manchester General Hospital.

Construction Management Plan:

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. The Construction Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routing both within the site and on the adjacent highway. The document should also consider ongoing construction works and contractor parking in the locality. It is also requested the applicant provides a dilapidation survey as part of the Construction Management Plan document. The survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site. It is recommended that the above is conditioned and attached to any planning permission that may be granted.

Updated Highways Comments - 25/07/2024

Further plans have been provided by the applicant.

There will be 2no. access gates (1no. single gate and 1no. double gate), 3.0m in height, that will provide access to the proposed AHU and will open inwards away from the pedestrian route.

There will be a proposed 3.0m high screening with 5mm gauge perforations around the perimeter of the AHU. This is deemed acceptable to Highways.

There are 6no. existing cycle hoops for cycle parking at the site which will be relocated as part of the proposal.

It is noted that 3no. new Sheffield cycle stands are to be provided at two different locations. In total 6no. new Sheffield cycle stands will be provided. The location of the proposed new cycle Sheffield stands is acceptable from a Highways perspective subject to the removal of street clutter/planters and barriers.

A 2.4m x 33m vehicular visibility splay has been demonstrated at the visitor car park/Central Drive Junction and is achievable. The proposed AHU does not affect the vehicular visibility. This is acceptable from a Highways perspective.

Issues

POLICY

The National Planning Policy Framework (NPPF) (December 2023)

The document sets out the Government's Planning Policies for England and how these are expected to be applied. At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", (paragraph 11).

Paragraph 8 - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective
- b) a social objective
- c) an environmental objective

The following specific policies are considered to be particularly relevant to the proposed development:

Chapter 8. Promoting healthy and communities

Chapter 12. Achieving well-designed and beautiful places

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

The Core Strategy is the key document in Manchester's Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. Of relevance are:

Policy DM1 (Development Management);

Policy SP1 (Spatial Principles);

Policy EC1 (Employment and Economic Growth in Manchester);

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development).

Unitary Development Plan Saved Policies

Large elements of the UDP have been superseded by the Core Strategy. The following saved policies are of relevance in the consideration of this application:

DC26.1 states 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.

DC26.2 states new noise sensitive developments (including large scale changes of use of existing land or buildings) such as housing, schools, hospitals, or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

DC26.4 states where the council believes that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures he proposes to deal satisfactorily with it. Such measures might include the following

- a) engineering solutions, including reduction of noise at source, improving sound insulation of sensitive buildings or screening by purpose-built barriers
- b) layout solutions, including consideration of the distance between the source of the noise and the buildings or land affected by it and screening by natural barriers or other buildings or noncritical rooms within a building; and
- c) administrative steps, including limiting the operating times of the noise source, restricting activities allowed on the site or specifying an acceptable noise limit. Any or all these factors will be considered appropriate for inclusion in conditions on any planning permission

DC26.5 states the council will control noise levels by requiring, where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate.

Places for Everyone (2022-2039)

Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given full weight in the planning balance.

The following policies are relevant:

- JP- S1- Sustainable development
- JP- S2- Carbon and Energy
- JP-S6- Clean Air

ISSUES

Principle of Development

The current application seeks consent for the installation of 1no. Air Handling Unit to the external space adjacent to the existing Endoscopy Department with an associated fence to enclose the plant installation. Subject to assessing the impact upon visual amenity and general amenity, the principle of the proposed works is considered entirely acceptable and highly necessary to the functioning of the Endoscopy Unit to upgrade the air handling unit provision to supply the required number of dedicated air changes to the unit. On this basis, the public benefits that the proposal would deliver are considered to outweigh the negligible impact to visual and general amenity. The proposed development is therefore compliant with the aforementioned policy and guidance. Relevant matters are outlined further below.

Visual Amenity

The planning application seeks consent for the installation of 1no. Air Handling Unit to the external space adjacent to the existing Endoscopy Department with an associated fence to enclose the plant installation. The boundary treatment would involve the incorporation of a 3 metre high double access gate with a minimum of 1800mm clear opening and sliding mechanical lock, a further single 3 metre high access gate with minimum 900mm clear opening and mechanical sliding lock and full length of fencing to be shrouded in 2mm perforated aluminum sheet with PPC finish.

Due to the application site being close to the junction of Central Drive and the car park associated with the entrance no.3, the proposal would be visible to hospital visitors and workers when entering and exiting the hospital and when pedestrians and vehicles travel along Central Drive. However, the 3 metre boundary treatment is considered necessary to ensure the safety of passing pedestrians, to ensure no harm occurs to the unit itself and to mitigate visual harm from the proposed AHU. The proposed link fence would be commensurate to the proposed use and the 3 metre height would ensure the unit is adequately protected and would align with the eaves height of the existing building to the rear. Furthermore, the proposal would be seen in conjunction with the existing perforated screening for further AHU sited immediately to the north of the applicant site, as seen under planning reference: 131018/FO/2021. Therefore, similar types of external plant equipment is common place within the immediate area. Given the context of a hospital site, the impact can be sustained without any significant effects.

Furthermore, the boundary treatment chosen for the unit is considered to be a suitable design and quality, so not to create an unduly harmful feature in the streetscene. The proposed materials to be used would closely match the existing screening to the north of the applicant site (see planning reference: 131018/FO/2021), and so shows a level of continuity in development appearance within the immediate context. The perforated screening would take the form of a 5mm gauge perforations and the manufacturer would be an Amron Architectural Limited, product ref: R5 T8 Perforated Sheet, in a grey colouration. Via email, the agent explained the 5mm option has been chosen to ensure health and safety, to ensure people do not trap fingers or insert anything into the perforations. As such, consideration has been given to the appearance of the proposal. Given this, the proposal is designed in a way to reduce visual harm, as much as is possible given the utilitarian feel of the development. A condition ensuring the scheme is implemented in accordance with the proposed materials would be attached to any approval granted, and a further condition relating to the proposed fence link at the site.

As such, the proposal is considered acceptable in terms of visual amenity, pursuant to DM1 and SP1 of the Core Strategy, Places for Everyone JP-S1 and the NPPF.

Residential Amenity

Although the proposal involves the insertion of an air handling unit, no noise/ acoustic report was submitted as part of the application. Environmental Health officers reviewed the application and requested an external plant condition be attached to any approval granted to secure a reduction in the level of noise emanating from the site. The condition, agreed by the agent via email on 18 July 2024, would be attached to any approval granted to minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

Further, Highway Services requested a Construction Management Plan pre-commencement condition be attached to any approval granted, to safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN19 and DM1 of the Core Strategy for the City of Manchester. The agent agreed to the condition on 18 July 2024 and so is considered acceptable to ensure the works are undertaken in a safe way. An informative would be attached to any approval granted advising the developer of any crane lifting operations.

Highway Services have note that the proposed gates to open inwards away from the pedestrian route. However, concern was raised during the course of the application in relation to the 3 metre boundary treatment proposed and whether it would affect visibility for vehicles egressing onto Central Drive from the car park at Entrance 3 of North Manchester General Hospital. A visibility splay was provided by the agent for review during the course of the application. Highways reviewed the plan and were comfortable that the 2.4m x 33m vehicular visibility splay demonstrated at the visitor car park/Central Drive Junction was achievable and that the boundary treatment and proposed AHU does not affect the vehicular visibility. This is therefore accepted from a highway safety perspective, and is considered to overcome any adverse harm in relation to residential amenity.

As a result of the proposal, the existing street furniture taking the form of a single bench, 2 no. planters and cycle storage in the form of 6 no. cycle loops would be removed as a result of the proposal. During the course of the application, Highway Services sought concerns with the loss of the 6 no. cycle loops on the site and requested for them to be relocated as a result of the proposal. The agent provided a plan showing the re-located Sheffield cycle loops. 3 no. cycle loops would be sited close to the entrance door for entrance no.3 and the other 3 loops would be sited close to the junction of Central Drive and an access road to the west of the applicant site. The location of the proposed new cycle Sheffield stands is acceptable from a Highways perspective subject to the removal of street clutter/planters and barriers. This is considered an acceptable solution arising from the application and a condition to this effect would be attached to any approval granted.

Conclusion

Overall, the proposed development does not create any significant impact in terms of visual or residential amenity. The design and appearance is in keeping with the character of the property and local area. Any issues arising during the course of the application are considered to be addressed with additional information supplied by the agent.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a

legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. Appropriate conditions would be attached to any approval granted.

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 (references to be included):

- Application Form, stamped as received by the City Council as Local Planning Authority on 4 June 2024.
- Drawing- Proposed- Building Elevations, stamped as received by the City Council as Local Planning Authority on 4 June 2024.
- Drawing- Proposed- GF Plan, stamped as received by the City Council as Local Planning Authority on 4 June 2024.
- Drawing- Proposed- Site Access Strategy, stamped as received by the City Council as Local Planning Authority on 4 June 2024.
- Drawing- Site Plan- Proposed, stamped as received by the City Council as Local Planning Authority on 4 June 2024.

-Drawing- Proposed- Cycle Hoop Relocation, stamped as received by the City Council as Local Planning Authority on 11 July 2024.

-Drawing- Proposed- External Fencing Details numbered P3, stamped as received by the City Council as Local Planning Authority on 26 July 2024.

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 for the City of Manchester.

3) The materials to be used throughout the proposal hereby permitted shall be implemented in accordance with the approved details as set out in the Application Form and 'Drawing- Proposed- External Fencing Details, numbered P3' specified in Condition 2 of this approval.

Reason- In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with saved policies DC1 of the Unitary Development Plan for the City of Manchester, SP1 and DM1 of the Manchester Core Strategy and the requirements of the National Planning Policy Framework.

4a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

5) Prior to the commencement of the development hereby approved, a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include:

- Display of an emergency contact number;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff;
- Sheeting over of construction vehicles.
- Parking of construction vehicles and staff;
- Dust suppression measures.

Development shall be carried out in accordance with the approved construction management plan upon commencement of authorised works.

6) The development shall be implemented in accordance with the approved plans 'Drawing- Proposed- Cycle Hoop Relocation', stamped as received by the City Council as Local Planning Authority on 11 July 2024, in relation to the 6 no. relocated cycle hoops. The agreed details shall be fully implemented prior to the first use of development, retained and maintained thereafter.

Reason - In the interest of residential amenity and to promote sustainable transportation modes pursuant to policies SP1, T1, T2 and DM1 of the Core Strategy for the City of Manchester.

7) Prior to the first use of the development the boundary treatment shall be implemented in accordance with the approved plans 'Drawing- Proposed- Building Elevations', stamped as received by the City Council as Local Planning Authority on 4 June 2024 and 'Drawing- Proposed- External Fencing Details, numbered P3', stamped as received by the City Council as Local Planning Authority on 26 July 2024, and maintained in situ thereafter.

Reason - In order to secure the site boundaries, achieve appropriate noise attenuation and in the interests of residential amenity pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan for the City of Manchester.

Informatives

1) In relation to the crane lifting operations at outside of main hospital hours, it is recommended that a traffic management is developed to co-ordinate traffic movements and develop alternative drop-off provision during these times.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH AREA