

Ward: Bury East

Item 4

Applicant: Fairfield General Hospital

Location: Fairfield General Hospital, Rochdale Old Road, Bury, BL9 7TD

Proposal: Installation of temporary car park

Application Ref: 70979/Full

Target Date: 17/09/2024

Recommendation: Approve with Conditions

Description

The application relates to Fairfield General Hospital, Rochdale Road. The hospital site is bound largely by residential properties, with the River Roch and Broad Oak Wood to the South and Rochdale Old Road to the North. The main access to the site is from Rochdale Old Road, via Rough Hill Lane. This leads to Jericho Road that enables access to the wider site. A one way system is operated around the site.

The application site within the hospital compound is located to the south of 396 - 422 Rochdale Old Road and to the east of the properties on Bamford Close and Smethurst Hall Road. The site previously comprised 2 blocks of 2 storey residential accommodation. These blocks were used as nurses accommodation in association with the hospital use and were given prior approval for demolition in 2023. Existing car parks are located to the north and south of the site.

Planning permission is sought for a temporary car park for 5 years within the site, to provide 97no. parking spaces for staff at the site. The car park would be accessed from a new access to the south of an existing staff car park. Users of the car park would arrive via the main site access and depart via the one-way system to the exit-only access with the B6222 immediately north of the site.

The application is retrospective in part and has arisen due to enforcement complaints.

Relevant Planning History

02840/E - Consideration of 3 no. options for the installation of a car park deck within Fairfield Hospital Grounds - Enquiry completed 13/09/2023

35406 - Redevelopment - Approve with conditions 07/07/1999

37893 - New offices and car park - 31/08/2001

44321 - Demolition of existing nursery and erection of new prefabricated modular building to form nursery - Approve with Conditions 19/05/2005

46815 - Construction of external fenced compound and installation of stand-by generator with 24 hour fuel tank - Approve with Conditions 27/09/2006

51546 - Erection of smoke particulate emissions control filtration unit for the coal fired energy plant - Approve with Conditions 04/09/2009

54442 - Two single storey extensions at ground floor level; internal remodelling to the existing Accident and Emergency Department. - Approve with Conditions 25/10/2011

62511 - Construction of a car park and associated access, footpaths, boundary treatments, lighting columns and landscaping. - Approve with Conditions 06/06/2018

65385 - Link bridge at first floor level to connect Wards 24 and 25 to the main hospital street corridor - Approve with Conditions 30/06/2020

65466 - Extension at level 03 built on the existing flat roof to the South. - Approve with Conditions 24/06/2020

66197 - Installation of a VIE Compound containing a liquid oxygen vessel and two ambient vaporisers in order to supply medical oxygen to the hospital, perimeter security fencing and works to site and access - Approve with Conditions 12/02/2021

66815 - Erection of a facility for cold water booster tanks containing 2no. 125m³ water tanks, booster units and associated external works. - Approve with Conditions 21/09/2021

69513 - Erection of a new single storey ED modular unit extension - Approve with Conditions 07/12/2023

69880 - Prior approval for proposed demolition of existing two storey residential accommodation blocks, nos. 54, 55, 56 and 57 - Prior Approval Required and Granted 04/08/2023

70502 - Installation of a generator compound containing 2 no. generators and 2 no. fuel tanks with surrounding fence - Approve with Conditions 20/05/2024

70779 - Variation of condition no. 2 (approved plans) following approval of planning permission 66815: Replace 'Site Location Plan' and 'Design and Access Statement' to amend the proposed replacement tree planting locations - Approve with Conditions 11/07/2024

Publicity

Letter sent to 34 neighbouring properties on the 1st August 2024.

2 comments received in relation to where plans and information could be viewed/accessed - These were contacted via email by the case officer.

8 objections received in relation to:

- Noise pollution
- Light pollution
- Air pollution
- Reduction of security
- Loss of privacy
- Restrict enjoyment of gardens
- What does temporary mean? Temporary in time or will be expanded
- Believe this will eventually be a multi floor car park
- Trees have been removed.
- Biodiversity Net Gain required
- Loss of property value

Following the receipt of additional information in relation to lighting, landscaping, site sections and a planning addendum further letters were sent on the 6th September 2024. 1 further objection received in relation to:

- Nurses accommodation previously provided a physical barrier between the hospital and

- residential properties preventing light and noise pollution.
- Area was landscaped with grass.
- Planning permission was not obtained to demolish the nurses accommodation.
- Trees cut down during demolition.
- Hospital told resident's and Bury MBC that the site would not be a car park.
- Complaints made to Environmental Health in relation to lighting have not been responded to.
- Adding additional lighting will make it worse.
- No background noise from Rochdale Road at rear of property.
- Increase in visible parking from 40, to 180 and now to 277.
- 5 trees does not compensate for those removed.
- 5 years is not temporary.

Statutory/Non-Statutory Consultations

Traffic Section - No objections in principle as it would alleviate parking problems on the highway and PROW.

Environmental Health - Contaminated Land - The Environment Section has assessed the application and has no comments to make regarding contaminated land and air quality. No request for EV chargepoints due to hospital infrastructure. Informative in relation to the control of noise requested.

Conservation Officer - No objection.

The Coal Authority - Confirm that the site falls within the defined Development High Risk Area. Material Consideration but do not objection to this planning application.

Drainage Section - No response to report.

United Utilities (Water and waste) - No response to report.

Greater Manchester Ecology Unit - No response to report.

Environmental Health - Pollution Control - No response to report

Pre-start Conditions - Applicant/Agent to agree

Development Plan and Policies

CF1/1	Location of New Community Facilities
EN1/2	Townscape and Built Design
EN7/2	Noise Pollution
HT2/4	Car Parking and New Development
H3/2	Existing Incompatible Uses
JP-P6	Health
JP-C5	Streets For All
JP-C6	Walking and Cycling
JP-S2	Carbon and Energy
JP-S5	Clean Air
EN8/2	Woodland and Tree Planting
JP-G8	A Net Enhancement of Biodiversity and Geodiversity
JP-G7	Trees and Woodland
NPPF	National Planning Policy Framework

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant policies of both the National Planning Policy Framework (NPPF), the adopted Places for Everyone Joint Development Plan Document (PfE) and the saved policies within the adopted Bury Unitary Development Plan (UDP), together with other relevant material planning considerations.

The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP and PfE Policies will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Principle

UDP Policy CF1/1 generally looks favourably on proposals for additional or improved community facilities where these do not conflict with amenity or the local environment. PfE Policy JP-P6 confirms that improvements to health facilities will be supported, responding to the changing needs and demands of both existing and new residents including through enabling the continued enhancement and successful operation of our hospitals.

The submitted planning statement confirms that the proposal would provide additional staff car parking provision within the hospital site. The lack of parking at the site has previously had the knock on effect of causing on-street parking in the wider residential areas, also within the site which is often on double yellow lines and has created problems for safe circulation and blue light access around the site. The planning statement also confirms that there has been an increased capacity of health care facilities and hospital visits at the site that have added pressure to the existing car parking provision. It is therefore considered that the proposal would provide support for health care facilities for the benefit of the local community and as such the proposal would support the policy considerations for improvements to health care facilities and would therefore comply with UDP Policy CF1/1 and PfE JP-P6.

Layout and Design

UDP Policy EN1/2 seek to ensure that development proposals would not have a detrimental effect on the visual amenity and character of a particular area. PfE Policy JP-P1 aims to promote a series of beautiful, healthy and varied places.

The proposal would be located between 2no. existing car parking areas. The site sections confirm that the proposed car park would be at a lower level than the existing northern car park that is currently located to the rear of properties on Rochdale Old Road. The proposal seeks to introduce a soft landscaping buffer between the proposed temporary car park and the existing northern car park, along an existing banking that would break up the extent of hard standing between the two locations. The car park would be finished in MOT crushed stone/hardcore. The existing trees between the proposed car park, and the existing southern car park are indicated to be retained as existing.

3no. lighting columns are also proposed throughout the car park that would reach a height of 8 metres. The existing 5 metres lighting columns within the existing car park would be retained, with light fitting heads replaced.

Given the context of the site, within an established hospital facility and the location of the car park between 2 existing hardstanding, car park areas it is considered that the extension of the car park in this location would not adversely impact on the visual amenity of the location and as such would comply with PfE Policy JP-P1 and UDP Policy EN1/2.

Amenity

UDP Policy EN1/2 seeks to ensure that proposals for development are considered in relation to their relationship to the surrounding area, and the use of lighting. This is further supported by UDP Policy EN7/2 that restricts development that would lead to an unacceptable noise nuisance to nearby occupiers and/or amenity users. UDP Policy Ha/2 confirms that where existing non-compatible uses operate within a residential area the Council will seek to ensure that any existing conflicts are resolved where possible and where opportunities arise.

SPED 11 states that communal car parking should not normally be provided within 5 metres of a habitable room window of any dwelling. Whilst this relates to car parks associated with residential developments this distance is deemed necessary to protect the amenity of occupiers through engine noise and exhaust fume pollution and as such would be a reasonable guide in this case.

The red edge of the proposed car park would be located a minimum of approximately 15 metres from the rear boundary fences of the properties on Rochdale Old Road, and a minimum of approximately 39 metres from the rear habitable room windows. Areas of landscaping would further increase the distance between the proposed parking bays, and the rear boundaries and windows.

The red edge of the proposed car park would be located a minimum of approximately 6 metres from the side boundary of the properties on Bamford Close and 15 metres from the side elevations of these properties.

Existing background noise levels in and around the site are typically as a result of road vehicle movements on Rochdale Old Road, sound from the operation of equipment at the hospital itself, and some sound from low speed road vehicle movements within the existing car park. Any cars manoeuvring within the site would be driving at low speeds. It should also be noted that the proposed car park would be located further away from the dwellings on Rochdale Old Road than the existing car park and would also be located at a lower level than these properties.

Given the distances and relationships of the existing residential properties set out above, and the existing ambient noise in and around the existing hospital site it is considered that the proposal would not have a significant impact in relation to noise in order to warrant refusal of the scheme.

Lighting onto the proposed temporary car park would be required for safety of the car park users.

A luminary report has been submitted showing the impact of the lighting from the 3no. proposed lighting columns. The supporting plans show the orientation of the proposed lighting, which would face towards the car parking areas. The orientation of existing lighting is also shown on these plans.

The report shows the impact of the existing lighting within the existing car parks, as well as the proposed lighting. The evaluation of the luminary report indicates that the total illuminance would be highest within the existing and proposed car parking areas, reducing towards the boundaries of these locations with the residential properties. Given the location of the proposed lighting columns, and the impact of the existing lighting within the existing car parks it is considered that the proposal would not significantly increase light pollution above what already exists from within the site.

Access and Parking

PfE Policies JP-Cc and JP-Cc require streets to be well designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport. In terms of parking standards Policy HT2/4 requires all applications for development to make adequate provision for their car parking and servicing requirements. Supplementary Planning Document 11 provides parking standards for developments.

Highways have raised no objections to the proposal in principle, as the aim of the proposal is to help to alleviate parking problems on the local highway network. The temporary car park would be provided for staff in order to cater for existing demand and free up space limited visitor parking. Current pressures result in staff using visitor spaces due to being unable to find spaces within the existing permitted staff car parks. There is an existing Traffic Regulation Orders in place on and off the site to try to address this problem.

The layout of the proposed car park is unconventional but the proposal is temporary in nature and as such no objections are raised.

Biodiversity Net Gain

PfE Policy JP-G8 states that through local planning and associated activities a net enhancement of biodiversity resources will be sought. This is supported by UDP Policy EN6/3 that seeks to retain, protect and enhance the natural environment and seeks to retain features of ecological or wildlife value. Paragraph 180 of the NPPF states that the planning policies and decisions should contribute to and enhance the natural and local environment. UDP Policy EN8/2 supports and encourages new woodland and tree planting within the borough. PfE Policy JP-G7 further reinforces this policy seeking to significantly increase tree cover and requiring replacement of trees on the basis of two trees for each tree lost.

While every grant of planning permission in England is deemed to have been granted subject to the biodiversity gain condition, commencement and transitional arrangements, as well as exemptions, mean that certain permissions are not subject to biodiversity net gain.

Biodiversity net gain does not apply to retrospective applications made under section 73A of the town and country planning act as a pre-commencement condition cannot be applied to an application that has already commenced. The Planning practice guidance on biodiversity net gain also confirms that it would be inappropriate for decision makers to continue to give weight to aspects of existing local policies related to biodiversity gains which are inconsistent with the statutory framework for biodiversity net gain.

A tree survey was submitted with the prior approval application for the demolition of the nurses accommodation. Tree works were identified, including the removal of 1 dead tree and the removal of small trees up to 8cm dbh (diameter at breast height). A condition was attached to the prior approval to ensure the trees to be retained on site were protected in accordance with British Standards. Further trees have been removed from the boundary of the site that were not indicated within the previous tree works. It should be noted however that the trees on site were not protected by a TPO and as such no permission was required to remove these trees. It appears approximately 14 trees have been removed.

The applicant has submitted a site layout that shows 24no. trees to be planted largely to the north of the proposed car park. Whilst this would not provide a two for one replacement it would improve the treescape within the site, and as such is in compliance with Policy JP-G7. A condition, that requires a full landscaping scheme including native tree planting can be attached to any permission.

Carbon, Energy and Air Quality

PfE Policy JP-S2 sets out the steps required to achieve net zero carbon emissions. PfE

Policy JP-S5 supports improvement in air quality.

The proposal does not seek to add additional capacity at the site in terms of visiting cars and additional journeys but seeks to alleviate an existing parking problem in and around the hospital site. The submitted Transport Statement confirms this and summarises that "it is anticipated that in reality the number of new trips would be small; the overwhelming majority of movements at the temporary car park are already taking place to the Fairfield General site; as demonstrated by the volumes of vehicles entering the surveyed car park and being unable to find a space." The peak hours identified for use of the car park are between 0800 - 0900 and 1600-1700. The vehicles located within the car park would not be active for extended periods of time.

With regard to the installation of EV charging. PfE seeks to support the installation of EV charging points taking account of the potential maximum energy demand for the site. The applicant has confirmed that the hospital is currently nearing their upper limits of capacity for the site to operate safely and as such EV charging points within this temporary car park are not considered to be feasible or viable at this time.

Response to representations

It is considered that the material planning considerations have been addressed within the main body of the report.

A condition has been attached to ensure the use of the car park for 5 years. Should the applicant wish to extend this car park, to create additional levels then a new planning application would be required and would be duly assessed.

Prior approval was granted for the demolition of the nurses accommodation, which included a wider tree survey of the site referenced above.

Trees removed were not protected by means of a TPO and as such permission was not required to remove these trees. An indicative landscaping scheme has been submitted with the application that shows the provision of 24no. trees. Details of the full planting scheme can be provided via condition.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

Recommendation: Approve with Conditions

Conditions/ Reasons

1. Permission is hereby granted for a limited period only, namely for a period expiring 5 years from the date of this decision notice, and the works and use comprising the development for which permission is hereby granted are required to be respectively removed and discontinued at the end of the said period and the land reinstated to its former condition unless a valid application is received by the Local Planning Authority for its retention.

Reason. In view of the temporary nature of the development and in order to retain control over its continued use having regard to the particular nature of the site and surroundings pursuant to The National Planning Policy Framework.

2. This decision relates to drawings numbered B101, B102 Rev A, B103 Rev B, B104, 28670-1

Supporting Documents:

Transport Statement Dated 17th July 2024

Planning Statement Including Non-Designated Heritage Assets Statement and

Crime Impact Statement Dated 18th July

Luminaire data 11.07.2024

Planning Addendum Dated 4th September 2024

Lighting datasheet

and the development shall not be carried out except in accordance with the drawings hereby approved.

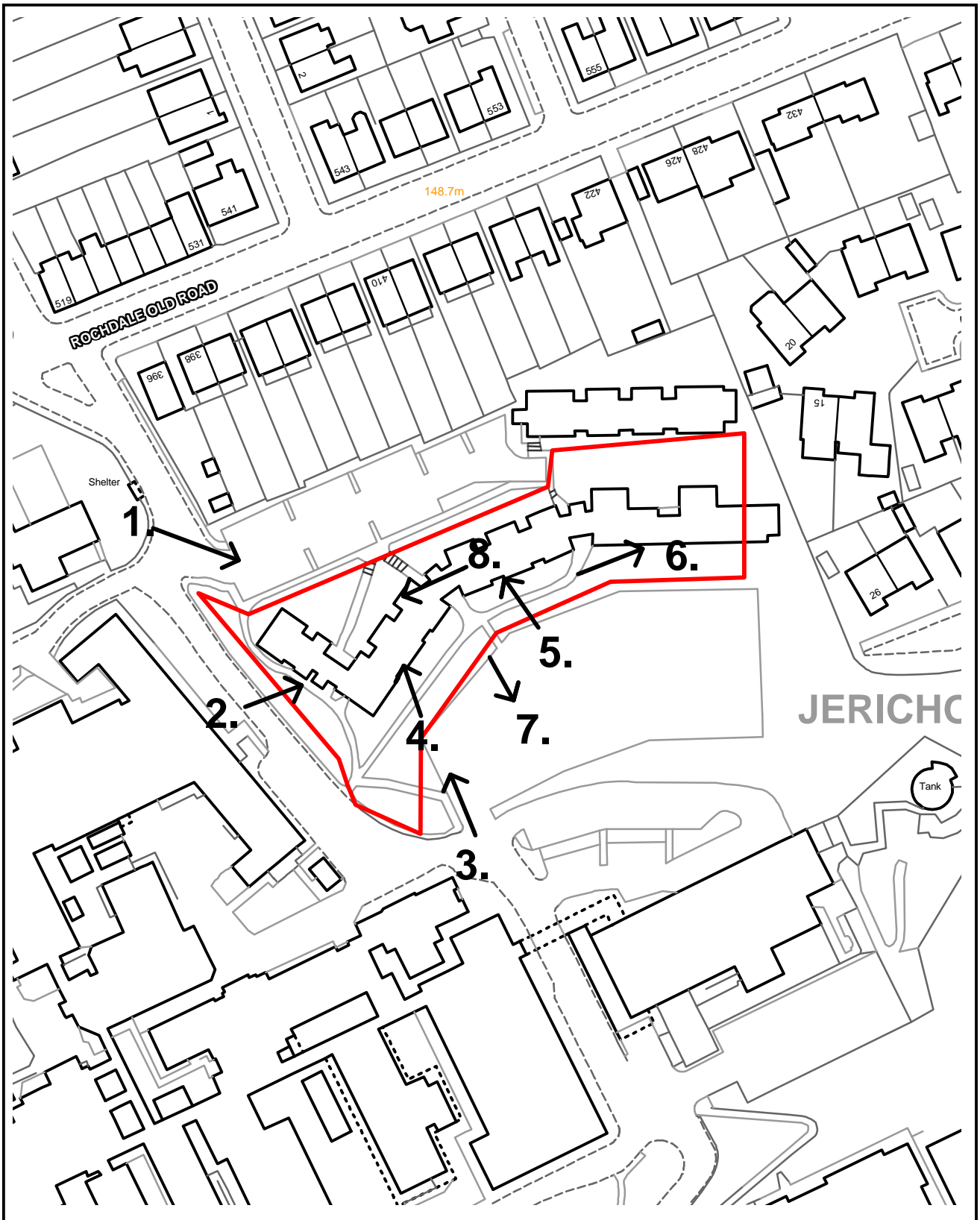
Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Development Plan listed.

3. Notwithstanding the details shown on the approved plans, a landscaping scheme shall be submitted to, and approved by the Local Planning Authority within 3 months of the date of the decision. The contents of the plan should include 24no. native trees, shrub planting and the provision of bat and bird boxes. The approved scheme shall thereafter be implemented not later than 12 months from the date of the decision or within the first available tree planting season,; and any trees or shrubs removed, dying or becoming severely damaged or becoming severely diseased within five years of planting shall be replaced by trees or shrubs of a similar size or species to those originally required to be planted.

Reason. To secure the satisfactory development of the site and in the interests of visual amenity pursuant to Policies H2/2 - The Layout of New Residential Development, EN1/2 - Townscape and Built Design, EN8/2 - Woodland and Tree Planting and JP-G7 - Trees and Woodland of the adopted Development Plan and chapter 15 - Conserving and enhancing the natural environment of the NPPF.

For further information on the application please contact **Helen Pressley** on **0161 253 5277**

70979 - Viewpoints



ADDRESS: Fairfield General Hospital,
Rochdale Old Road, Bury, BL9
7TD

Planning, Environmental and Regulatory Services

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Bury
Council

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Photo 1



Photo 2



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Photo 3



Photo 4



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Photo 5



Photo 6



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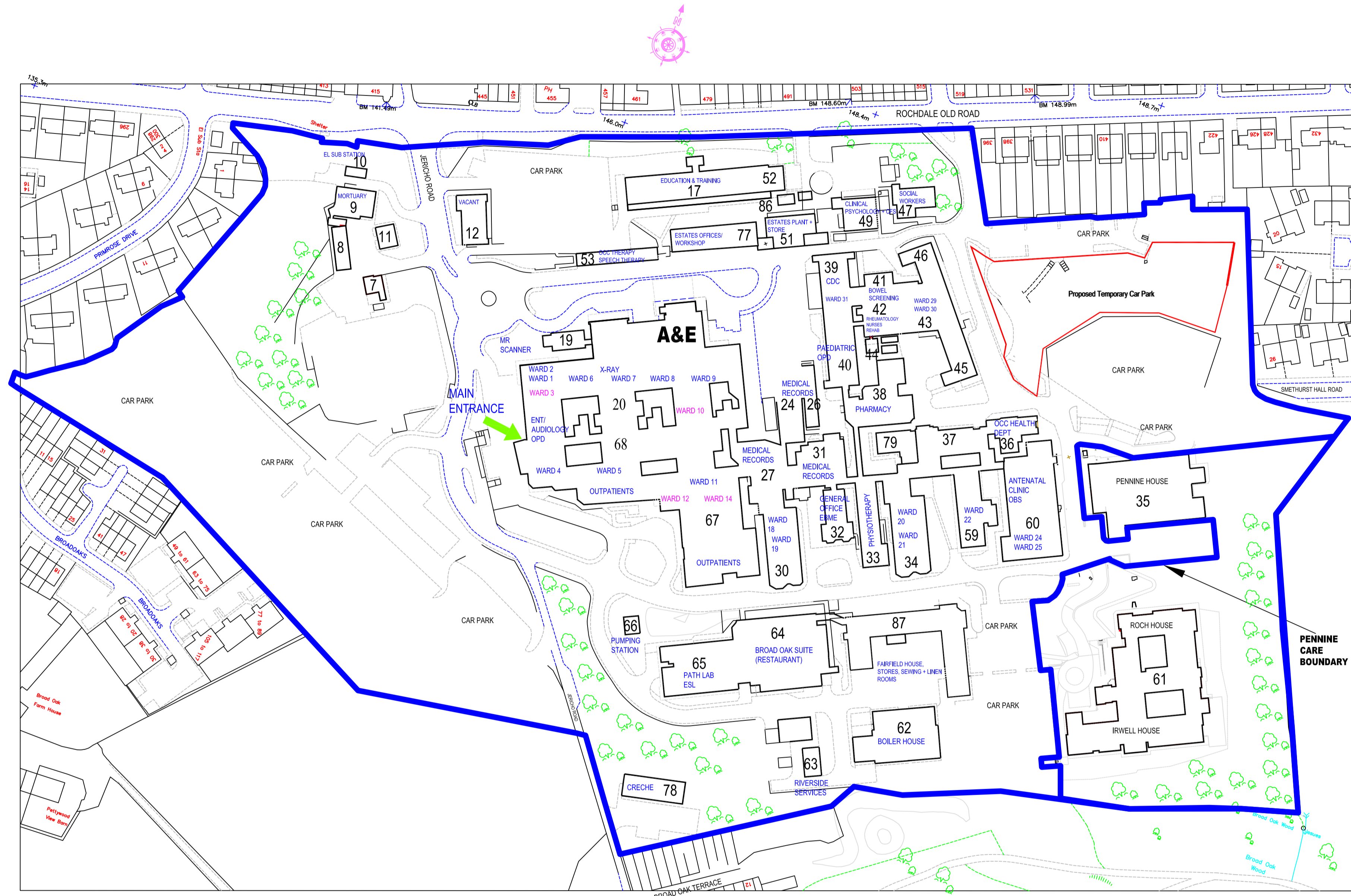
Photo 7



Photo 8



All dimensions to be checked on site.
Do not Scale from the drawing.
Any discrepancies to be reported to the Project Surveyor before the commencement of any works.



- BLOCK REFERENCES**
- 7 BUNGALOW
 - 8 GARAGE
 - 9 MORTUARY
 - 10 METERS
 - 11 VACANT
 - 12 VACANT
 - 17 EDUCATION & TRAINING
 - 19 MR SCANNER
 - 20 A&E/X-RAY/THEATRES/WARDS
 - 24 MEDICAL RECORDS
 - 26 MEDICAL RECORDS
 - 27 MEDICAL RECORDS
 - 30 WARDS 18 & 19
 - 31 MEDICAL RECORDS
 - 32 OFFICES/DRS ON CALL/IT
 - 33 PHYSIOTHERAPY
 - 34 WARDS 20 & 21
 - 35 PENNINE HOUSE ESMI PENNINE CARE
 - 36 OCCUPATIONAL HEALTH & MIDWIVES
 - 37 GYNAE OPD
 - 38 PHARMACY
 - 39 PAEDIATRIC OPD
 - 40 PENNINE CARE
 - 41 BOWEL SCREENING
 - 42 REHAB & RHEUMATOLOGY NURSES
 - 43 PHYSIOT
 - 44 PHARMACY STORE
 - 45 WARDS 29 & 30
 - 46 WARDS 29 & 30
 - 47 SOCIAL WORKERS
 - 48 GENERATOR NO. 3
 - 49 SOCIAL CLUB & CHILD PSYCHIATRY
 - 51 ESTATES PLANT & STORE
 - 52 EDUCATION & TRAINING
 - 53 OCCUPATIONAL & SPEECH THERAPY
 - 54 TO 57 RESIDENCES
 - 59 VACANT
 - 60 WARDS 24 & 25 OBSTETRICS OPD
 - 61 ROCH HOUSE
 - 62 BOILER HOUSE
 - 63 RIVERSIDE SERVICES
 - 64 STAFF DINING ROOM
 - 65 ESL PATH LAB
 - 66 WATER PUMPING STATION
 - 67 OPD/WARDS/GUM CLINIC
 - 68 OPD/WARDS
 - 69 PLANT ROOMS
 - 77 ESTATES OFFICES/WORKSHOP
 - 78 CRECHE
 - 79 OBSTETRIC THEATRES
 - 85 PORTACABIN
 - 86 TRAINING ROOMS PORTACABIN 5
 - 87 FAIRFIELD HOUSE
- JULY 2017
002692

KEY
 Ground Floor
 First Floor
 Second Floor

*Fairfield General Hospital
Proposed Temporary Car Park
Location Plan*

Revisions:	Date:	Init:
<i>CPC Limited</i>		
CUNNINGHAM PROPERTY CONSULTANTS LTD CHARTERED BUILDING SURVEYORS ACCESS CONSULTANTS PRINCIPAL DESIGNER		
823 Wilmslow Road Didsbury Manchester M20 2SN Tel: 0161 434 8330 Email: b.c@cpclimited.co.uk		
Northern Care Alliance NHS Foundation Trust		
Project: Temporary Car Park Works		
Drawing Title: Site Location Plan		
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Checked: BC	Date: 07:24	
Project No: CPC303	Drawing No: B101	Rev No:

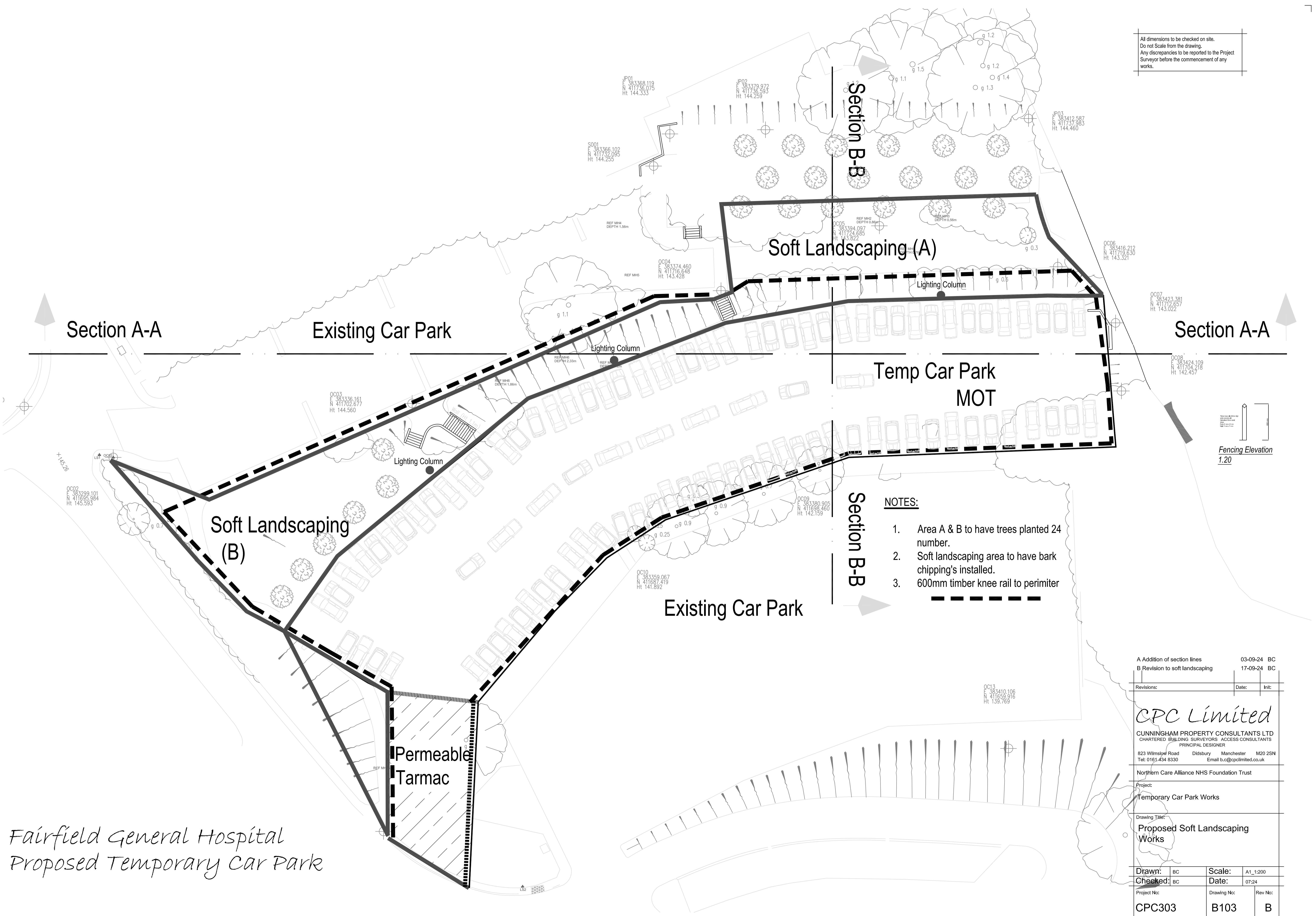
All dimensions to be checked on site.
Do not Scale from the drawing.
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*Fairfield General Hospital
Proposed Temporary Car Park*

A Existing Landscaping update		17-09-24	BC
Revisions:	Date:	Init:	
CPC Limited			
CUNNINGHAM PROPERTY CONSULTANTS LTD CHARTERED BUILDING SURVEYORS' ACCESS CONSULTANTS PRINCIPAL DESIGNER			
823 Wilmslow Road		Didsbury	Manchester M20 2SN
Tel: 0161 434 8330		Email: b.c@cpclimited.co.uk	
Northern Care Alliance NHS Foundation Trust			
Project:			
Temporary Car Park Works			
Drawing Title:			
Existing Plan			
Drawn:	BC	Scale:	A1:1:200
Checked:	bc	Date:	07:24
Project No:	CPC303	Drawing No:	B102
		Rev No:	A

All dimensions to be checked on site.
Do not Scale from the drawing.
Any discrepancies to be reported to the Project Surveyor before the commencement of any works.



Section A-A

Existing Car Park

Soft Landscaping (A)

Temp Car Park
MOT

Section A-A

Soft Landscaping
(B)

Existing Car Park

Section B-B

NOTES:

1. Area A & B to have trees planted 24 number.
2. Soft landscaping area to have bark chipping's installed.
3. 600mm timber knee rail to perimeter

Fencing Elevation
1.20

*Fairfield General Hospital
Proposed Temporary Car Park*

A Addition of section lines	03-09-24	BC
B Revision to soft landscaping	17-09-24	BC

Revisions:	Date:	Init:
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PRINCIPAL DESIGNER
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Tel: 0161 434 8330 Email: b.c@cpclimited.co.uk

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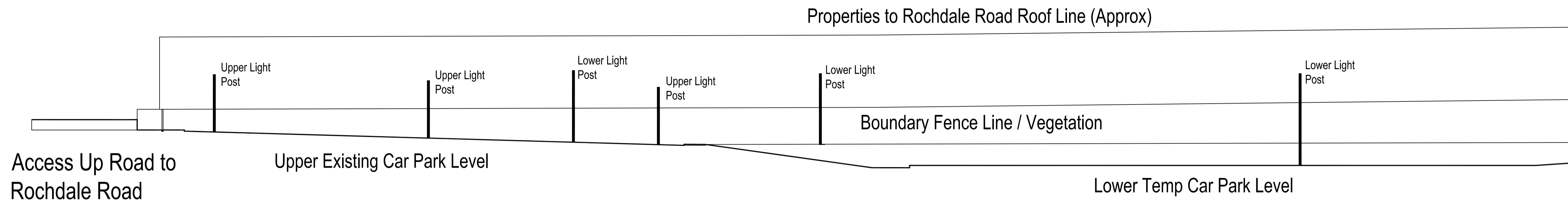
Project:
Temporary Car Park Works

Drawing Title:
Proposed Soft Landscaping Works

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Checked:	bc	Date:	07-24

Project No:	CPC303	Drawing No:	B103	Rev No:	B
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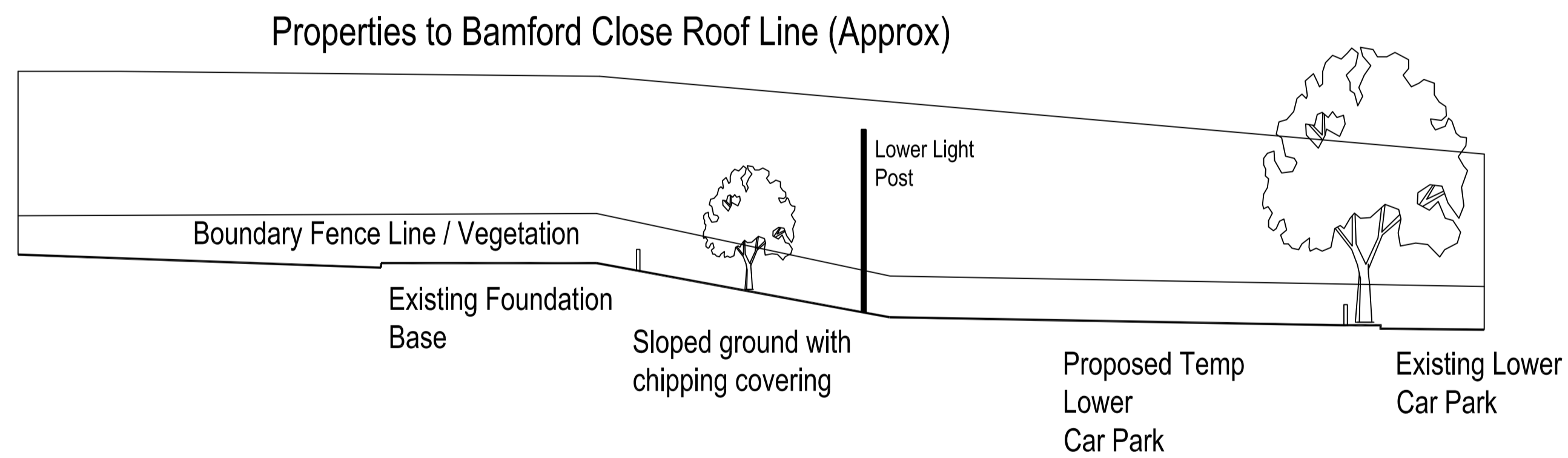
All dimensions to be checked on site.
Do not Scale from the drawing.
Any discrepancies to be reported to the Project Surveyor before the commencement of any works.



Section A-A

NOTES:

1. Light columns to existing car park to remain and light fitting heads replaced. 5 metre columns
2. Light columns to new temp car park to be 8 metre with 3 light fitting to each head.



Section B-B

*Fairfield General Hospital
Proposed Temporary Car Park*

Revisions:	Date:	Init:
<i>CPC Limited</i>		
CUNNINGHAM PROPERTY CONSULTANTS LTD CHARTERED BUILDING SURVEYORS ACCESS CONSULTANTS PRINCIPAL DESIGNER		
823 Wilmslow Road Didsbury Manchester M20 2SN Tel: 0161 434 8330 Email: b.c@cpclimited.co.uk		
Northern Care Alliance NHS Foundation Trust		
Project: Temporary Car Park Works		
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Project No: CPC303	Drawing No: B104	Rev No: