

APPLICATION REPORT - PA/342004/18

Planning Committee, 18 September, 2019

Registration Date: 28/06/2018
Ward: Chadderton South

Application Reference: PA/342004/18
Type of Application: Hybrid Planning Permission

Proposal: A HYBRID (part full / part outline) planning application for a total of 9,290 sqm of Class B1(a) office floorspace and associated services and infrastructure.

A) FULL planning permission for 'Block G' - a 3 storey Class B1(a) office building of 1,858 sqm, together with the creation of vehicular and pedestrian access via Hudson Street, car and cycle parking, bin storage and landscaping associated with that building.

B) OUTLINE planning permission for six buildings (Blocks A to F) comprising a combined total of 7,432 sqm gross internal floor area Class B1(a) offices on the remainder of the site. Layout, scale, appearance and access are to be considered, landscaping is reserved.

Location: Land bounded by Hudson Street, Oldham Road (A62) and Hollinwood Metrolink Park and Ride, Chadderton.

Case Officer: Graham Dickman

Applicant Portcullis Oldham LTD
Agent : Roman Summer Associates Ltd

AMENDMENT TO REPORT AND RECOMMENDATION

Planning Committee resolved to approve this application at its meeting on 13 February 2019 subject to the conditions set out in the report, and to the applicant entering into a Section 106 agreement for land to be dedicated as highway.

Condition 11 attached to both the full (a detailed approval for a 3 storey office building of 1858 sq m) and outline (for a further 7432 sq m of office floorspace) elements of the application required that:

"No element of the development hereby approved shall be occupied unless and until the SCOOT loops on the M60 off-slip at its junction with Hollinwood Avenue/A62 have been relocated by approximately 100 metres, and the revalidation of SCOOT at this junction has been carried out".

Those works would be undertaken by means of a Section 278 agreement under the Highways Act 1980 at the preference of Highways England.

The applicant has request an amendment to the recommendation to remove the requirement for the off-site highway works to be undertaken prior to occupation of the first office building for which detailed approval has been obtained, as the traffic generation from this element of

the development would not trigger increased levels of traffic generation to necessitate those works.

The requirement would remain in place for the remainder of the development.

The Council's Highways Engineer and TfGM have confirmed that there are no objections to this amendment.

THE SITE

The application site is on land bounded by Hudson Street, Oldham Road (A62) and Hollinwood Metrolink Park and Ride, within the built up area of Chadderton.

The application site as a whole measures 1.86 ha. The part of site for which full planning permission is sought measures 0.4 ha, and the outline part of the site measures 1.46 ha.

The site comprises previously developed land. It was formerly occupied by the Siemens battery factory and is currently unused and largely hard surfaced with perimeter fencing.

The site is served by two historic access points. One from Hudson Street, and one from the A62, Oldham Road.

THE PROPOSAL

This application seeks a hybrid planning permission – ie part full and part outline.

The application proposes full planning permission for 'Block G' - a 3 storey Class B1(a) office building of 1,858 sq.m (20,000 sq.ft) gross internal floor area, together with the creation of vehicular and pedestrian access via Hudson Street. Details of car and cycle parking, bin storage, drainage and hard / soft landscaping associated with that building are also proposed.

A strip of landscaping is to be provided around the perimeter of Block G to provide a softening visual buffer with adjacent developments.

The application also proposes outline planning permission for six buildings (Blocks A to F), comprising a total of 7,432 sq.m gross internal floor area Class B1(a) offices on the remainder of the site. All detailed matters, except landscaping, are nevertheless sought for approval at this stage.

The proposed layout includes 5 two storey buildings of between 836 and 1672 sq.m with associated car parking and landscaping, and a further 3 storey block of 1626 sq.m, each with an active frontage when viewed from public vantage points. It is proposed that the buildings are externally clad in red and grey brick with cast stone details. Slate effect hipped roofs are proposed.

The full application also seeks permission to re-clad the existing sub-station (adjacent to Block G) with sedum green walls and roof.

A 2.1m high brick wall and metal railing and gates to distinguish the boundary is proposed to the periphery of the site.

293 car parking spaces will be provided, and 36 cycle parking stands.

The existing access off Hudson Street / Railway Road is to be maintained. No access is proposed from Oldham Road.

RELEVANT HISTORY OF THE SITE:

PA/330665/11 - Outline planning application for redevelopment of site to comprise B1 (office) floorspace to a maximum of 6,968 sq.m (75,000 sq.ft). Access to be considered. All other matters reserved was granted outline planning permission on 8 December, 2011. This permission was never implemented and has since expired.

PA/053992/07 - Proposed office development with associated road works and parking was granted conditional planning permission on 20th December 2007. This permission was never implemented and has since expired.

CONSULTATIONS

Highway Engineer	No objection, subject to the inclusion of conditions or Section 106 addressing the required changes to the SCOOT loops; the provision and retention of car parking spaces; the provision of a Green Travel Plan; and details of secure cycling facilities.
Environmental Health	No objection subject to the inclusion of conditions addressing landfill gas, contaminated land, and a scheme for electric vehicle charge points.
LLFA & Drainage	No objection, subject to the inclusion of a condition addressing the need for a Flood Risk Assessment and Drainage Scheme.
Greater Manchester Police Architectural Liaison Unit	No objection.
Transport for Greater Manchester and Highways England	No objection, subject to a Section 278 Agreement under the Highways Act 1980 in relation to the required changes to the SCOOT loops.

REPRESENTATIONS

This application was publicised by way of a site notice, press notice and neighbour notification letters. One letter was received which commented that improvements must be made to current infrastructure, and that services must not be disrupted to adjacent buildings.

PLANNING CONSIDERATIONS

The main issues to consider are:

1. Land Use;
2. Parking and highway safety;
3. Amenity and design;
4. Environmental Impacts
5. Drainage.

Land Use

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 require that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise. This requirement is reiterated in paragraph 2 within the National Planning Policy Framework (NPPF).

In this case the 'development plan' is the Joint Development Plan Document which forms

part of the Local Development Framework for Oldham. It contains the Core Strategies and Development Management policies used to assess and determine planning applications.

The application site is located within a 'Business Employment Area' as allocated by the Proposals Map associated with this document. Therefore, the following policies are considered relevant:

Policy 1 - Climate Change and Sustainable Development;
Policy 9 - Local Environment;
Policy 13 - Employment Areas;
Policy 14 - Supporting Oldham's Economy; and,
Policy 20 - Design.

The guidance within the National Planning Policy Framework (NPPF) is also a material planning consideration.

DPD Policy 1, in the context of this application, seeks to ensure the effective and efficient use of land and buildings by promoting the re-use and conversion of existing buildings and development on 'previously developed land' prior to the use of greenfield sites.

The application site is previously developed land, evident by the hard surface and previous use.

Oldham has identified an 'arc of opportunity' of key development locations for business that underpins Oldham's future economic prosperity. The application site lies within this opportunity area and an allocated Business Employment Area (BEA). DPD Policy 14 provides details of the types of uses that will be encouraged in the BEAs, as well as the circumstances in which changes from employment-generating uses will be permitted.

As the application site proposes a B1 Use Class facility, the proposed development complies with Policy 14 and the principle of the proposal is therefore satisfactory. The commercial units provide a mix of sizes to accommodate the needs of a variety of businesses. The benefit of the anticipated 715 full time jobs that would be created by virtue of the proposed development is acknowledged.

Consequently, the development will accord with the Council's objectives to promote and facilitate new employment development in a highly sustainable location.

Parking and highway safety

A Transport Assessment has been submitted with this application. It examines existing conditions and the effect that the proposed development is likely to have on the highway network.

TfGM and Highways England have also been consulted in respect of the likely effects on the local and strategic highway networks respectively.

The Transport Assessment submitted by the applicant was reviewed and TfGM was not confident that the modelling provided an accurate reflection of the operation of the highway network in the vicinity of the site. As a result TfGM has worked with the applicant, requesting additional information to ensure that they could assess the impact of the development as accurately as possible given the location within an area with heavy existing traffic levels.

TfGM concludes that the network experiences severe congestion during the peak periods. Empirically, the addition of development traffic will further increase congestion and delay at the junction. At junctions operating at or close to practical capacity, small reductions in

effectiveness will have significant increases in delay.

In order to overcome these concerns, TfGM has suggested measures in relation to the existing demand responsive urban traffic control system (SCOOT) which they are satisfied would mitigate against any adverse impact. This has been agreed with the applicant and will be incorporated into a Section 106 agreement.

These measures include:

- Relocation of SCOOT loops on the M60 off-slip at its junction with Hollinwood Avenue/A62. It is estimated that the cost of relocating the loops by an extra 100 metres would be in the region of £30,000.
- Revalidation of SCOOT at the junction of M60 off-slip/Hollinwood Ave at a cost of £2625.

The site is in a highly sustainable location with excellent links to public transport and opportunities for walking and cycling which will be developed further by the Local Highway Authority. Parking provision across the site is satisfactory, and it is not expected that there would be increased demand for parking on the local highway network as a result of the development.

The Council has an aspiration for the improvement of pedestrian and cycle infrastructure in the area. The proposed development is affected by this in that there is a potential link alongside the site through to the Metrolink stop. Discussions have taken place with the Applicant and they have agreed to dedicate an area of land currently in their ownership to the Council in order to facilitate this link.

A Section 106 Agreement will be required in order for the land in the Applicant's ownership at the side of the proposed development site to be dedicated as highway so that improvements to the pedestrian and cycle infrastructure can be carried out by the Local Highway Authority between the A62 Oldham Road and Hudson Street.

Therefore, the proposed development is considered to be in compliance with DPD Policy 9 in this regard.

Amenity and Design

DPD Policy 9 seeks to ensure development does not result in unacceptable adverse impact on amenity, whilst Policies 9 and 20 recognise the contribution that high quality design can make to regeneration and sustainable development.

There are no nearby dwellings within close proximity to the application site. Therefore, the proposal will have no significant impact on amenity.

The buildings are laid out at varying angles and contain a mix of fenestration and detailing, which along with the mix of heights creates an interesting appearance. This will be supplemented and softened by tree planting and associated landscaping.

The proposed development is considered to have a positive impact on the streetscene and the character of the wider area.

Given the above, the design and impact on residential amenity is considered acceptable, in accordance with DPD Policies 9 and 20.

Environmental impacts

DPD Policy 18 promotes sustainable development in the borough through supporting carbon-neutral developments following the principles of the zero carbon hierarchy. The

application site lies within an Air Quality Management Area (AQMA). Whilst the Environmental Health team has raised no objection, they have requested that electric vehicle charge points are incorporated into the scheme to reduce the impact on air quality.

The Environmental Health Team has also requested the inclusion of contaminated land and landfill gas, pre-commencement conditions. The inclusion of these pre-commencement conditions has been agreed with the applicant.

Drainage

The application site lies in an area susceptible to water surface flooding. A condition has also been included within the recommendation to address surface water drainage on site. The Drainage team have been consulted in regard to this application, and raise no objection on this basis. This pre-commencement condition has been agreed with the applicant.

RECOMMENDATION

It is recommended that Committee resolves:

1. To approve the application subject to the following conditions, and to the applicant entering into a Section 106 agreement to cover the following matter:

Land in the applicant's ownership at the side of the proposed development site to be dedicated as highway so that improvements to the pedestrian and cycle infrastructure can be carried out by the Local Highway Authority between the A62 Oldham Road and Hudson Street.

2. To authorise the Director of Economy to issue the decision notice upon satisfactory completion of the legal agreement.

Decision A) FULL planning permission for 'Block G' - a 3 storey Class B1(a) office building of 1,858 sqm, together with the creation of vehicular and pedestrian access via Hudson Street, car and cycle parking, bin storage and landscaping associated with that building.

Conditions

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

Reason - To comply with the provisions of the Town & Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be fully implemented in accordance with the approved plans and specifications:

SITE PLAN AND ACCESS

- Drawing no. 9993 PL03 revision C received 26th June 2018
- Drawing no. 7879 access fig 1 received 26th June 2018

BLOCK G

- Drawing no. 9993 PL04 revision B received 26th June 2018
- Drawing no. 9993 PL05 revision C received 26th June 2018
- Drawing no. 9993 PL06 revision B received 26th June 2018

- Drawing no. 9993 PL08 received 26th June 2018

Reason - For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans and specifications.

3. No development shall commence unless and until a detailed drainage scheme, based on sustainable drainage principles, and a Flood Risk Assessment has been submitted to and approved in writing by the Local Planning Authority. The scheme shall then be completed in accordance with the approved plans and maintained thereafter.

Reason - To reduce the risk of flooding.

4. The proposed development shall be constructed in accordance with the recommendations contained within section 3.3 of the submitted Crime Impact Statement (URN: 2018/0154/CIS/01) and shall reflect the physical security specification listed within section 4 of the appendices within the submitted Crime Impact Statement.

Reason - To protect public safety.

5. No development shall commence unless and until a site investigation and assessment in relation to the landfill gas risk has been carried out and the consultant's report and recommendations have been submitted to and approved in writing by the Local Planning Authority. Written approval from the Local Planning Authority will be required for any necessary programmed remedial measures and, on receipt of a satisfactory completion report, to discharge the condition.

Reason - In order to protect public safety, because the site is located within 250m of a former landfill site.

6. No development shall commence unless and until a site investigation and assessment to identify the extent of land contamination has been carried out and the consultant's report and recommendations have been submitted to and approved in writing by the Local Planning Authority. Written approval from the Local Planning Authority will be required for any necessary programmed remedial measures and, on receipt of a satisfactory completion report, to discharge the condition.

Reason - In order to protect public safety and the environment.

7. No development shall commence unless and until a scheme for electric vehicle charge points has been submitted to and approved in writing by the Local Planning Authority. The development must be implemented in accordance with the approved scheme.

Reason - To reduce the impact the development will have on air quality.

8. The development hereby approved shall not be brought into use unless and until the access and car parking spaces have been provided in accordance with the approved plan received on 26th June 2018 (Ref: Dwg No. 9993 PL03 Rev C). The details of construction, levels and drainage shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any construction of the parking spaces and access. Thereafter the parking spaces shall not be used for any purpose other than the parking and manoeuvring of vehicles.

Reason - To ensure that adequate off-street parking facilities are provided and

remain available for the development so that parking does not take place on the highway to the detriment of highway safety.

9. Prior to the occupation of the development, details of a Green Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall show measures to reduce the need to travel to and from the site by private transport and the timing of such measures. Within six months of the occupation of the development the plan shall be implemented in accordance with the details as approved.

Reason - To ensure the development accords with sustainable transport policies.

10. Secure cycle parking facilities shall be provided within the site prior to the first occupation of the development hereby permitted, in accordance with details that shall first have been submitted to and approved in writing by the Local Planning Authority. Such facilities shall thereafter remain available for users of the development.

Reason - To ensure adequate cycle storage facilities are available to users of the development

Decision B) OUTLINE planning permission for six buildings (Blocks A to F) comprising a combined total of 7,432 sqm gross external area Class B1(a) offices on the remainder of the site. Layout, scale, appearance and access are to be considered, landscaping is reserved.

Conditions

1. Application for approval of Landscaping (hereinafter called "the reserved matter") shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. The development hereby permitted shall be begun either before the expiration of three years from the date of this permission or two years from the date of approval of the Reserved Matter.

Reason - To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be fully implemented in accordance with the approved plans and specifications:

- Drawing no. 9993 PL03 revision C received 26th June 2018
- Drawing no. 9993 PL07 revision A received 26th June 2018
- Drawing no. 9993 PL09 revision A received 26th June 2018
- Drawing no. 7879 access fig 1 received 26th June 2018

Reason - For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans and specifications.

3. No development shall commence unless and until a detailed drainage scheme, based on sustainable drainage principles, and a Flood Risk Assessment has been submitted to and approved in writing by the Local Planning Authority. The scheme shall then be completed in accordance with the approved plans and maintained thereafter.

Reason - To reduce the risk of flooding.

4. The proposed development shall be constructed in accordance with the recommendations contained within section 3.3 of the submitted Crime Impact

Statement (URN: 2018/0154/CIS/01) and shall reflect the physical security specification listed within section 4 of the appendices within the submitted Crime Impact Statement.

Reason - To protect public safety.

5. No development shall commence unless and until a site investigation and assessment in relation to the landfill gas risk has been carried out and the consultant's report and recommendations have been submitted to and approved in writing by the Local Planning Authority. Written approval from the Local Planning Authority will be required for any necessary programmed remedial measures and, on receipt of a satisfactory completion report, to discharge the condition.

Reason - In order to protect public safety, because the site is located within 250m of a former landfill site.

6. No development shall commence unless and until a site investigation and assessment to identify the extent of land contamination has been carried out and the consultant's report and recommendations have been submitted to and approved in writing by the Local Planning Authority. Written approval from the Local Planning Authority will be required for any necessary programmed remedial measures and, on receipt of a satisfactory completion report, to discharge the condition.

Reason - In order to protect public safety and the environment.

7. No development shall commence unless and until a scheme for electric vehicle charge points has been submitted to and approved in writing by the Local Planning Authority. The development must be implemented in accordance with the approved scheme.

Reason - To reduce the impact the development will have on air quality.

8. The development hereby approved shall not be brought into use unless and until the access and car parking spaces have been provided in accordance with the approved plan received on 26th June 2018 (Ref: Dwg No. 9993 PL03 Rev C). The details of construction, levels and drainage shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any construction of the parking spaces and access. Thereafter the parking spaces shall not be used for any purpose other than the parking and manoeuvring of vehicles.

Reason - To ensure that adequate off-street parking facilities are provided and remain available for the development so that parking does not take place on the highway to the detriment of highway safety.

9. Prior to the occupation of the development, details of a Green Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall show measures to reduce the need to travel to and from the site by private transport and the timing of such measures. Within six months of the occupation of the development the plan shall be implemented in accordance with the details as approved.

Reason - To ensure the development accords with sustainable transport policies.

10. Secure cycle parking facilities in relation to each office block shall be provided within the site prior to the first occupation of that block, in accordance with details that shall first have been submitted to and approved in writing by the Local Planning Authority.

Such facilities shall thereafter remain available for users of the development.

Reason - To ensure adequate cycle storage facilities are available to users of the development

11. No element of the development hereby approved shall be occupied unless and until the SCOOT loops on the M60 off-slip at its junction with Hollinwood Avenue/A62 have been relocated by approximately 100 metres, and the revalidation of SCOOT at this junction has been carried out to the written satisfaction of the Local Planning Authority.

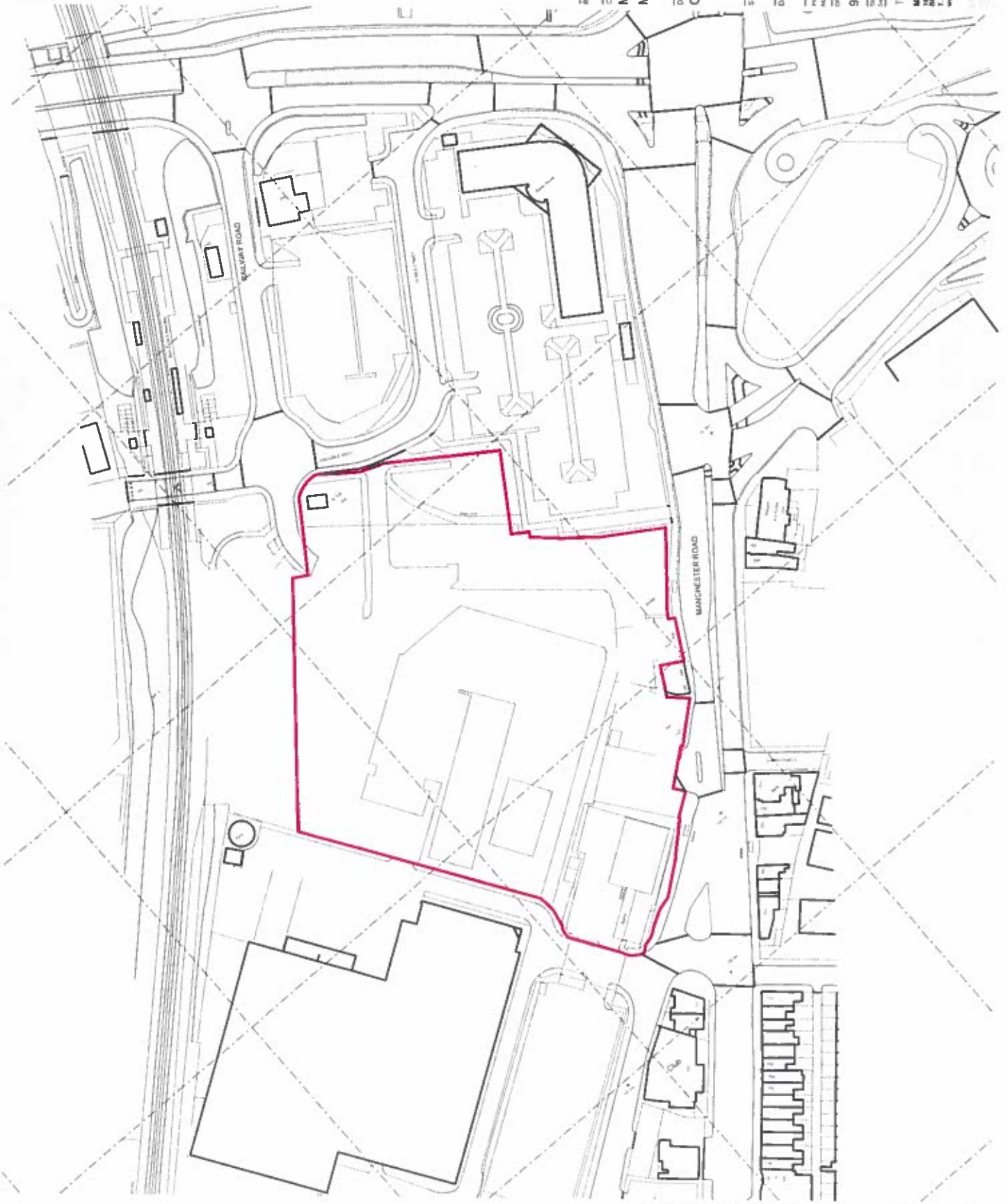
Reason - To ensure the safe and efficient operation of the strategic highway network in the interest of highway safety.

342004

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REV DATE NOTES

CURRENT PROJECT

MANCHESTER CABINS LTD
MANCHESTER ROAD, OLDHAM

DRAWING TITLE

ORNANCE SURVEY PLAN

STATUS

FOR INFORMATION

DATE 15.01.16

DRAWN DHB

SCALE B3 A3

1:1250

PROJECT NUMBER

UNIT / BLOCK

TYPE & NUMBER

REVISION LETTER

DRAWING NO

99993

01

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