

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137892/FO/2023

Date registered valid: 22 August 2023

Proposal: Erection of a single storey extension and level link corridor to the existing Nightingale Centre together with external plant and equipment enclosure; landscaping works; fencing; and access gates

Address: Breast Care And Cancer Prevention Centre, Wythenshawe Hospital, Southmoor Road, Manchester, M23 9QZ

Ward(s): Baguley Ward

Applicant: Stuart Malcolm, Manchester University NHS Foundation Trust

Agent (if any): Jenna Gallimore, AFL Architects

Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 17 October 2023



Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 20 September 2023

Standard consultations:

Printed: 31 August 2023 Expired: 21 September 2023

Neighbour notifications

Printed: 31 August 2023 Expired: 21 September 2023

Site notice

No site notice has been produced

Press advert

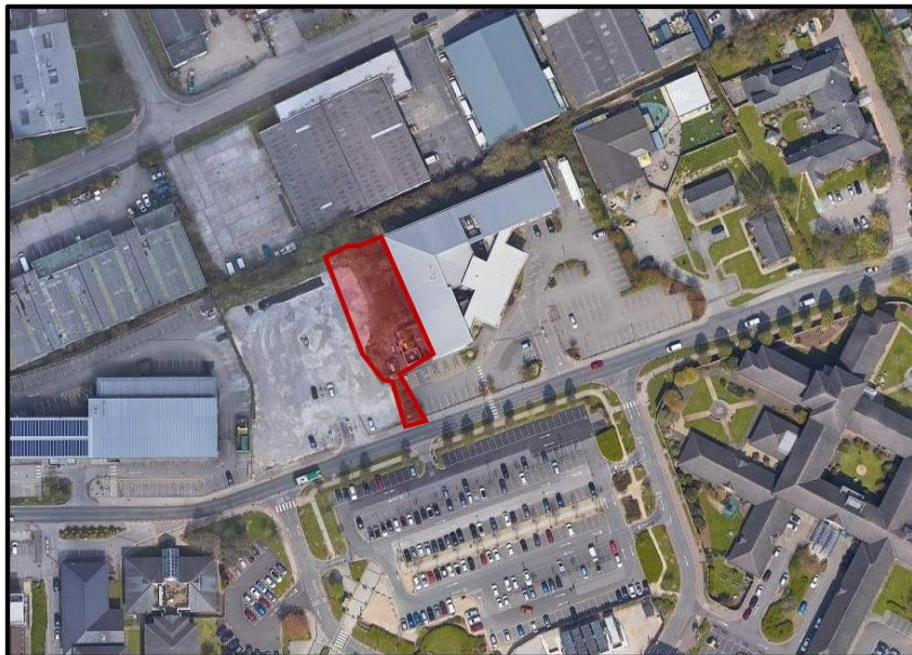
No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

This application relates to a site to the west of the Breast Care and Cancer Prevention Centre off Southmoor Road and within the Wythenshawe Hospital campus. The site, which is shown below, is currently occupied by the Centre's service yard, incidental landscaping and a part of the adjoining car park.



To the north of the application site there is a landscaped strip and beyond that an auction warehouse, while to the west lies one of the hospital car parks. To the south, on the opposite side of Southmoor Road, there is another larger hospital car park.

Listed building:	No
Conservation area:	No
Tree Preservation Order:	No

Description of development

Erection of a single storey extension and level link corridor to the existing Nightingale Centre together with external plant and equipment enclosure and external seating area; landscaping works; fencing; and access gates.

The applicant obtained planning permission for the following on the same site but that consent was never implemented:

Two storey extension to the existing Nightingale Centre to accommodate ground floor breast imaging clinical accommodation, first floor teaching and office accommodation, with photovoltaic panels to the roof, external plant, chiller and cycle store within the grounds, landscaping and boundary treatment - 125934/FO/2020, approved 5 May 2020.

Consultations & Notification Responses

Members of the Public/Local Businesses – No comments received.

Highway Services – comments:

- Based on the submitted Transport Note, Highway Services accept that the proposals would not give rise to any highway operational or safety issues.
- Pedestrian access to the building will be provided from the Nightingale Centre via the link corridor. Highways therefore accept that dedicated pedestrian/cycle access routes to the building from Southmoor Road are not necessary.
- As the proposed development displaces a reduced number of parking spaces (circa.15no. spaces) and generates less vehicle trips, Highways accept that the assessments undertaken as part of the previous approval remain valid. As such, Highways has no concerns on parking provision with regard to capacity/demand.
- Core Strategy standards require a minimum of 2no. cycle parking spaces per consulting room. Highways therefore request that additional cycle parking is made available in alignment with MCC standards. This may include short-stay visitor provision located in a clearly visible location in close proximity to the existing building frontage.

Environmental Health – Suggests the imposition of a number of conditions designed to protect residential amenity.

Greater Manchester Police – No objections to the proposal.

Policies

The National Planning Policy Framework (September 2023) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. 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.

Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

Core Strategy Development Plan Document – The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy 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.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy EC10, *Wythenshawe* – This policy states that Wythenshawe is expected to provide 55ha of employment land within B1a offices, B1b/c research and development and light industry and B8 logistics and distribution. It states that the majority of economic development will be focused on four sites, the second of which is relevant in this instance:

2. University Hospital South Manchester suitable for growth related to the healthcare and biosciences and ancillary offices.

Policy EC 12, *University Hospital South Manchester Strategic Employment Location* – This policy states that University Hospital South Manchester has plans to expand its operation, emphasising its role in key health care areas, bio-science and pharmaceuticals. Hospital expansion will include a mix of education and conference facilities, clinical trial labs, fitness/well being centre, an innovation centre, incubator units, an hotel and ancillary offices. Any development will be expected to:

- Support continued growth and development of the hospital
- Assist the continued regeneration of Wythenshawe through enabling access to the facilities and employment opportunities created
- Take advantage of the proposed extension of Metrolink and its proximity to the hospital site Address road access to the site and any conflict between road users.

Any development proposal would be expected to be set within the context of a comprehensive scheme for the whole site

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of issues, in this instance the most relevant are considered as follows:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.

Places for Everyone Plan – The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation to the Plan. The Examination of the Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation. The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023. Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached and level of public consultation and scrutiny it has received, 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 significant weight in the planning balance.

Issues

Principle of the Proposal – Given the previous approval for a larger extension on the site there is no objection in principle to this proposal. Notwithstanding this, any impact upon visual and residential amenity, as well as existing levels of pedestrian and highway safety must be assessed.

Design – The proposed extension (circled red below) would be flat roofed and constructed from brick, apart from the glazed link to the Nightingale Centre. The external appearance of the building would consist of red brick in keeping with existing hospital buildings on the site and the eastern elevation to the Nightingale Centre. The facade is predominantly horizontal stretcher bond red brick in a light shade. Window reveals would be expressed using a contrasting vertical stretcher bond pattern and a darker red brick set back from the external finish face.

The plant compound and enclosure (circled blue below) would consist of wooden fencing and rendered walls with climbing plant detail.

Overall, the design of the extension and plant compound and external seating area is considered acceptable and would complement the existing centre.



Scale – As the extension would be single storey and the existing building is two to three storeys high, the scale of the proposal is considered acceptable.

Siting – The extension is to be sited at the side of the Nightingale Centre and partially behind the existing plant compound, as such the siting of the proposal is considered acceptable.

Visual Amenity – Given the design and siting of the proposal, it is not considered that the proposal would have a detrimental impact upon the current levels of visual amenity enjoyed along this section of Southmoor Road.

Residential Amenity – As there are no residential properties within the vicinity of the proposal it is recognised that the development would not have a detrimental impact upon existing levels of residential amenity.

Pedestrian and Highway Safety – Given the anticipated traffic movements associated with the additional accommodation, it is not considered that the proposal would have a detrimental impact upon the levels of pedestrian and highway safety enjoyed within the vicinity of the site.

Car Parking – The proposal would result in the loss of 15 parking spaces from the adjoining car park. However, given the level of car parking in existence throughout the hospital campus and the presence of the campus wide travel plan, this reduction is considered acceptable. It should also be noted that Highway Services have not raised any objections to this reduction and accept that the proposals would not give rise to any highway operational or safety issues.

Trees – The proposal would require the removal of 18 of the 21 category C trees located along the side of the Nightingale Centre. Given the low quality and age (approximately 10 years) of these trees, there is no objection to their removal, especially given the proposed use of the development. It should also be noted that the same trees were to be removed to facilitate the previously approved scheme and the City Arborist had no objection to their removal as they offered no intrinsic value to the site.

Landscaping – While it would not be possible to provide at least a 1 for 1 replacement of trees lost on the site, it is noted that the applicant proposes to plant a number of better trees on the site in terms of species and size. In this instance this is considered acceptable and to ensure that they are planted an appropriately worded condition is suggested.

Ecology – The proposal would not have a detrimental impact on any ecology features of merit. However, it is recognised that a number of trees are to be felled and to compensate for the loss of this potential habitat a condition (no. 12) requiring bio-diversity enhancements is suggested in this instance.

Security – There are no security implications arising from the proposal.

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 in a positive and proactive manner to resolve any matters arising in relation to dealing with the planning application.

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 received on 22 August 2023:

- a) BIA-AFL-01-00-DR-A-20101 T1 - Proposed Layout, Ground Floor
- b) BIA-AFL-01-01-DR-A-20102 T1 - Proposed Roof Layout
- c) BIA-AFL- 01-00-DR-A-20201 T1 - Proposed Elevations, Ground Floor
- d) BIA-AFL- 01-00-DR-A-20202 T1 - Proposed Elevations, Ground Floor
- e) BIA-AFL-01-00-DR-A-20203 T1 - Proposed External Visual
- f) BIA-AFL-01-00-DR-A-20301 T1 - Proposed Sections, Ground Floor
- g) BIA-AFL-01-00-DR-A-20302 T1 - Proposed Sections, Ground Floor
- h) BIA-AFL-01-00-DR-A-90100 T1- Proposed Site Plan
- i) BIA-AFL-01-00-DR-A-00102 T1 - Location Plan
- j) Design and Access Statement (AFL Architects)

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

3) The development hereby approved shall be implemented using the materials detailed on drawing nos. BIA-AFL- 01-00-DR-A-20201 T1 and BIA-AFL- 01-00-DR-A-20202 T1 and the Design and Access Statement, all received on 22 August 2023.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Manchester Core Strategy.

4) 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 Policy DM1 in the Manchester Core Strategy and saved UDP Policy DC26

5) Prior to the commencement of above ground works, a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented as part of the development and shall remain in situ whilst the development is in operation.

Reason - In the interests of amenity and public health, pursuant to Policy DM1 in the Manchester Core Strategy.

6) The measures for investigating the site identified in the Ground Investigation Report (Curtins, June 2023) shall be carried out before development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Remediation Strategy) shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then the development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority. Thereafter, the development shall be carried out in accordance with the Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

7) Prior to occupation a Contaminated Land Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

8) No removal of or works to any hedgerows, trees or shrubs shall take place during the main bird breeding season 1st March and 31st July inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Manchester Core Strategy.

9) Prior to the commencement of above ground works, a detailed hard and soft landscaping scheme, based on drawing no. BIA-AFL-01-00-DR-A-90100 T1, received on 22 August 2023, shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the building is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy.

10) No above ground works shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policies EN08 and EN14 in the Manchester Core Strategy and in light of national policies within the NPPF and NPPG.

11) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- Verification report providing photographic evidence of construction as per design drawings;
- As built construction drawings if different from design construction drawings;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason - To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development, pursuant to Policies EN08 and EN14 in the Manchester Core Strategy and in light of national policies within the NPPF and NPPG.

12) Above grounds works shall not commence until details of biodiversity enhancements (e.g. bird boxes and bat bricks), including a timetable for their installation and maintenance regime, have been submitted to and been approved by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended in order to comply with policy EN15 of the Manchester Core Strategy.

13) No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- A construction programme including phasing of works;
- 24 hour emergency contact number;
- Expected number and type of vehicles accessing the site: Deliveries, waste, cranes, equipment, plant, works, visitors; Size of construction vehicles; The use of a consolidation operation or scheme for the delivery of materials and goods; Phasing of works;
- Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction): Programming; Waste management; Construction methodology; Shared deliveries; Car sharing; Travel planning; Local workforce; Parking facilities for staff and visitors; On-site facilities; A scheme to encourage the use of public transport and cycling;
- Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- Locations for storage of plant/waste/construction materials;
- Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- Arrangements to receive abnormal loads or unusually large vehicles;

- Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- Any necessary temporary traffic management measures;
- Measures to protect vulnerable road users (cyclists and pedestrians);
- Arrangements for temporary facilities for any bus stops or routes;
- Method of preventing mud being carried onto the highway;
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services

Environmental Health

MCC Flood Risk Management

Greater Manchester Police

Wythenshawe Cardiac MRI Centre, Wythenshawe Hospital, Floats Road, Manchester, M23 9WA

Laureate House, Wythenshawe Hospital, Southmoor Road, Manchester, M23 9LT

Unit A2, Banico House, Tilson Road, Manchester, M23 9GF

Unit A1, Banico House, Tilson Road, Manchester, M23 9GF

Unit B To D, Banico House, Tilson Road, Manchester, M23 9GF

North West Lung Centre, Wythenshawe Hospital, Floats Road, Manchester, M23 9WA

Associated Home Fabrics Ltd, Hyline House, Tilson Road, Manchester, M23 9JD

Salter Industrial Measurements Ltd, Tilson Road, Manchester, M23 9GF

Unit 1, Tilson Road, Manchester, M23 9GF

Unit 3, Tilson Road, Manchester, M23 9GF

Jones Dooly Ltd, Tilson Road, Manchester, M23 9PH

Playpen, Southmoor Road, Manchester, M23 9NR

Robson Kay And Co Ltd, Tilson Road, Manchester, M23 9GF

The Langley Building, Southmoor Road, Manchester, M23 9QZ

Southwold Nursing Home, 50 Southmoor Road, Manchester, M23 9NR

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4

Article 4 Direction - Wythenshawe PD Restriction - Class B1(c) To C3

Article 4 Direction - Wythenshawe PD Restriction - Class B1(a) To C3

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 45M

Area Team Boundary - Name: SOUTH AREA