

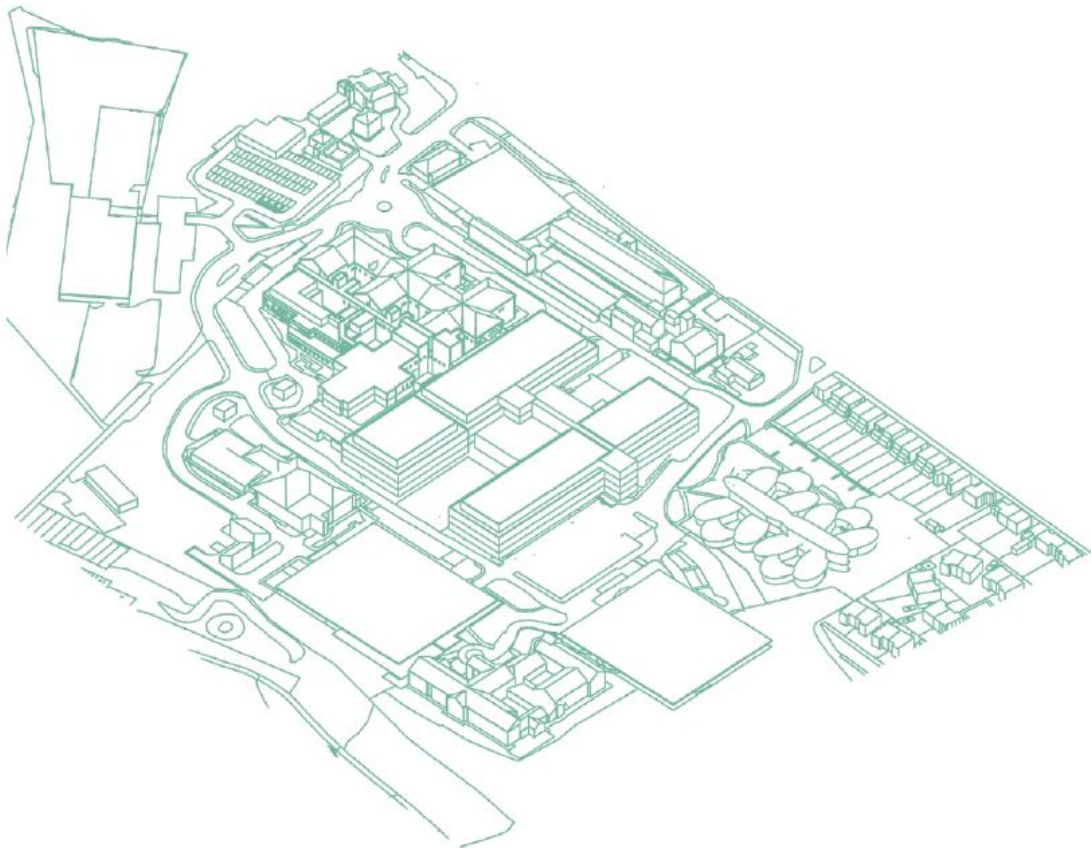
Northern Care Alliance NHS Foundation Trust

Fairfield General Hospital Roof Replacement

Planning Statement Including Non-Designated Heritage Asset Statement

Reference: 292852-00

1 | 17 November 2025



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 292852-00

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1. Introduction

This report has been prepared by Ove Arup and Partners Ltd. (Arup) on behalf of Northern Care Alliance NHS Foundation Trust (NCA) to support a planning application for replacement of the roof to the boiler room, at Fairfield General Hospital, Bury.

1.1 Planning Application Submission

The application was submitted to the Local Planning Authority, Bury Council, via the Planning Portal and comprises the following documentation:

- Planning application forms and certificates;
- Existing and proposed scheme plans;
- Planning Statement;
- Bat Survey

1.2 The Applicant

The applicant is the NCA who deliver healthcare excellence to over one million people across Salford, Oldham, Rochdale and Bury, as well as providing more specialist services to patients from Greater Manchester and beyond.

Patients and service users receive a range of integrated health and social care services at their home or in their community or be treated and cared for in one of their four hospitals – Salford Royal Hospital, The Royal Oldham Hospital, Rochdale Infirmary or Fairfield General Hospital in Bury.

The Trust has been recognised by numerous national awards in areas including Dermatology, Dementia, Patient Experience, Patient Safety, Scientific Innovation, and Staff Engagement.

The Trust's vision is that it will deliver the best quality and safest care to the communities it serves, which is underpinned by its values of caring, improvement, respect, and teamwork.

1.3 Structure of this Report

This Planning Statement provides a summary of the application and supporting documents. The report is structured under the following headings:

- Site and Surrounding Area;
- Proposed Development;
- Planning Assessment;
- Development Management Considerations;
- Non-Designated Heritage Asset Statement; and
- Summary and Conclusions.

The statement concludes that the proposal is in full compliance with planning policy and should be supported by Bury Council.

2. Site and Surrounding Area

This section provides a description of the proposal site and the immediate surrounding area. This is followed by a summary of the relevant planning history for the site.

2.1 Application Site and Surrounding Area

The application site consists of the boiler room building which is single storey and measures approximately 7.4m x 12.6m with a sloped roof and located to the very south of the Fairfield General Hospital Site, Bury.

The surrounding area is made up of predominantly buildings, parking, and road networks ancillary to the hospital. The nearest residential dwellings are located approximately 240m to the west and 270m to the north on Broadoaks and Rochdale Old Road respectively.

Fairfield Community Hospital is located approximately 2.5km east of Bury Town Centre.

The wider hospital site is largely bounded by open countryside and designated Green Belt to the south and east with a residential area to the west.

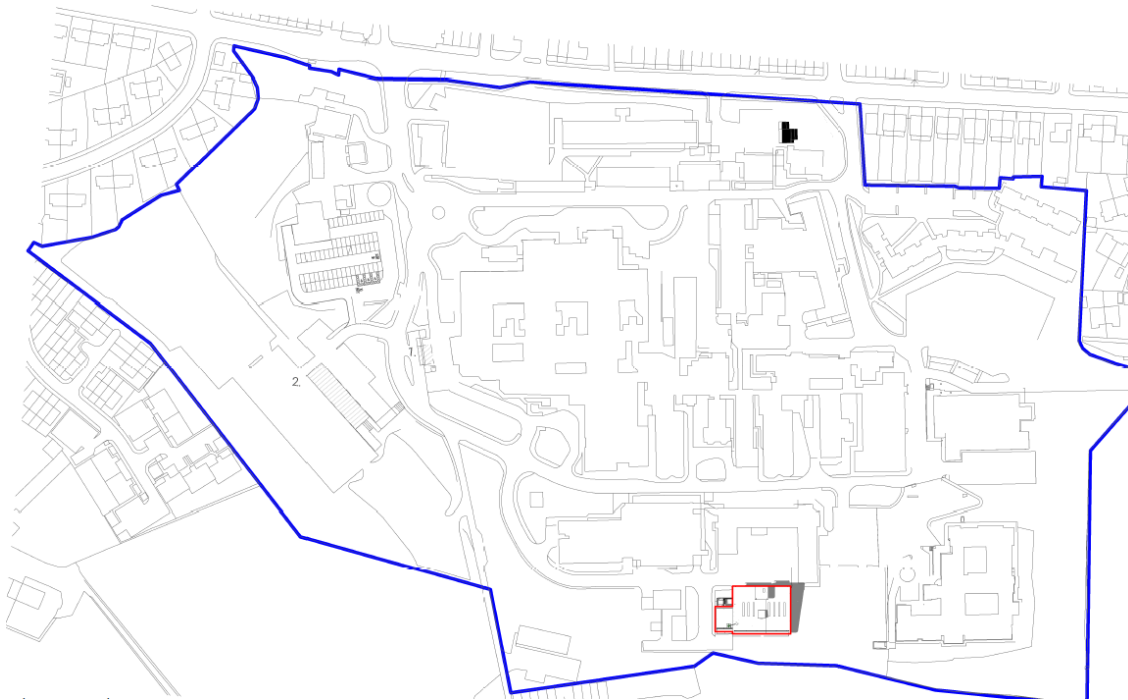


Figure 1 Site Location Plan

2.2 Planning History

A search of Bury Council's planning applications register has identified the following applications relevant to Fairfield General Hospital:

- Ref. No: 71698 – Alternations to existing building to accommodate 2 no. internal generators and 2 no. fuel tanks with surrounding fence, including new exhaust flues 1m above roof height.

- Ref. No: 70979 – Installation of temporary car park.
- Ref. No: 70502 – Installation of a generator compound containing 2 no. generators and 2 no. fuel tanks with surrounding fence.
- Ref. No: 69513 – Erection of a new single storey ED modular unit extension.
- Ref. No: 66815 – Erection of a facility for cold water booster tanks containing 2no. 125m3 water tanks, booster units and associated external works.
- Ref. No: 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.
- Ref. No: 65466 – Extension at level 03 built on the existing flat roof to the South.
- Ref. No: 65385 – Link Bridge at the first floor level to connect Wards 24 and 25 to the main hospital street corridor
- Ref. No: 62511 – Construction of a car park and associated access, footpaths, boundary treatments, lighting column.
- Ref. No: 59588 – Single storey extension providing new MRI room, switchgear and ancillary rooms with associated exterior AHU and chiller compounds.
- Ref. No: 54442 - Two single storey extensions at ground floor level; internal remodelling to the existing Accident and Emergency Department.

The above applications are not considered to have any impact on the proposed development.

2.3 Relevant Designations

An assessment of site constraints was undertaken.

The site is located within Flood Zone 1 (low risk of flooding).

The site is not within or close to any environmental designations or Air Quality Management Areas (AQMA).

The site is not located within a Conservation Area and is not located in close proximity to any listed buildings that would be impacted. The site does not contain any Tree Preservation Orders and is not allocated in the Local Plan.

The Hospital is identified within the Adopted Bury Unitary Development Plan under Policy CF4 for possible future expansion. The Hospital has also been identified within ‘Topic Paper 11’ for the new emerging Local Plan as a critical service that will be encouraged to expand and diversify.

3. Proposed Development

The proposed replacement roof development is required due to the poor condition and age of the existing roof which is resulting in essential materials being damaged by rainwater leakage.

3.1 Scale and Design

The replacement roof will incorporate solar photovoltaic (PV) panels and will be constructed using either a trapezoidal built-up roof system with mineral wool insulation or composite insulated roof panels with a trapezoidal profile (Euroclad Roofspan or an approved equivalent). Although the final choice of system will

be determined on economic grounds, both options will deliver the same external appearance, with a trapezoidal metal roof covering finished in a colour that tones with the existing building. As such, the visual character, colour treatment, thermal performance and fire performance will remain consistent regardless of the selected build-up.

The design includes a pressed metal fascia with aluminium soffit (Allumasc or approved equivalent) and a concealed gutter system integrated behind a square-profile pressed metal fascia to maintain a clean roofline. To enhance energy efficiency, the roof will incorporate a 280mm mineral wool core, achieving a thermal performance of 0.16 W/m²K. A mansafe system will also be installed to ensure safe maintenance access.

Overall, the proposed works will improve the building's sustainability and thermal efficiency while ensuring the new roof remains visually compatible with the existing structure.

4. Planning Assessment

This section provides an assessment of the proposal against relevant national, regional, and local planning policies. A summary of the relevant policy documents is provided, followed by an assessment of the principle of development and detailed development management matters.

4.1 National, Regional and Local Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications have to be determined in accordance with the Development Plan unless material considerations indicate otherwise. Bury's Development Plan currently consists of 4 parts, although only the Places for Everyone Joint Development Plan (PfE) and the Unitary Development Plan (UDP) will be discussed here.

The Places for Everyone Joint Development Plan was adopted on 21st March 2024. The PfE is a regional plan that has been produced by the Greater Manchester Combined Authority as a long-term plan of nine Greater Manchester districts. It provides strategic planning policies and allocations across nine Greater Manchester Local Authority areas, including Bury. The PfE focuses on strategic issues at a regional scale, and in the case of this planning application, healthcare.

The Unitary Development Plan was adopted February 1997, and since the adoption of PfE, the Council is now working to replace the adopted UDP with the Bury Local Plan. Bury's Local Plan will provide a more detailed set of locally specific planning policies to complement PfE. The Council has now completed an eight-week public consultation on its draft Local Plan, which took place between March and May 2025. Until the new Local Plan is produced, the UDP and PfE will continue to be used to make planning decisions. Appendix A of PfE contains a list of replaced District Local Plan Policies and as such, only the replacement policy within PfE will be used to assess the development within this Planning Statement. The draft Local Plan has also been reviewed as a material consideration.

The NPPF states that Local Authorities are required to have up-to-date local plans. For decision making where the local plan is outdated, decisions should be made using policies set out in the NPPF. Since the UDP is over 20 years old, the NPPF generally takes precedence over the policies outlined in the UDP.

The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications in England. The NPPF sets out the government's planning policies for England and how these should be applied, providing a framework within which locally prepared plans can be produced.

The following sections provide an assessment of the principle of development followed by detailed development management matters.

4.2 Principle of Development

The following section will assess the overall principle of development for new healthcare facilities within an existing hospital site.

The proposal accords with Policy JP-P6 (Health) of the PfE, which supports the reduction of health inequality through new development, maximising health and wellbeing and improving health facilities through the provision of new developments, continued enhancement and successful operation of hospitals and greater integration of health and social care.

Policies LP-CM2 and LP-CM4 of the draft Local Plan also support the proposal, stating that the Council will seek to secure the provision of health facilities to address unmet demand, provided that they do not result in unacceptable adverse impacts.

Paragraph 11 of the NPPF sets out a presumption in favour of sustainable development. For decision taking this means:

- Approving development proposals that accord with an up-to-date development plan without delay; or
- Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:
 - The application of policies in the NPPF that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

The proposal accords with Paragraph 98 of the NPPF, which seeks to ensure that planning policies and decisions support the delivery of local strategies to improve health and well-being, with consideration of the location of community facilities.

The proposal is supported by paragraph 101 in the NPPF, which states that Local Planning Authorities should work proactively and positively to ensure faster delivery of public service infrastructure, such as hospitals.

The proposal accords with paragraph 128 of the NPPF, which states that Local Planning Authorities should support proposals to make more effective use of sites that provide community services, such as hospitals, provided this maintains or improves the quality of service provision.

Furthermore, according to paragraph 232 of the NPPF, due weight should be given to existing policies within the Local Plan according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

5. Development Management Considerations

This section provides an assessment of the development against the following development management considerations:

- Design
- Crime Prevention and safety;
- Carbon and Energy
- Bats

- These are addressed in turn below.

5.1 Design

The NPPF places significant emphasis on the importance of good design in achieving sustainable development. Paragraph 135 seeks to ensure that developments will function well and add to the overall quality of an area over their lifetime, are visually attractive as a result of good architecture, optimise the potential of a site and create places that are safe, inclusive and accessible.

Paragraph 135 also states that developments should be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.

Policy JP-P1 of PfE suggests that new developments should aim to create places that are distinctive, visually stimulating, socially inclusive, resilient, adaptable, durable, resource-efficient, safe, functional, convenient, and well-connected. Policy LP-BE6 of the draft Local Plan aligns with this policy and sets out similar criteria for the design and layout of new developments.

The scale, design, access and materiality have been outlined in section 3.1 above. The proposal has been carefully designed ensuring it fits into the character of the surrounding area and buildings. The roof is designed to fit within the existing scale and massing of the surrounding Hospital buildings, ensuring that it does not exceed the buildings in height.

5.2 Crime Prevention and Safety

Paragraph 135 of the NPPF advises that places should be safe, inclusive, and accessible. In addition, the paragraph states that the design of development should ensure that crime and disorder, and the fear of crime do not undermine quality of life or community cohesion or resilience.

Policy JP-P1 of the PfE has also identified safety as a key attribute for placemaking, including by designing out crime and terrorism, reducing opportunities for anti-social behaviour and by ensuring that developments make appropriate provision for response and evacuation in the case of an emergency or disaster. This is further supported by Policy LP-CM2 of the draft Local Plan, which states that new development should contribute to reducing crime and the fear of crime.

The proposed development accords with these policies, providing a much-needed replacement roof. The proposed development will adopt the existing site security measures, required by the NHS Foundation Trust.

5.3 Carbon and Energy

Policy JP-S2 (Carbon and Energy) of the Places for Everyone Joint Development Plan requires development to minimise energy demand, improve energy efficiency, and support the transition to a carbon-neutral Greater Manchester.

The proposal involves the replacement of the existing roof with a new, high-performance roof construction achieving a thermal performance of 0.16 W/m²K, which represents a significant improvement over the existing roof fabric of the existing. This will reduce heat loss from the building and lower operational energy demand.

The replacement roof also incorporates new solar photovoltaic (PV) panels. This will enable on-site generation of renewable electricity and reduce reliance on grid energy, directly contributing to carbon reduction objectives and supporting the wider decarbonisation aims of policy JP-S2.

The works constitute an upgrade to the existing building fabric and do not involve any increase in floorspace or intensification of use. However, they deliver measurable sustainability benefits

through improved building efficiency and renewable energy production. As such, the proposal accords with policy JP-S2 of PpE.

5.4 Bats

Paragraph 193 of the NPPF requires that development avoids, mitigates or compensates for harm to biodiversity. It gives strong protection to designated sites and irreplaceable habitats, including those used by protected species such as bats. It also encourages integrating biodiversity enhancements into development, supporting proposals that conserve or improve wildlife value.

Preliminary Roost Assessment was undertaken on 10th November 2025 to support the planning application for the re-roofing of the existing boiler house. The survey area consists solely of the boiler house building and its immediate hardstanding, situated within an urban hospital environment that offers minimal foraging or commuting opportunities for bats. Although nearby woodland and residential gardens provide higher quality habitat, these features lie outside the development footprint and do not influence the suitability of the building itself.

The boiler house is a metal-clad industrial structure with tightly fitting insulated roof panels, sealed junctions, enclosed eaves and smooth elevations, with no gaps, voids or crevices capable of supporting roosting bats. Internally, the building is brightly lit, open and subject to regular disturbance from equipment and human activity. The survey found no evidence of bats and concluded that the building offers negligible roosting potential.

Foraging and commuting opportunities within the site are also very limited due to the absence of vegetation and natural features.

As the proposed works involve only the replacement and alteration of the roof structure, the assessment concludes that the development is not anticipated to damage or disturb a bat roost, nor result in harm to individual bats. No further bat surveys are required. In the unlikely event that a bat is encountered during construction, works must stop, and a licensed ecologist consulted. No evidence of nesting birds were found, although the installation of two bird boxes on trees or retained buildings is recommended to provide a small biodiversity enhancement in line with good practice.

6. Non-Designated Heritage Asset Statement

The Bury Local List identifies the former Bury Union Workhouse (also known as the Redvales workhouse or Jericho Institution) as a Non-Designated Heritage Asset (NDHA). This covers a number of buildings located within the Fairfield Hospital grounds and as such, merits conservation. This statement shall assess how the proposal relates to the NDHA.

The first Former Bury Union Workhouses were built in 1775. A new workhouse was opened at Jericho in 1857 and was renamed the Jericho Institution in 1929. In 1948, the site as a whole became Fairfield Hospital and newer buildings have since been erected around the workhouses to form the existing hospital. Of relevance to the application site, Figure 2 below is a map from 1894. The distorted 'H' shaped building to the right was a former workhouse and today forms wards 29 and 30 and the Pennine Care occupied children's outpatients (see figure 3). The building is built of natural stone with a traditional slate roof and has been modernised externally with UPVC windows, doors and extensions.

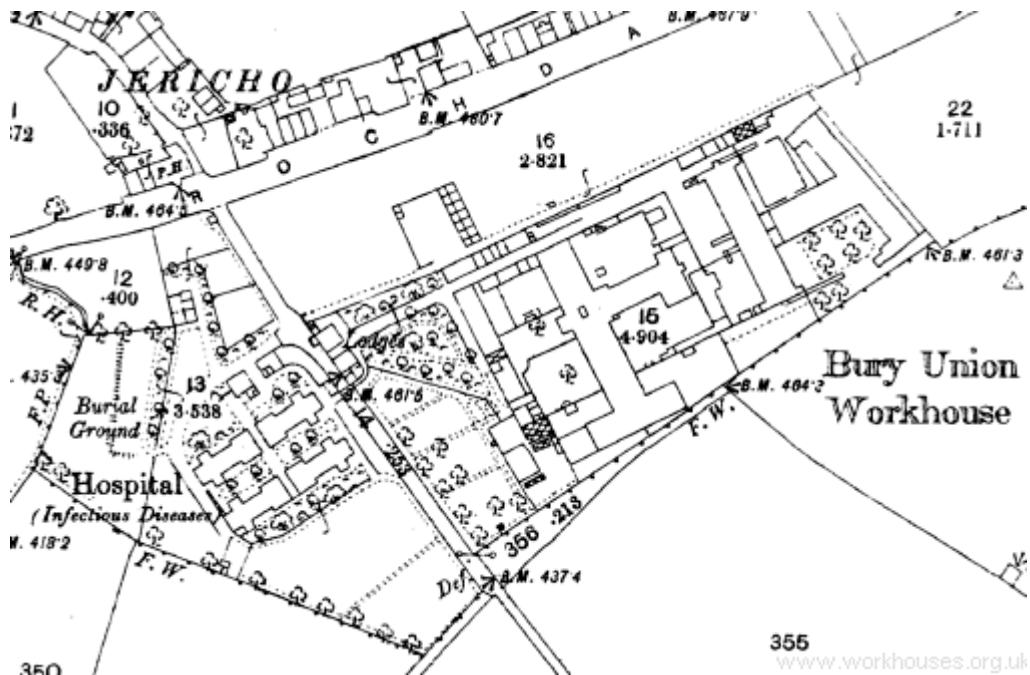


Figure 2 showing the Fairfield Hospital site circa 1894. The ‘distorted H shaped building represents a former union workhouse. Source <https://www.workhouses.org.uk/Bury/>



Figure 3 showing the front elevation of the ‘distorted H shaped building’.

Bury’s emerging Local Plan includes Policy Direction BH6 which focuses on NDHAs. It proposes that the Local Plan should include a policy that seeks to ensure that, in considering proposals that

have the potential to affect non-designated heritage assets contained on the ‘Local List’, the Council should make a balanced judgment taking account of the potential harm and benefits arising from the proposal. This concurs with Paragraph 216 of the NPPF which sets out that the effect of an application on the significance of a non-designated heritage asset this harm should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets of which there are none within close proximity of the site.

There are a number of processes through which non-designated heritage assets may be identified, including the local and neighbourhood plan-making processes and conservation area appraisals and reviews. It is important that the decisions to identify them as non-designated heritage assets are based on sound evidence.

It is understood that the original ‘distorted ‘H’ shaped’ workhouse is located approximately 165m to the north of the site. The workhouse would be obscured from view by the existing hospital building and slope. As outlined in section 5.1, the proposal has been carefully designed ensuring it fits into the character of the surrounding area and buildings with regard to scaling and materiality. It is not considered that the development presents any harm to the NDHA workhouses in the vicinity of the site. The scheme will respond positively to the character of the area in terms of scale, massing, landscaping, and overall quality.

7. Summary and Conclusions

This Planning Statement has been prepared by Ove Arup & Partners Ltd on behalf of the Northern Care Alliance NHS Foundation Trust to support a planning application for the replacement of the existing roof to the boiler house at Fairfield General Hospital, Bury. The works are required due to the deteriorating condition of the current roof, which is no longer performing effectively and is resulting in ongoing water ingress. The proposal forms part of the Trust’s continued programme of investment across the hospital estate to maintain safe, functional and resilient clinical infrastructure.

The boiler house is located at the southern edge of the wider hospital site, within an established cluster of operational buildings and hardstanding, and well separated from the nearest residential properties. The wider site is not subject to environmental or heritage designations, is situated within Flood Zone 1, and benefits from policy support for ongoing enhancement of essential healthcare facilities. The proposed works therefore represent development in a suitable and sustainable location.

The scheme involves the installation of a new high-performance roof incorporating solar photovoltaic panels, improved insulation achieving a thermal performance of 0.16 W/m²K, and updated roofline details including pressed-metal fascias and concealed guttering. The design has been developed to match the form, scale and appearance of surrounding hospital buildings while delivering a significant improvement in energy efficiency, resilience and long-term maintenance. Supporting assessments confirm that the proposal would not give rise to adverse effects on amenity, biodiversity, or site security. A Preliminary Roost Assessment identified negligible bat roosting potential and concluded that no further ecological surveys are required.

The proposal accords with the National Planning Policy Framework, the Places for Everyone Joint Development Plan, and the emerging Bury Local Plan, all of which support the enhancement and

continued operation of essential health infrastructure. It represents a well-considered, policy-compliant, and sustainable improvement to Fairfield General Hospital and it is therefore respectfully requested that planning permission be granted.