

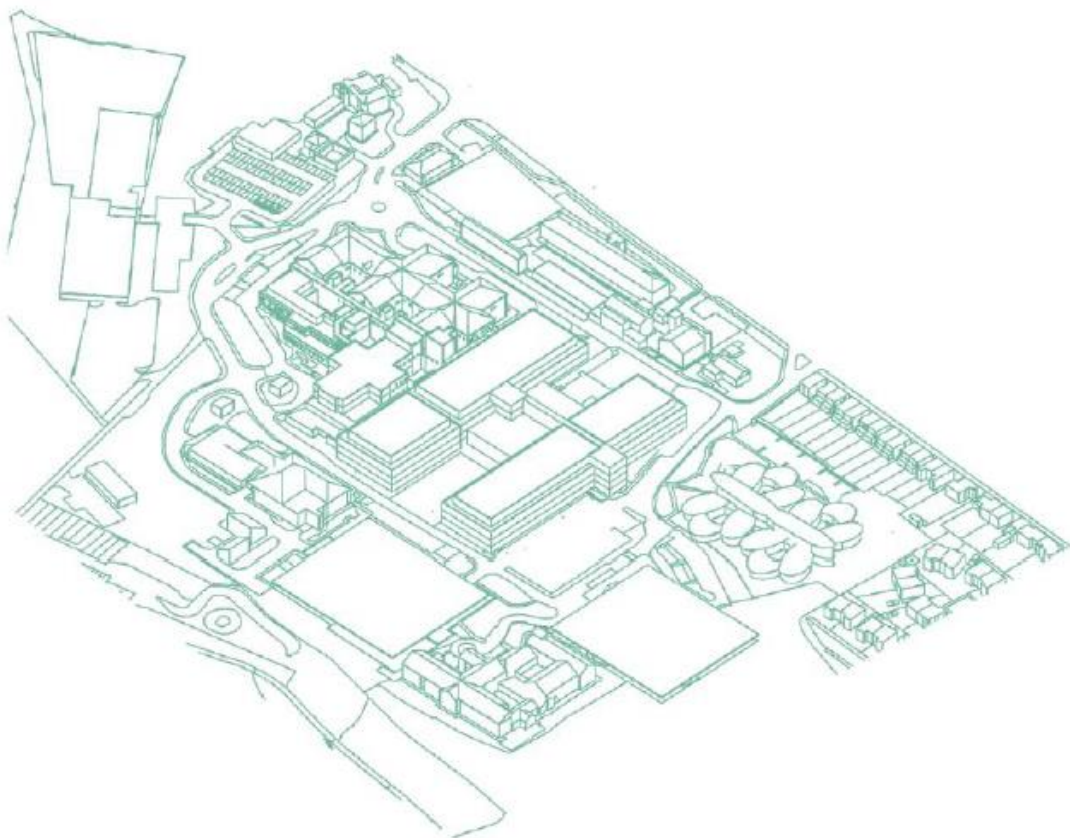
Northern Care Alliance NHS Foundation Trust

Fairfield Community Hospital Generator Compound

Planning Statement Including Non-Designated Heritage Asset Statement

Reference: Document Reference

xx | 01 February 2024



©

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 xx

Ove Arup & Partners Limited
6th Floor 3 Piccadilly Place
Manchester
M1 3BN
United Kingdom
arup.com

Document Verification

Project title Fairfield Community Hospital Generator Compound
Document title Planning Statement Including Non Designated Heritage Asset Statement
Job number 292852-00
Document ref Document Reference
File reference File Reference

Revision	Date	Filename												
Description														
<table><thead><tr><th></th><th>Prepared by</th><th>Checked by</th><th>Approved by</th></tr></thead><tbody><tr><td>Name</td><td>Rachel Wo</td><td>Jordan Guy</td><td>Marc Watterson</td></tr><tr><td>Signature</td><td></td><td></td><td></td></tr></tbody></table>				Prepared by	Checked by	Approved by	Name	Rachel Wo	Jordan Guy	Marc Watterson	Signature			
	Prepared by	Checked by	Approved by											
Name	Rachel Wo	Jordan Guy	Marc Watterson											
Signature														
Filename														
Description														
<table><thead><tr><th></th><th>Prepared by</th><th>Checked by</th><th>Approved by</th></tr></thead><tbody><tr><td>Name</td><td></td><td></td><td></td></tr><tr><td>Signature</td><td></td><td></td><td></td></tr></tbody></table>				Prepared by	Checked by	Approved by	Name				Signature			
	Prepared by	Checked by	Approved by											
Name														
Signature														
Filename														
Description														
<table><thead><tr><th></th><th>Prepared by</th><th>Checked by</th><th>Approved by</th></tr></thead><tbody><tr><td>Name</td><td></td><td></td><td></td></tr><tr><td>Signature</td><td></td><td></td><td></td></tr></tbody></table>				Prepared by	Checked by	Approved by	Name				Signature			
	Prepared by	Checked by	Approved by											
Name														
Signature														

Issue Document Verification with Document



Contents

1.	Introduction	1
1.1	Planning Application Submission	1
1.2	The Applicant	1
1.3	Structure of this Report	1
2.	Site and Surrounding Area	2
2.1	Application Site and Surrounding Area	2
2.2	Planning History	2
2.3	Relevant Designations	3
3.	Proposed Development	3
3.1	Purpose for Development	3
3.2	National NHS Strategy	3
3.3	Scale and Design	4
4.	Planning Assessment	5
4.1	National, Regional and Local Planning Policy	5
4.2	Principle of Development	5
5.	Development Management Considerations	7
5.1	Design	7
5.2	Amenity	7
5.3	Parking	8
6.	Non-Designated Heritage Asset Statement	9
7.	Summary and Conclusions	11

Figures

Figure 1 Proposed Location	2
Figure 2 Proposed Generator Arrangement	4
Figure 3 showing spaces to be temporarily lost during construction	8
Figure 4 showing the Fairfield Hospital site circa 1894. The ‘distorted H shaped building represents a former union workhouse	9
Figure 5 showing the front elevation of the ‘distorted H shaped building’	10

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 the installation of a generator compound containing 2no generators and 2no fuel tanks at Fairfield General Hospital, Bury. The proposal acts as enabling works for the planned Phased 2 works as part of the wider Fairfield General Hospital masterplan strategy. The development of the masterplan is part of a Greater Manchester-wide transformation programme funded via Greater Manchester Health and Social Care Partnership. Phase 1A of the masterplan was approved under application no 69513.

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; and
- Planning Statement.

1.2 The Applicant

The applicant is the Northern Care Alliance NHS Foundation Trust who delivers 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

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

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

The hospital grounds slope towards the south, but the application site is relatively flat.

The generator compound will be located within the hospital grounds adjacent to the existing parking area off Jericho Road on a small grassed verge and have an area of 486sqm (see Figure 1).

The surrounding area is made up of predominantly buildings, parking and road networks ancillary to the hospital. The nearest residential dwellings are located approximately 60m to the south-west and 180m to the north of the site.

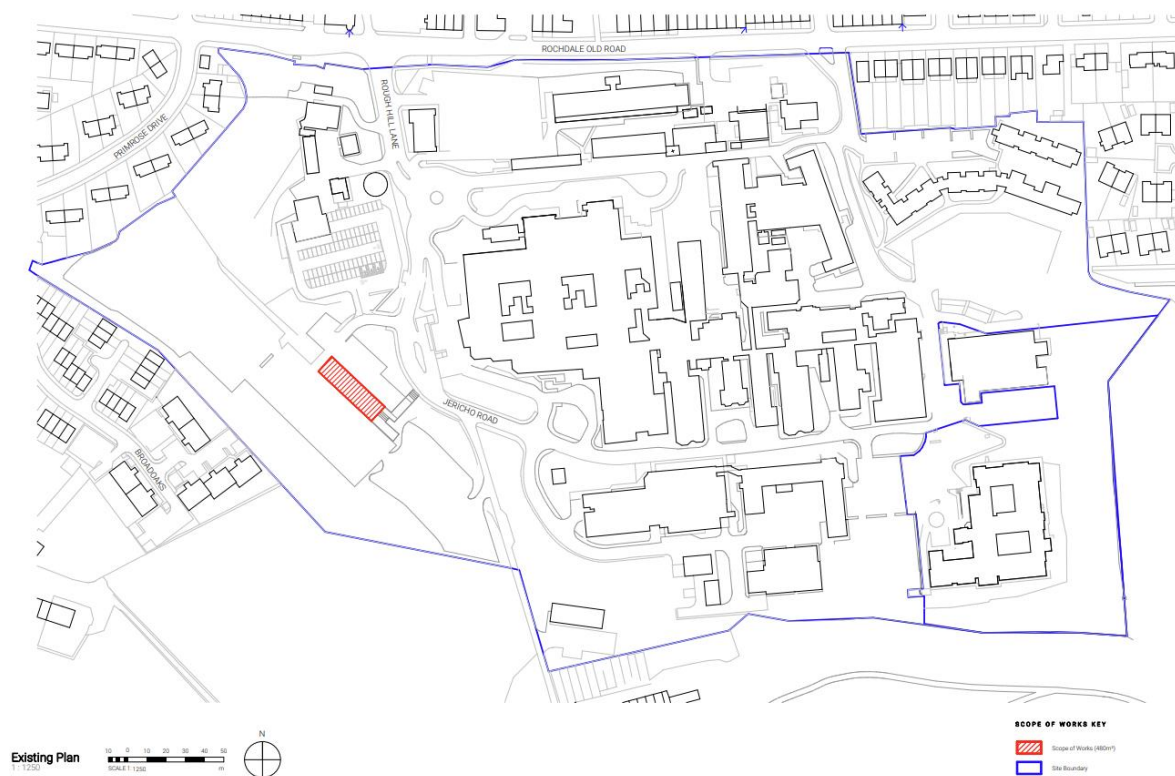


Figure 1 Proposed Location

2.2 Planning History

A search of Bury Council's planning applications register has identified 7 applications relevant to the site locations within the past 5 years:

- Ref. No: 69880 - Prior approval for proposed demolition of existing two storey residential accommodation blocks, nos. 54, 55, 56 and 57. Approved on 4th August 2023.
- Ref. No: 69513 – Erection of a new single storey ED modular unit extension. Approved on 7th December 2023.

- Ref. No: 66815 – Erection of a facility for cold water booster tanks containing 2no. 125m3 water tanks, booster units and associated external works. Approved on 21st September 2021.
- 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. Approved on 12th February 2021.
- Ref. No: 65466 – Extension at level 03 built on the existing flat roof to the South. Approved on 24th June 2020.
- Ref. No: 65385 – Link bridge at first floor level to connect Wards 24 and 25 to the main hospital street corridor. Approved on 30th June 2020.
- Ref. No: 62511 – Construction of a car park and associated access, footpaths, boundary treatments, lighting columns and landscaping. Approved on 6th June 2018.

All the applications above were proportionate to the site and did not result in an adverse impact to the quality of the site. Application no. 69513 was the Phase 1A work of the wider masterplan strategy.

2.3 Relevant Designations

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

The site sits in a coal mining reporting area. Mine entry, a development high risk area, surface coal resource areas, mine entry potential zone of influence, and coal outcrops are present in the wider site area but does not affect the specific site proposed for the generator compound.

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 development is primarily to enable Phase 2 of the sitewide masterplan strategy at the hospital. Planning permission is sought for the installation of a new generator compound containing 2no generators and 2no fuel tanks.

3.1 Purpose for Development

The rising demand for health care facilities has increased pressure within the existing hospital facilities which prompted the need for new proposals to expand the current hospital. The Phase 2 plan is designed to address the increasing demand by delivering a series of new hospital facilities, where the installation of a new generator compound will be essential to support the normal functioning of those facilities proposed in the plan.

3.2 National NHS Strategy

The NHS Long Term Plan was published in 2019, setting out strategies that can “accelerate the redesign of patient care to future-proof the NHS for the decade ahead”.

The Long-Term Plan sets out a target to improve efficiency in community health services, mental health and primary care and sets out the planned investment which will improve these services. The strategy commits to increasing investment in community health services as a share of the total national NHS revenue spend across five years to 2024. The generator compound would enable the Phase 2 works and therefore aligns with the National Strategy by investing in community health services and mental health.

3.3 Scale and Design

Figure 2 below shows the proposed arrangements for the 2no generators and 2no fuel tanks within the generator compound along with the surrounding fence. The compound is rectangular in shape, with the two generators on the sides and the two fuel tanks in the middle. Retaining walls will be built on the northwest, southwest, and southeast sides of the generator compound to create a flat platform for the compound to stand on.

Both generators are proposed to be 12.19m (L) x 2.43m (W) x 3.79m (H) in size. Both fuel tanks are irregular shaped with dimensions comprising of 4.48m (L) x 3.8m (W) x 2.75m (H)The generator compound will be surrounded by mesh fencing, which ranges in height from 2.89m to 3m. Access is provided from the northwest side of the compound. A barrier will be built on the northeast side of the compound to separate it from adjacent parking spaces.

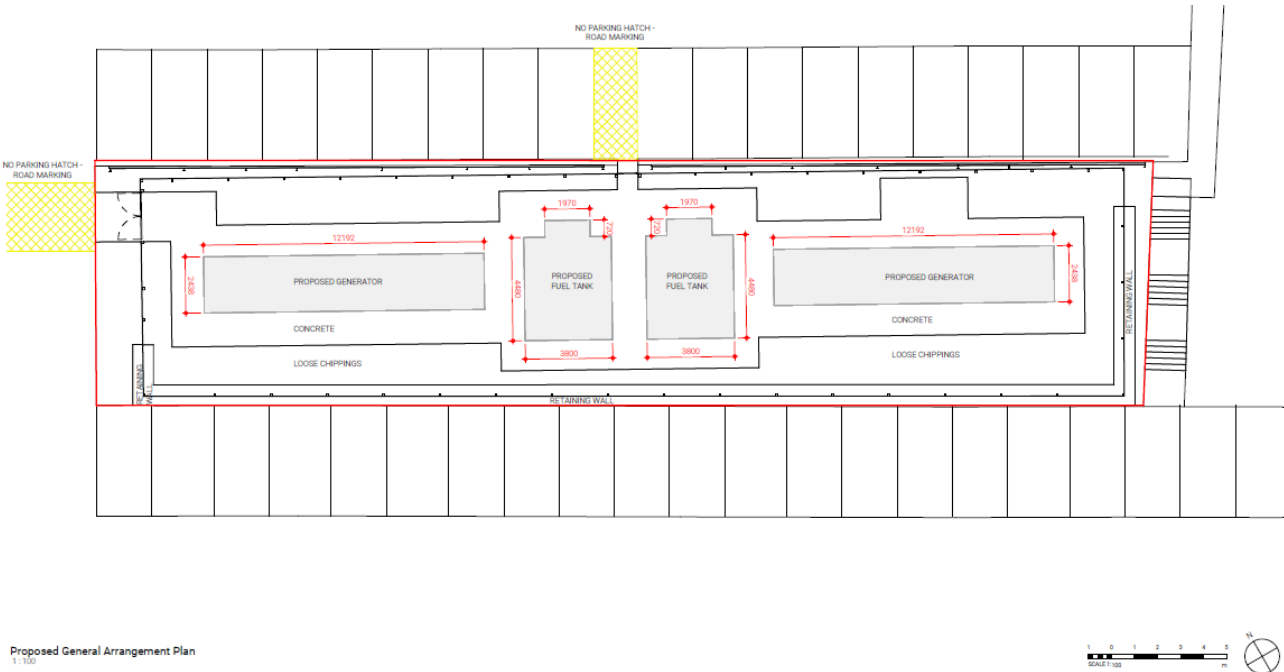


Figure 2 Proposed Generator Arrangement

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. The adopted Development Plan for Bury Council comprises the Unitary Development Plan (adopted February 1997). The Development Plan also includes supplementary planning documents. Bury Council are in the process of producing a new local plan which will replace the UDP, however, this plan is still being drafted.

The Local Development Plan also comprises the Places for Everyone (PfE) Joint Development Plan. 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 and was submitted to the Planning Inspectorate February 2022.

Currently, PfE is a material consideration however, once adopted, it will provide strategic planning policies and allocations across the nine Greater Manchester Local Authority areas, including Bury. PfE focuses on strategic issues at a regional scale, including healthcare.

The NPPF states that Local Authorities are required to have up-to-date local plans. For decision-taking 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 December 2023 (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 principles of development are considered in relation to planning policy, with detailed considerations set out in the following section.

The application seeks planning permission for the installation of a generator compound containing 2no generators and 2no fuel tanks within the existing hospital grounds.

National Planning Policy Framework

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 clear 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 97 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 100 in the NPPF, which states that Local Planning Authorities should work proactively and positively to ensure faster delivery of public service infrastructure, such as hospital facilities.

The proposal accords with Paragraph 127 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 hospital facilities, provided this maintains or improves the quality-of-service provision.

Furthermore, according to Paragraph 225 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).

Places for Everyone

Policies within PfE are currently under examination and can only be afforded limited weight as a material consideration at this time. However, the Phase 2 proposals accords with Policy JP-P6 (Health), 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. The proposal supports phase 2 development to enable the functioning of new hospital facilities.

Bury Unitary Development Plan

The proposal aligns with Policy CF4 which states that improvements to existing healthcare facilities will be considered favourably by the Council. Additionally, Policy CF4/1 identified possible future expansion of Fairfield General Hospital. Proposals for facilities associated to hospital expansion is therefore considered appropriate regarding the Bury Unitary Development Plan.

5. Development Management Considerations

This section provides an assessment of the development against development management considerations.

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 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 CF1/1 of Bury's UDP considers the scale and size of new community facility proposals and Policy EN1 states that the Council will seek to protect, preserve and enhance the character, appearance and amenity of the Borough's built environment.

The scale, design and access has been outlined in sections 3.3.

The proposed generator compound is designed to be non-intrusive and occupies the smallest possible footprint to achieve its operational purpose of enabling Phase 2. The scale and design have been outlined in section 3.3 above. The proposal has been carefully designed ensuring it fits into the character of the surrounding area and buildings accords with the appropriate design standards as well as the NHS's own operational and safety standards for a development of this type. The compound will not exceed the height of other structures within the hospital grounds and will be located in an area where views from nearby residencies is obscured. It is therefore considered that the proposed development does not give way to any adverse impacts and is therefore in accordance with policy.

5.2 Amenity

Paragraph 135 of the NPPF states that developments should be designed with a high standard of amenity for existing and future users.

Policy CF1/1 of Bury's UDP states that location of new community facilities should consider the impact on residential amenity and the local environment.

5.2.1 Noise Impact.

The proposed generators will not be operational other than in the event of a power failure from the grid, of which, it would be unlikely to run at 100% capacity. They will be tested once a month under a low capacity and will only be tested at 100% capacity once per year for 90 minutes during the day-time for testing. As such, considering the distance from nearby residential receptors which contains a car park and a buffer in between and their location within a busy operational hospital site, coupled with the fact that any noise produced from the generators will be for a short period during the day-time on a monthly and annual basis, or in the event of a power failure from the grid, it is therefore considered that any impact to neighbouring amenity would be de-minimis.

The installation and subsequent operation of the proposed generator compound will not result in any adverse impacts on the amenity of hospital buildings, nor will it produce any significant noise or disturbance to affect its surrounding areas.

5.3 Parking

Paragraph 108 of the NPPF suggests that development proposals should integrate patterns of parking to the design of schemes and contribute to high quality places.

Policy CF1/1 of Bury's UDP makes clear that location of new community facilities should consider the impacts of traffic generation and car parking provisions. Policy HT2/5 states that the council will seek to ensure an adequate level of public car parking provision in the town and district centres and Policy HT2/6 states that all development proposals should provide replacement of any car parking spaces lost as a result of the development.

There will be no net loss in parking within the hospital site as a result of the proposal. It should be noted however that 38 spaces in total will be temporarily closed during the construction phases (see Figure 3 below). The lower row of parking consisting of 19 spaces will be taken up for the majority of the works (red). These will then be freed up towards the end of the construction phase and the top row (green) also consisting of 19 spaces will be taken up to complete the works. The spaces lost during the construction period shall be made good once construction has been completed. This phasing method has been chosen in order to minimise the impact of parking loss during construction. It is also noted that the development itself will not create any travel demand.

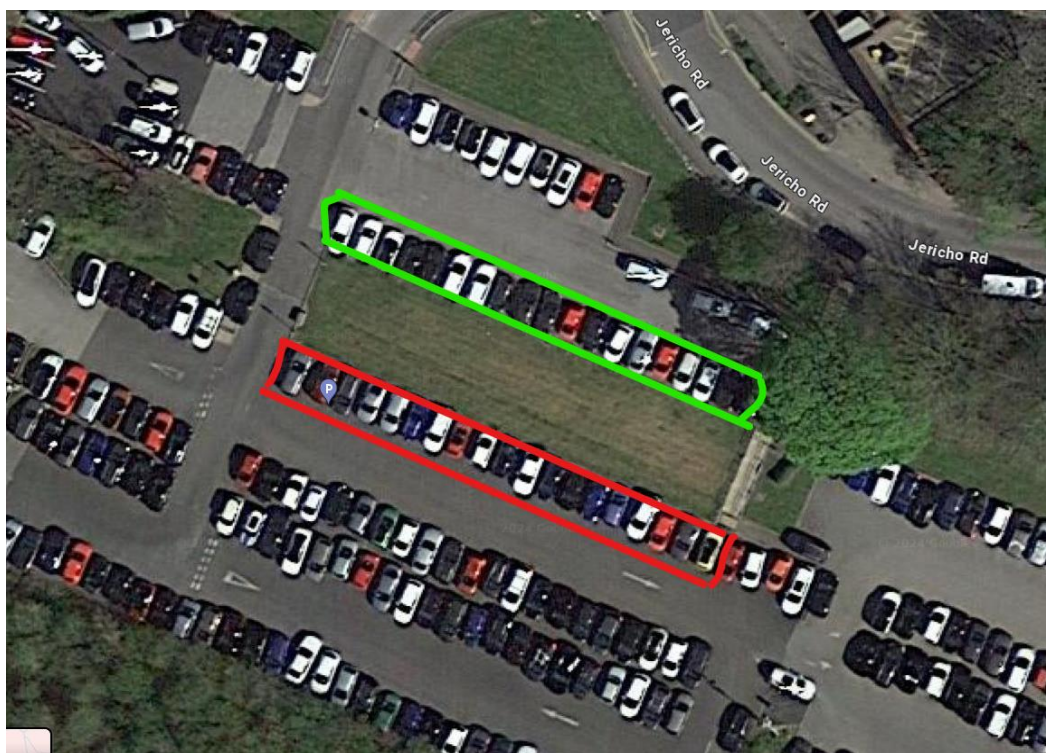


Figure 3 showing spaces to be temporarily lost during construction

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 4 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 5). The building is built of natural stone with a traditional slate roof and has been modernised externally with UPVC windows, doors and extensions.

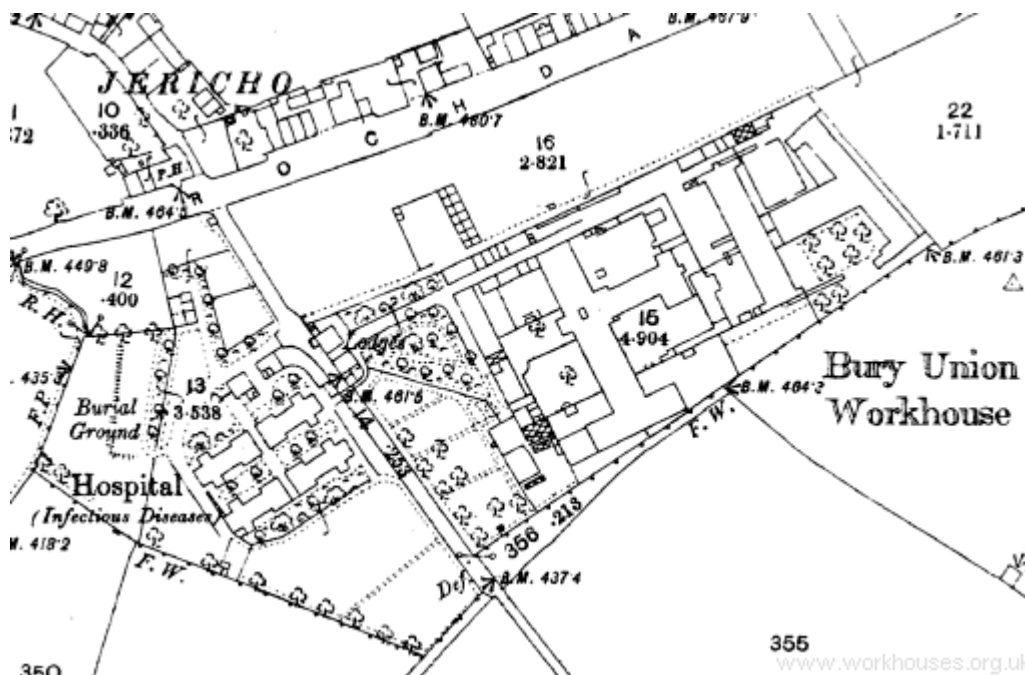


Figure 4 showing the Fairfield Hospital site circa 1894. The 'distorted H shaped building represents a former union workhouse

(Source: <https://www.workhouses.org.uk/Bury/>)



Figure 5 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 209 of the NPPF which sets out that the effect of an application on the significance of a non-designated heritage asset 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 195m to the north-east of the sites. The workhouse to the west of the site would be obscured from view by the existing hospital. 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.

7. Summary and Conclusions

This report has been prepared by Ove Arup and Partners Ltd (Arup) on behalf of Northern Care Alliance to support a planning application for the installation of a proposed generator compound containing 2no generators and 2no fuel tanks at Fairfield General Hospital.

The proposal is considered to be in full accordance with national and local planning policy, and should therefore be approved by Bury Council for the following reasons:

- The principle of development adheres to the NPPF, PfE and Bury Council's Unitary Development Plan policies by supporting the improvement of healthcare facilities at Fairfield General Hospital.
- The proposed generator compound will enable future expansion of hospital facilities at Fairfield Hospital and support the healthcare of local patients.
- The proposal accords with the NPPF, which seeks to ensure that established services are able to develop and modernise and are retained for the benefit of the community (Paragraph 97), and which states that Local Planning Authorities should work proactively and positively to ensure faster delivery of public service infrastructure, such as hospital facilities (Paragraph 100).
- The proposal is non-intrusive and will provide benefits for the long-term operation of Fairfield Hospital, which will then provide socially sustainable benefits at the regional, local and site scales.

It is therefore considered that the application should reasonably be approved by Bury Council in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004.