

Planning

Growth & Development

Delegated officer report for planning application

Application no. 133782/FO/2022

Date registered valid: 6 June 2022

Proposal: Erection of a single storey external detached plant room to house ground source heat pump equipment

Address: Opal House, Wythenshawe Hospital, Floats Road, Manchester, M23 9LT

Ward(s): Baguley Ward

Applicant: Mr Michael Still Bouygues 1 Lambeth Palace Road, Waterloo, London, SE1 7EU

Agent (if any): Mr Khalid Ahmed Ridge & Partners Belvedere House, 5th Floor, Manchester, M2 4AW

Case officer: Linda Marciniak
Tel: 0161 234 4636
Email: linda.marciniak@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 4 August 2022



Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 01.08.2022

Standard consultations: Printed: 10 June 2022 Expired: 1 July 2022

Neighbour notifications: Printed: 10 June 2022 Expired: 1 July 2022

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

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of site/building

The application site relates to a 2-storey red brick intermediate care facility for patients transitioning from hospital to home within the Wythenshawe hospital campus. It is sited in the south-eastern corner of Southmoor Road with car parking and landscaping to all elevations.

The building has a U-shaped plan form with the long edges on the north and south. There is an electricity substation east of the building and the footprint of a demolished garage on the northern boundary.

Description of area

The site forms part of the hospital campus. It is bounded to the north by the Southmoor Industrial estate, to the east and south by Southmoor Road and to the west by a Kids Allowed day nursery.

Description of development

Erection of a single storey external detached plant room to house ground source heat pump equipment.

The proposal provides heating and hot water for Opal House through a process of heat extraction from solar energy stored in the ground.

The equipment comprises of a ground source heat pump (GSHP) plantroom that is 5.4m W x 3.7m L x 3m H. It is composed of a dark British Racing Green GRP material and contains 2 x 100kW GSHP's, a 1000 litre hot water/buffer tank, 2 x external battery's, associated pipework, and a heat exchanger.

Consultations & Notification Responses

Neighbouring occupiers – A total of 28No. residents and businesses were notified of the application; no comments were received.

Environmental Health – Condition for External Plant noise:

External plant room/equipment/servicing

a) Externally mounted ancillary plant, equipment, plant room 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.

Planning History

There is no planning history at the site.

Policy

National Planning Policy Framework

The NPPF was published in July 2012 and revised and updated in 2021. It sets out the governments over-arching objectives towards plan and decision-making in England and is underpinned by the three strands of sustainable development covering social, economic and environmental aspects.

Chapter 11 recognises that sustainable development involves seeking positive improvements in the quality of the built, natural, and historic environment, as well as in people's quality of life. It emphasises the need to replace poor design with better design and the importance of Planning's role in meeting the needs of its communities.

Chapter 14 is concerned with meeting the challenge of climate change, flooding and coastal change. The overview to this chapter 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 152).

When decision-making on applications for renewable and low carbon development, Paragraph 158 makes it clear that 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) acceptable. 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.

Manchester Core Strategy

The Core Strategy is Manchester's central planning policy document adopted in July 2012. Several policies are material to this application:

Policy EN4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development

The Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices, through the following actions:

All development must follow the principle of the Energy Hierarchy, being designed:

To reduce the need for energy through design features that provide passive heating, natural lighting, and cooling

To reduce the need for energy through energy efficient features such as improved insulation and glazing

To meet residual energy requirements through the use of low or zero carbon energy generating technologies

Wherever possible new development and retrofit projects, including energy generation plant, must be located, and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies.

Where possible new development and retrofit projects will be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings.

Where appropriate new development and retrofit projects will be required to connect to and/or make contributions to low or zero carbon energy schemes and/or to incorporate provision to enable future connection to any existing / potential decentralised energy schemes.

The use of building materials with low embodied carbon in new development and refurbishment schemes.

Policy EC10 Wythenshawe

States that the principle of growth related to healthcare will be supported. Among other considerations, development proposals and planning applications should have regard to:

Delivery of low and zero carbon decentralised energy schemes and energy projects within Strategic Employment Locations.

This is in line with the broader aspirations of policy SP1 which seeks to improve the health and wellbeing of Manchester residents.

Policy SP1 Spatial Principles

A core development principle of policy SP1 is that development should make a positive contribute to neighbourhoods of choice including:

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Policy DM1 Development Management

This is the primary Development Management policy for development in Manchester. It provides guidance on the matters for consideration in applications including design, layout, materials, waste, parking, air quality and drainage/flood risk among others.

Manchester Climate Change Framework 2020-25 (February 2020)

The MCCF is the Council's high-level strategy that sets out the Council's objectives and priorities to reduce the city's carbon emissions by 50% during 2020-25. It covers emissions from homes, workplaces and ground transport and identifies six priority areas for immediate action:

6.1 – Headline Areas for Urgent Action

Buildings (Existing and New)
Renewable energy
Transport and flying
Food
Things bought and thrown away
Green infrastructure and nature-based solutions

The Framework builds on the Draft Manchester Zero Carbon Framework 2020-38 which sets out the Council's longer-term priorities for carbon reduction.

Objective 5.2 is concerned with Climate Adaptation and Resilience with a specific mandate to adapt the city's buildings, infrastructure, and natural environment to the changing climate and to increase the climate resilience of the city's residents and organisations.

The renewable energy headline recognises the urgent need to:

- Improve the energy efficiency of our buildings as far as possible to reduce our demand for gas
- Replace our natural gas-based heating systems with renewable energy-based heating technologies as soon as possible.

Principle

The proposal will provide essential support infrastructure to meet the needs of the residential unit at Opal House where patients recover after surgery and before transitioning to their home or another care provider. The above policy frameworks, including national planning policy supports the development of high-quality healthcare and healthy cities which includes policies towards reducing carbon emissions through alternatives to the use of fossil fuels. On this basis,

the principle of the proposal is acceptable. The issues which are considered material to this application are the impacts on carbon emissions, the appearance and residential amenity.

Carbon reduction

The application proposes necessary infrastructure, ancillary to the Opal House building to deliver sustainable heating and hot water. The proposal will decarbonise the residential unit with the benefit of reducing the cost burden to the NHS. The NHS, along with the City Council, is one of several members of the Manchester Climate Change Partnership identified in the MCCF who are committed to its successful delivery.

The carbon savings in this proposal have not been demonstrated. However, replacement of the existing wet heating system which is powered by fossil-fuels, with the GSHP is known to offer substantial savings.

The application follows a recent approval for solar PV panels on several hospital buildings which contributes towards the transition to a lower carbon economy (Ref: 133140/P14J/2022) across the hospital campus.

Appearance

The plant room is proposed to be erected adjacent to the site of a demolished garage with a similarly scaled footprint (4.7m L x 3.8m W). It is a simple utilitarian building composed of GRP that is colour-coated in a dark British Racing Green. This will help the building to assimilate with the vegetated boundary to the north and west.

The boreholes would be capped in the informal lawn area alongside. Approximately 10no. boreholes are proposed. As these would be flush at ground level, there are no concerns that they will have any impact on the appearance of the building or the wider street scene. As this detail may change in future and there are other unknowns, a condition is appended for details of the boreholes including their number, position and depth, to be submitted prior to development commencing.

All of the development is contained within the Opal House curtilage which is screened from Southmoor Road to the east by dense vegetation between the electricity substation and from the south by the Opal House building itself. To the north is a similar treed and vegetated boundary that screens the site from the warehousing units on the Southmoor Industrial Estate and a hedge to the west screen the development from the day nursery.

Residential Amenity

The potential for noise generation arising from the plant is unknown. However, as the nearest residential dwellings are located some 92 metres away across Southmoor Road and the Metrolink line, any noise emitted from the GSHP equipment is unlikely to have any adverse impacts on residents. Notwithstanding this, the EHO has assessed the proposal and has recommended a condition for an acoustic survey which is appended as condition 3 at the end of this report, in the interests of residential amenity.

Conclusion

The proposal represents minor and acceptable development to provide a sustainable source of heating and hot water to an intermediate care facility within the Wythenshawe Hospital campus. The physical impacts of the development are acceptable with and the development accords with

the Council's and national targets to drive down carbon emissions towards net zero by 2038 with a 50% reduction achieved by 2025.

The development therefore complies with Chapters 11 and 14 of the NPPF, Core Strategy policies EN4, EC10, SP1 and DM1, together with the Manchester Climate Change Framework 2020-25 (February 2020)

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 local planning authority in making its decision has had due regard to paragraph 47 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application for the reasons outlined in this delegated report. The proposed works did not raise any objections and the application has been determined in accordance with the relevant policies within the development plan.

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 all received on the 16th of May 2022 or as stated:

Application Form

Location Plan

Existing and Proposed Plantroom Plans 0001 P6

Site Plans received on the 6th of June 2022

Existing and Proposed Plantroom Plans OP-101 Rev 005 received on the 6th of June 2022

Planning Statement prepared by Ridge & Partners received on the 20th of May 2022

GRP Heavy Duty Kiosk Plans and Elevations received on the 6th of June 2022

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) a) Externally mounted ancillary plant, equipment, plant room 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 in the interests of residential amenity pursuant to saved UDP policy DC26.1 and Core Strategy policy DM1.

4) Prior to installation of the boreholes associated with the ground source heat pump hereby approved, details which shall include a plan and section drawing showing the number, location, and depth of the boreholes, shall be submitted to, and approved in writing by the City Council as Local Planning Authority. The plan shall also include the details of any trees which are required to be removed from the site and a mitigation planting plan for tree replacements within the site curtilage.

Reason - To minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of the Manchester Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Environmental Health

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
59 Fouracres Road, Manchester, M23 1ER
Playpen, Southmoor Road, Manchester, M23 9NR
Associated Home Fabrics Ltd, Hyline House, Tilson Road, Manchester, M23 9JD
46 Stonebeck Road, Manchester, M23 1EQ
Southwold Nursing Home, 50 Southmoor Road, Manchester, M23 9NR
48 Banbury Road, Manchester, M23 1FP
46 Banbury Road, Manchester, M23 1FP
44 Banbury Road, Manchester, M23 1FP
42 Banbury Road, Manchester, M23 1FP
40 Banbury Road, Manchester, M23 1FP
38 Banbury Road, Manchester, M23 1FP
65 Fouracres Road, Manchester, M23 1ER
63 Fouracres Road, Manchester, M23 1ER
61 Fouracres Road, Manchester, M23 1ER
57 Fouracres Road, Manchester, M23 1ER
55 Fouracres Road, Manchester, M23 1ER
53 Fouracres Road, Manchester, M23 1ER
51 Fouracres Road, Manchester, M23 1ER
49 Fouracres Road, Manchester, M23 1ER
48 Stonebeck Road, Manchester, M23 1EQ
44 Stonebeck Road, Manchester, M23 1EQ
42 Stonebeck Road, Manchester, M23 1EQ
40 Stonebeck Road, Manchester, M23 1EQ
38 Stonebeck Road, Manchester, M23 1EQ

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 Zone - All Exceeding 45M