

APPLICATION REPORT – FUL/350049/22
Planning Committee 9th November 2022

Registration Date	27th October 2022
Ward	Coldhurst
Application Reference	FUL/350049/22
Type of Application	Full Application
Proposal	Partial demolition of Cafe Royal and J-Block and the erection of a four-storey extension to the main building along with landscaping and associated works (Phase 4B)
Location	Royal Oldham Hospital, Rochdale Road, Oldham OL1 2JH
Case Officer	Graham Dickman
Applicant	Northern Care Alliance NHS Foundation Trust
Agent	Miss Rebecca Crockett

INTRODUCTION

This application is presented to Planning Committee as a Major application.

RECOMMENDATION

It is recommended that the application should be approved subject to the conditions set out below.

THE SITE

This application relates to a site centrally located within the existing Royal Oldham Hospital site immediately to the west of the main building. The site is presently occupied by a small group of single and two-storey buildings which will be demolished to facilitate the new development.

THE PROPOSAL

The present proposal represents the latest phase in the redevelopment of the hospital following the approval in 2020 of Phase 4a comprising a four-storey extension to the main hospital building to provide two 24-bed wards along with ancillary operational medical space and storage facilities.

The proposed Phase 4b will be located immediate to the north of Phase 4a, to which it will be connected internally on all levels as well as to the main hospital building. Phase 4b will also be four storey and provide two additional 24-bed wards along with operational medical space and storage facilities.

The external main entrance for Phase 4a overlooks onto Steptoe Drive with access for all users arriving from the west. Under the Phase 4b works, this main entrance will be fitted out

to create a primary access point providing direct access to the Phase 4a and 4b development and the existing Hospital Street within the main building.

Environmental Impact Assessment

The application has been assessed in the context of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

The proposal would represent an Urban Development Project within paragraph 10(b) of Schedule 2 of the Regulations. However, at 0.3 hectares it would not exceed the applicable threshold of 1 hectare, nor is the site located within any impact distance of a 'sensitive area' as defined in the Regulations.

Consequently, an Environmental Statement is not required.

RELEVANT HISTORY OF THE SITE

NMA/349945/22 - Non-Material Amendment to PA/344621/20 to include additional plant on the roof of the Phase 4a extension at the Royal Oldham Hospital. Approved 28 October 2022

FUL/347751/21 - Single back-up generator and enclosure to facilitate the development of Phase 4a at the Royal Oldham Hospital. Approved 17 December 2021

FUL/346229/21 - The demolition of a single-storey entrance and the erection of a three-storey Modular Unit with undercroft area and plant enclosure to facilitate the development of Phase 4a between Blocks C & D at the Royal Oldham Hospital. Approved 14 May 2021

PA/345161/20 - New architectural screening in front of new rooftop plant in Royal Oldham Hospital. Approved 7 September 2020.

PA/344621/20 - Four storey extension to the main building to provide two 24-bed wards along with ancillary space and storage facilities following the demolition of K-Block and the Anti-Coagulation Clinic. Landscaping and associated works, including reconfigured fire escape to J-Block. Approved 31 July 2020

RELEVANT PLANNING POLICIES

The 'Development Plan' is the Joint Development Plan Document which forms part of the Local Development Framework for Oldham.

The application site is unallocated by the Proposals Map associated with the Document.

The following policies are considered relevant:

- Policy 1 – Climate Change and Sustainable Development
- Policy 2 - Communities
- Policy 5 – Promoting Accessibility and Sustainable Transport Choices
- Policy 9 – Local Environment
- Policy 18 – Energy
- Policy 19 – Water and Flooding
- Policy 20 – Design

CONSULTATIONS

Highways Officer – No objections subject to conditions in respect of the submission of a Construction Management Plan to address construction access, the provision of cycle storage, and a travel plan.

Environmental Health – No objections subject to an investigation into ground conditions.

United Utilities – No objections subject to submission of a sustainable drainage scheme.

GM Ecology Unit – No objections.

REPRESENTATIONS

The application has been advertised by press and site notice. No written representations have been received.

PLANNING CONSIDERATIONS

Principle of the development

Local Plan Policy 2 indicates that the Council will support improvements to the health and wellbeing of the Borough's residents by facilitating the development of new and improved health-related facilities.

NPPF Paragraph 96 requires Local Planning Authorities to work proactively and positively to ensure the faster delivery of public service infrastructure, including health provision.

The proposed development is the latest phase in a programme of improvements to the hospital's accommodation and medical facilities. It is located within the main hospital site, adjacent to the main hospital building, which was originally designed to accommodate future extensions to the west.

The proposal will therefore make a positive contribution to health in the borough in accordance with national and local planning policies.

Design and Appearance

The proposed extension will be visible solely from within the hospital grounds, set against the backdrop of the main hospital building and a mix of smaller structures of differing styles and ages.

The scale and massing of the extension is designed to work with the topography of the site, ensuring that it does not exceed the adjacent main hospital building in height.

Similarly with the design of the Phase 4a extension, the elevations of the Phase 4b extension are influenced by the traditional red brick mill buildings that were a prominent feature of the area. It utilises equally divided proportions, warm, red-toned cladding materials comprising brick slip cladding panels and aluminium frame window panels. Whilst reflecting the Phase 4a extension's design and scale, the proposal adopts a complimentary rather than identical appearance.

Ancillary landscaping will be provided, and a central void will enhance natural daylight into

the ward areas and provide a landscaped courtyard.

All rooftop plant will be appropriately screened with a perforated powder coated treatment facade, coloured to reflect the main elevations.

The extension will significantly improve the appearance and legibility of the immediate surrounding area within the site and will therefore have a positive aesthetic benefit within the site.

Highway Issues

The hospital contains on-site public car parks located throughout the site. Staff parking is also provided at locations within the hospital site, with the main staff provision located at Westwood Car Park within the south-west of the hospital site.

A Transport Statement has been submitted with the application which examined the use of more sustainable modes of transport and accessibility to the site. It identified the measures that will be taken to deal with any anticipated impacts, and improvements will be implemented to improve accessibility to the site by all modes of transport. The development will be supported by a robust travel plan which aims to reduce numbers driving to the site.

The site is located in a sustainable location with good links to public transport and opportunities for walking and cycling to the site. Resident parking schemes are already in place in the surrounding residential streets which prevent overspill parking from users of the hospital. The number of staff and patients using the proposed facility will be displaced from elsewhere on the site.

The Highways Officer therefore does not consider that there will be any additional demand for on street parking which will impact on the local highway network.

Amenity issues

The proposal is supported by a noise assessment which provides the results of an acoustic survey at the site and sets cumulative noise level limits for new plant installations. The nearest sensitive premises are identified as the wards located within the main building.

There are no residential uses sufficiently close to the proposal site to be considered sensitive receptors.

The development would therefore not result in any adverse amenity issues.

Drainage and ground conditions

The application site is located within the Chadderton Critical Drainage Area. However, as the site area is smaller than 0.5 hectare and the site is within a Flood Zone 1, a Flood Risk Assessment is not required. However, any potential flood risks will be addressed within any future design and drainage strategy.

An assessment of the hierarchy of sustainable drainage options has been investigated. However, due to ground conditions and the absence of a suitable watercourse, it is proposed that surface water drainage be collected by gravity and connected to the existing on-site combined sewer system.

The Drainage Strategy recommends that a suitable maintenance scheme is adopted to ensure the drainage network is cleaned regularly and the routine maintenance and cleansing

regime should be documented.

On this basis, United Utilities has no objections subject to submission of a detailed drainage scheme.

As recommended by the Environmental Health team, a detailed investigation into ground conditions and landfill gas risk will be required. A suitable condition is therefore recommended.

Ecology and Landscaping

The application is supported by a Preliminary Ecological Appraisal and Bat Survey. This found that the site comprised limited habitat diversity, and no trees providing value for wildlife.

A preliminary bat survey found that the site has moderate bat roosting potential. Further surveys were carried out during acceptable weather conditions at which no activity was observed on site, nor were any bat roosts identified.

GMEU has raised no objections on this basis.

The report provides a series of recommendations including that the landscape design for this site should include the provision of native planting, of a range of sizes and structures to provide habitat diversity for invertebrate and bird species.

The proposal is supported by a landscaping scheme to the external spaces, along with an internal courtyard within the central void of the extension. There will also be a smaller internal courtyard on Level 2.

The proposal includes 9 new amenity trees, 4 within the internal courtyard and 5 towards the front elevation along with associated landscaping.

Energy

Policy 18 of the Local Plan requires all major developments to reduce energy emissions based on reductions over and above Part L of the Building Regulations 2010 or 2013.

The application is supported by an Energy Statement.

The Energy Statement indicates that the proposed development will achieve compliance against Part L2 2021 of Building Regulations with a 10.9% carbon emissions reduction and a minimum of 4 BREEAM 2018 Ene 01 credits. This would satisfy the requirement of Local Plan Policy 18.

On-site measures include an all-electric service strategy, together with a photovoltaic array which will be placed on top of the Phase 4B plant room roof, and on top of Phase 4A plant room roof as part of the Phase 4B works.

The development will include a minimum on-site 10% renewable energy generation as required by the local planning policy.

CONCLUSION

The proposed development will result in the improvement to health facilities which are

sustainably located, and therefore achieve a positive community outcome in accordance with Local Plan Policy 2 and Part 8 of the NPPF.

RECOMMENDATION:

Granted, subject to the following 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 Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The development hereby approved shall be fully implemented in accordance with the Approved Details Schedule list on this decision notice.

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 comprising the erection of any external walls shall take place until a specification for the materials to be used in the construction of the external surfaces of the development, including the roof, have been submitted to and approved in writing by the Local Planning Authority. The Development shall be carried out in accordance with the approved details. The materials to be used throughout the development shall be consistent in terms of colour, size and texture with the approved details.

REASON - To ensure that the appearance of the development is acceptable in the interests of the visual amenity of the area having regard to Policy 20 of the Oldham Local Plan

- 4 The use of the building hereby approved shall not commence until a scheme for the provision of secure cycle parking has been implemented in accordance with the details which shall have been previously submitted to and approved in writing by the Local Planning Authority. The approved facility shall remain available for users of the development thereafter.

REASON - In order to promote sustainable means of travel having regard to Policies 5 and 9 of the Oldham Local Plan.

- 5 Prior to the first occupation of the development hereby approved, an interim green travel plan for the development shall be submitted to and approved in writing by the Local Planning Authority. Following acceptance of the interim plan, the occupier shall submit their travel plan to the Local Planning Authority for approval and the approved plans shall thereafter be implemented within 3 months of occupation of the dwellings.

REASON - To ensure the development accords with sustainable transport policies having regard to Policy 5 of the Oldham Local Plan.

- 6 Prior to the commencement of the development, a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved plan shall be adhered to during the construction. The Construction Management Plan shall provide for (i) the means of highway access and parking for construction vehicles, plant, and construction workers' vehicles and sustainable

travel methods for construction workers, (ii) loading and unloading of plant and materials, and (iii) wheel cleaning facilities.

REASON - Prior approval of such details is necessary since they are fundamental to the initial site preparation works and in the interests of amenity and highway safety having regard to Policy 9 of the Oldham Local Plan.

- 7 No development shall commence unless and until a site investigation and assessment into landfill gas risk and ground contamination has been carried out and the consultant's written report and recommendation 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 - Prior approval of such details is necessary as they are fundamental to the initial site preparation works and in order to protect public safety as the site is located within 250 metres of a former landfill site having regard to Policy 9 of the Oldham Local Plan.

- 8 No development shall commence until a sustainable surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme must include: (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water; (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations); and (iii) A timetable for its implementation. The approved scheme shall be restricted to a litre per second forward flow rate of discharge and shall also be in accordance with the other requirements of the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. The development hereby permitted shall be carried out only in accordance with the approved drainage scheme.

REASON - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution having regard to Policy 19 of the Oldham Local Plan.

- 9 The development shall be fully implemented in accordance with the measures set out in the Sustainability Part L2A Compliance Report Revision 01 dated 10 October 2022, or in accordance with alternative measures which have been submitted to and approved in writing by the Local Planning Authority.

REASON - In order to ensure a sustainable form of development having regard to Policy 18 of the Oldham Local Plan.

Location plan (not to scale)

