

Application Number 19/00503/FUL

Proposal	Full planning permission for the demolition of existing, 19 bed, low secure mental health ward and erection of 12 Bed, Psychiatric Intensive Care Unit (PICU), low secure mental health unit.
Site	Buckton Building, Tameside General Hospital, Ashton
Applicant	Pennine Care NHS Foundation Trust
Recommendation	Grant planning permission subject to conditions
Reason for report	A Speakers Panel decision is required because the application constitutes major development.

1.0 APPLICATION DESCRIPTION

- 1.1 The applicant seeks planning permission for the demolition of existing, 19 bed, low security mental health ward and the erection of 12 Bed, Psychiatric Intensive Care Unit (PICU), low security mental health unit on the site.
- 1.2 The proposal would replace the existing 419 square metre single storey building with a part two storey development with a total floorspace of approximately 1035 square metres. The building would be constructed off buff brick elevations and a standard seam metal roof.
- 1.3 The following documents have been submitted in support of the planning application:
 - Design and Access Statement
 - Planning Statement
 - Preliminary Risk Assessment
 - Proposed landscaping scheme
 - Preliminary Roost Assessment

2.0 SITE & SURROUNDINGS

- 2.1 The application relates to the building adjoined to the south western corner site of the Buckton Building, located on the south eastern edge of the wider Tameside Hospital site in Ashton. Land levels on the site of the Buckton Building slope downwards in a south easterly direction, ensuring that the application site is at a lower level than the ground level of the main building. The building is immediately surrounded by tall wire mesh fencing, with trees and hedges demarcating the western boundary of the site. The taller part of the Buckton Building is located to the north east of the site, which fronts the car parking area associated with the whole building. The building is constructed of red brick elevations with a tiled roof.

3.0 RELEVANT PLANNING HISTORY

- 3.1 12/00297/FUL- Extension to Buckton Building – approved
- 3.2 13/00351/FUL - Extension to Buckton Building (retrospective) – approved

4.0 RELEVANT PLANNING POLICIES

- 4.1 National Planning Policy Framework (NPPF)
- 4.2 Planning Practice Guidance (PPG)

4.3 **Tameside Unitary Development Plan (UDP) Allocation**

Unallocated, within the settlement of Ashton.

4.4 **Part 1 Policies**

1.3: Creating a Cleaner and Greener Environment.

1.5: Following the Principles of Sustainable Development

1.10 Protecting and Enhancing the Natural Environment

1.12: Ensuring an Accessible, Safe and Healthy Environment

4.5 **Part 2 Policies**

OL10: Landscape Quality and Character

T1: Highway Improvement and Traffic Management.

T10: Parking

C1: Townscape and Urban Form

N3: Nature Conservation Factors

N4: Trees and Woodland.

N5: Trees Within Development Sites.

N7: Protected Species

MW11: Contaminated Land

MW14 Air Quality

U3: Water Services for Developments

U4 Flood Prevention

U5 Energy Efficiency

4.6 **Other Policies**

Greater Manchester Spatial Framework - Publication Draft October 2018;

The Greater Manchester Combined Authority (GMCA) has consulted on the draft Greater Manchester Spatial Framework Draft 2019 ("GMSF") which shows possible land use allocations and decision making policies across the region up to 2038. The document is a material consideration but the weight afforded to it is limited by the fact it is at an early stage in its preparation which is subject to unresolved objections

Residential Design Supplementary Planning Document; and,
Trees and Landscaping on Development Sites SPD adopted in March 2007.

4.7 **National Planning Policy Framework (NPPF)**

Section 2: Achieving sustainable development

Section 5: Delivering a sufficient supply of homes

Section 8 Promoting healthy and safe communities

Section 11: Making efficient use of land

Section 12: Achieving well designed places

Section 15: Conserving and enhancing the Natural Environment

4.8 **Planning Practice Guidance (PPG)**

This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the PPG or other national advice in the Analysis section of the report, where appropriate.

5.0 **PUBLICITY CARRIED OUT**

- 5.1 Neighbour notification letters were issued in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's adopted Statement of Community Involvement. This is in addition to a site notice and press notice.

6.0 RESPONSES FROM CONSULTEES

- 6.1 Borough Tree Officer – no objections to the proposed development. The proposed indicative landscaping scheme is considered to be appropriate, subject to further details being secured by condition.
- 6.2 Local Highway Authority - No objections to the proposals, subject to the imposition of conditions requiring the submission and approval of a construction environment management plan and a condition survey of the highway.
- 6.3 Borough Environmental Health Officer (EHO) – no objections to the proposals subject to the imposition of conditions requiring details of external plant equipment to be submitted and approved and limiting the hours of work during the construction phase of the development.
- 6.4 Greater Manchester Ecology Unit (GMEU) – no objections to the proposals following a review of the Roost Assessment submitted with the application. No evidence of recent activity by bats on the site was encountered during the survey period. Mitigation measures including soft stripping of the roof during the demolition phase of the development. A condition requiring compliance with the mitigation measures detailed in the report should be attached to any planning permission granted
- 6.5 United Utilities – no objections to the proposals subject to the imposition of conditions requiring the submission and approval of a sustainable surface water drainage strategy and requiring surface and foul water to be drained from the site via separate mechanisms.
- 6.6 Greater Manchester Police (Designing out Crime Officer) – recommend that a crime impact assessment is submitted prior to the determination of the planning application.
- 6.7 Borough Contaminated Land Officer – no objections to the proposals subject to a condition being attached to any planning permission granted requiring a scheme of intrusive investigation in accordance with the recommendations within the Phase I report submitted with the planning application and any necessary remediation being submitted and approved.

7.0 SUMMARY OF THIRD PARTY RESPONSES RECEIVED

- 7.1 No representations have been received.

8.0 ANALYSIS

- 8.1 The key issues to be assessed in the determination of this planning application are:
- 1) The principle of development;
 - 2) The impact of the design and scale of the development on the character of the site and the surrounding area;
 - 3) The impact upon the residential amenity of neighbouring properties;
 - 4) The impact on highway safety;
 - 5) The impact on flood risk; and
 - 6) Other matters.

9.0 PRINCIPLE

- 9.1 The proposal would replace an existing inpatient facility at the hospital with a more modern and fit for purpose development. The Planning Statement indicates that the development would provide a facility that would provide more suitable facilities for male patients in order to meet ongoing demand.
- 9.2 Given this identified need and the location of the site, within the wider hospital campus, it is considered that the principle of development is acceptable, subject to all other material considerations being satisfied.

10.0 CHARACTER

- 10.1 The upper section of the building would have a flat roof at the point of connection with the section of the existing Buckton Building to the north east of the site. The whole of the proposed development would sit below the ground level of the access road which runs parallel with the north western boundary, ensuring a logical relationship with the main part of the Buckton Building through respect of the height and proportions of the main building.
- 10.2 The south western portion of the building would be set at a lower level, reflecting the drop in levels on the site and would have a pitched roof, reflecting the widening span of the building at that point. The main entrance to the development would be provided by a bridged access between the road on the north western boundary of the site and the first floor level of the building.
- 10.3 Synergy to the appearance of that elevation of the building would be provided by the two brick gable features, one extending from the northern part of the building and the other from the southern part of the building. These features would present a rhythm to the design approach to the north western elevation which is open to public views from the adjacent access road leading through the wider hospital site.
- 10.4 The use of a similar gable feature on the south western elevation of the building would ensure a cohesive appearance to the building, with this elevation being the other relatively prominent element of the development from close public views. The gable features on all 3 of the elevations that project away from the host building allow the bulk and massing of the overall development to sit within the central part of the site with narrower 'wings' of development extending towards the site boundaries.
- 10.5 The palette of materials across the development is considered to compliment the design approach through highlighting features of interest and providing variation across the elevations. For example, the use of render on the south eastern part of the flat roofed central section of the development would break up the massing of that part of the scheme.
- 10.6 The use of buff brick in a herringbone formation on the gable elevations of the projecting elements would provide a contrast with the regular alignment of bricks on that central section. The grey seam metal roof would provide a modern element to the design and the use of black powder coated louvres and window and door frames would provide a consistency to the treatment of the openings across the development.
- 10.7 Following the above assessment, it is considered that the proposals would be of a scale, siting and detailed design that would respect the character of the surrounding area.

11.0 RESIDENTIAL AMENITY

- 11.1 The nearest neighbouring residential properties are located to the south of the site on Darnton Road and the junction between Darnton Road and Mellor Road to the south east of the site. Given the substantial separation distance to be retained, the height of the mature tree planting on the southern edge of the wider hospital site and the presence of

other hospital related buildings within the intervening distance, it is considered that the proposed development would not result in an adverse impact on the residential amenity of those neighbouring properties through unreasonable overlooking or overshadowing.

- 11.2 The proposal would replace a unit accommodating 19 beds with a unit containing 12 bedrooms. The level of traffic and noise and disturbance associated with the proposed development is likely to be materially less than the impact of the existing development and would therefore not result in an adverse impact on the amenity of neighbouring properties in these regards. This assessment is corroborated by the lack of objection to the proposals from the Borough EHO.

12.0 HIGHWAY SAFETY

- 12.1 The proposal would not affect the existing car parking area associated with the wider Buckton Building, which is located to the north west of the site. The proposed development would result in less trip generation than the existing situation, resulting in 7 less patients being accommodated in this part of the hospital site.
- 12.2 The Local Highway Authority has not raised any objections to the proposals, subject to the imposition of conditions. It is considered reasonable to condition the submission and approval of a construction environment management plan, which can stipulate that construction traffic accesses the site via the Mellor Road access to the site. It is considered not to be reasonable to require the submission and approval of a condition survey of the highway as any damage caused to the adopted highway during the construction phase of the development can be addressed under powers held by the Council as Local Highway Authority, which should not be duplicated through the planning process.

13.0 FLOOD RISK/DRAINAGE

- 13.1 The site is located within flood zone 1 and is therefore considered to be at a low risk of flooding. The applicant has indicated that both foul and surface water would be drained from the site via connections to the mains drainage system. United Utilities have been consulted on the application and have requested the imposition of a condition requiring details of a sustainable surface water drainage strategy to serve the development to be submitted and approved. Whilst the development would reduce the number of bed spaces, the amount of floorspace within the building would be substantially larger than the existing building on the site. Such a condition is therefore considered to be reasonable and is attached to the decision notice.

14.0 OTHER MATTERS

- 14.1 In relation to the impact on ecology, the applicant has submitted a Preliminary Roost Assessment with the application. The Report's survey observed that the building supports features that can be utilised by roosting bats, but that no evidence of roosting was observed. During the activity survey no bats were seen emerging/entering the structure. It is concluded that the building has low potential to support bats.
- 14.2 Due to the lack of internal access the Report recommends that a soft strip approach should be adopted to the demolition, with careful removal of the identified features, namely lifted roof tiles, ridge tiles and soffits. The survey has an expiry date of March 2021. GMEU has been consulted on the application and has not raised any objection to the proposals, subject to conditions requiring compliance with the mitigation measures detailed in the survey and requiring further survey work to be undertaken should the building not be demolished by March 2021.

- 14.3 The Borough EHO has not raised any objections to the proposals, subject to the imposition of conditions limiting the hours of work during the construction phase of the development and the submission and approval of details of the plant/ventilation equipment to be installed on the exterior of the building. The first condition is considered to be reasonable given the relatively close proximity of residential properties to the point of entry into the hospital site that would be used by construction traffic. A condition requiring details of the external ventilation equipment is also considered necessary to ensure that any equipment installed on the exterior of the building does not detract from the character of the development or the surrounding area.
- 14.4 The Borough Contaminated Land Officer has not raised any objections to the proposals, subject to the imposition of a condition requiring further intrusive investigations, based on the recommendations of the Phase I report submitted with the planning application and the approval of any necessary remediation. Such a condition is considered to be reasonable and is attached to the recommendation.
- 14.5 In relation to energy efficiency, the Planning Statement submitted with the planning application indicates that the fabric of the building will be constructed from materials and to a method that will minimise energy consumption. Solar panels are to be installed on the building to ensure that a proportion of the energy needs of the development are generated by renewable sources. Details of the specification of the panels to be installed, their appearance and location on the building, in addition to the anticipated energy generation can be secured by condition.
- 14.6 In relation to the landscaping of the development, indicative details of hard and soft landscaping have been submitted with the planning application. The Borough Tree Officer has not raised any objections to the indicative proposals. It is considered necessary to condition the submission of further details of the hard and soft landscaping scheme to serve the development. Such a condition is attached to the recommendation.
- 14.7 In relation to crime impact, Greater Manchester Police have not raised an objection to the proposals but have requested that a crime impact statement be submitted prior to the determination of the application. Given the fact that the proposal would be attached to an existing building located within the wider hospital site, it is considered that the main issue relating to designing out crime in this case are associated with the physical treatment of the building e.g. door/window locks, alarms etc.
- 14.8 As such, it is considered that these matters can be appropriately addressed through a condition requiring the submission and approval of details of the measures to be installed to reduce the risk of crime and evidence that Secured by Design accreditation has been achieved prior to the first occupation of the development. Such a condition is attached to the recommendation.

15.0 CONCLUSION

- 15.1 Following the assessment in the main body of this report, the principle of development is considered to be acceptable given the identified need for the facilities that the scheme would provide. The proposed development is considered not to be of a scale or design that would be detrimental to the character of the area and would be set well within the boundaries of the wider hospital site, ensuring that any adverse impact on nearby residential properties would be mitigated to an acceptable degree.
- 15.2 The level of parking provision would remain the same as the existing situation and given that the capacity of the proposed unit would be lower than the current facility, it is considered that the proposals would not result in an adverse impact on highway safety.

- 15.3 There are no objections to the proposals from any of the statutory consultees and the proposals are therefore considered to comply with the relevant national and local planning policies quoted previously in this report.

RECOMMENDATION

Grant planning permission, subject to the prior completion of a variation to the original Section 106 Agreement and the following conditions:

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in accordance with the following approved plans/details:

1:1250 Site location plan (drawing no. TSHPCT-GDA-V1-XX-DR-A-05_20-0005)

1:200 Proposed site plan (drawing no. TSHPCT-GDA-V1-XX-DR-A-05_20-0007)

1:100 Proposed roof plan (drawing no. TSHPCT-GDA-V1-R1-DR-A-05_20-0002)

1:100 Proposed lower ground floor plan (drawing no. TSHPCT-GDA-V1-B1-DR-A-05_20-0001)

1:100 Proposed ground floor plan (drawing no. TSHPCT-GDA-V1-00-DR-A-05_20-0001)

Proposed elevation A plan (drawing no. TSHPCT-GDA-V1-ZZ-DR-A-05_20-0002)

Proposed elevation B plan (drawing no. TSHPCT-GDA-V1-ZZ-DR-A-05_20-0003)

Proposed elevation C plan (drawing no. TSHPCT-GDA-V1-ZZ-DR-A-05_20-0004)

Preliminary Roost assessment with Dusk Echolocation Report (dated August 2019) produced by Syntegra Consulting.

3. No development, other than site clearance and site compound set up, shall commence until such time as the following information has been submitted in writing and written permission at each stage has been granted by the Local Planning Authority.

i) A preliminary risk assessment to determine the potential for the site to be contaminated shall be undertaken and approved by the Local Planning Authority. Prior to any physical site investigation, a methodology shall be approved by the Local Planning Authority. This shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration.

ii) Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment (including controlled waters) shall be approved by the Local Planning Authority prior to implementation.

iii) Any additional or unforeseen contamination encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.

iv) Upon completion of any approved remediation schemes, and prior to occupation, a completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be approved in writing by the Local Planning Authority.

The discharge of this planning condition will be given in writing by the Local Planning Authority on completion of the development and once all information specified within this condition and other requested information have been provided to the satisfaction of the Local Planning Authority and occupation/use of the development shall not commence until this time, unless otherwise agreed by the Local Planning Authority.

4. Notwithstanding any description of materials listed in the application or detailed on the approved plans, no above ground construction works shall take place until samples and/or full specification of materials to be used: externally on the buildings; in the construction of

all boundary walls (including the retaining wall on the southern boundary of the site, which shall be constructed from natural stone), fences and railings; and, in the finishes to all external hard-surfaces have been submitted to, and approved in writing by, the local planning authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

5. No development shall commence until such time as a Construction Environment Management Plan has been submitted to and approved in writing by the Local Planning Authority. This shall include details of:

Wheel wash facilities for construction vehicles;
Arrangements for temporary construction access (indicating that access shall be taken from Mellor Road);
Contractor and construction worker car parking;
Turning facilities during the remediation and construction phases;
Details of on-site storage facilities;

The development shall be carried out in accordance with the approved Construction Environmental Management Plan.

6. Notwithstanding the details shown on the approved plans, no part of the development hereby approved shall be occupied until details of the means of storage and collection of refuse generated by the development have been submitted to and approved in writing by the Local Planning Authority. The details shall include scaled plans showing the location of storage and the means of enclosure. The bin storage arrangements shall be implemented in accordance with the approved details prior to the occupation of the development and shall be retained as such thereafter.

7. Notwithstanding the details submitted with the planning application, no above ground development shall commence until full details of a scheme of hard and soft landscaping to be incorporated into the development hereby approved have been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following specific measures:

- A plan showing the location of all trees/hedges/shrubs to be planted, details of the species mix, the number of specimens to be planted, spacing between them and their height on planting
- A plan showing the location and construction material of all hard surfacing.

The landscaping scheme shall be implemented in accordance with the approved details prior to the first occupation of any part of the development hereby approved.

8. The approved scheme of landscaping scheme shall be implemented before the first occupation of any part of the development or in accordance with a programme agreed previously with the local planning authority. Any newly planted trees or plants forming part of the approved scheme which, within a period of 5 years from the completion of the planting, are removed, damaged, destroyed or die shall be replaced in the next appropriate planting season with others of similar size and species.

9. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. Foul and surface water shall be drained on separate systems and in the event of surface water draining to the public surface water sewer, details of the flow rate and means of control shall be submitted.

The scheme shall include details of on-going management and maintenance of the surface water drainage system to be installed. The development shall be completed in accordance with the approved details and retained and maintained as such thereafter.

10. No development above ground level shall commence until a Crime Impact Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall detail the specific crime prevention measures to be installed as part of the development to ensure that the scheme achieves Secured by Design status. The crime prevention measures shall be implemented in accordance with the approved details, prior to the first occupation of any part of the development and shall be retained as such thereafter.
11. No development above ground level shall commence until details of Biodiversity enhancement measures to be installed as part of the development hereby approved has been submitted to and approved in writing by the Local Planning Authority. The details shall include a specification of the installations and scaled plans showing their location within the development. The approved enhancement measures shall be installed in accordance with the approved details, prior to the first occupation of any of the dwellings and shall be retained as such thereafter.
12. During demolition/construction no work (including vehicle and plant movements, deliveries, loading and unloading) shall take place outside the hours of 07:30 and 18:00 Mondays to Fridays and 08:00 to 13:00 Saturdays. No work shall take place on Sundays and Bank Holidays.
13. Prior to the commencement of development above ground level, details of solar panels to be installed on the roof of the building, including scaled plans of their location, a manufacturer's specification of the panels to be installed, details of the external colour and finish and the proportion of the energy needs generated by the development that would be achieved by the panels shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and shall be retained as such thereafter.
14. The development hereby approved shall be carried out in accordance with the mitigation measures contained within the ecology survey submitted with the planning application. In the event that demolition of the existing building(s) on the site has not commenced by March 2021, no demolition works shall commence until an updated ecological appraisal of the site has been submitted to and approved in writing by the Local Planning Authority. The development shall proceed in strict accordance with the approved details.
15. Prior to the installation of any plant and/or ventilation equipment on the external surfaces of the building, details of the equipment to be installed (including scaled plans showing their location on the building and elevations of the equipment, a manufacturer's specification of the installations and details of any means of enclosure) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and shall be retained as such thereafter.
16. Prior to the commencement of development above ground level, details of the refuse storage and collection arrangements to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The details shall include scaled plans showing the location of the storage and details of the means of enclosure. The refuse storage shall be provided in accordance with the approved details prior to the first occupation of any part of the development and shall be retained as such thereafter.