

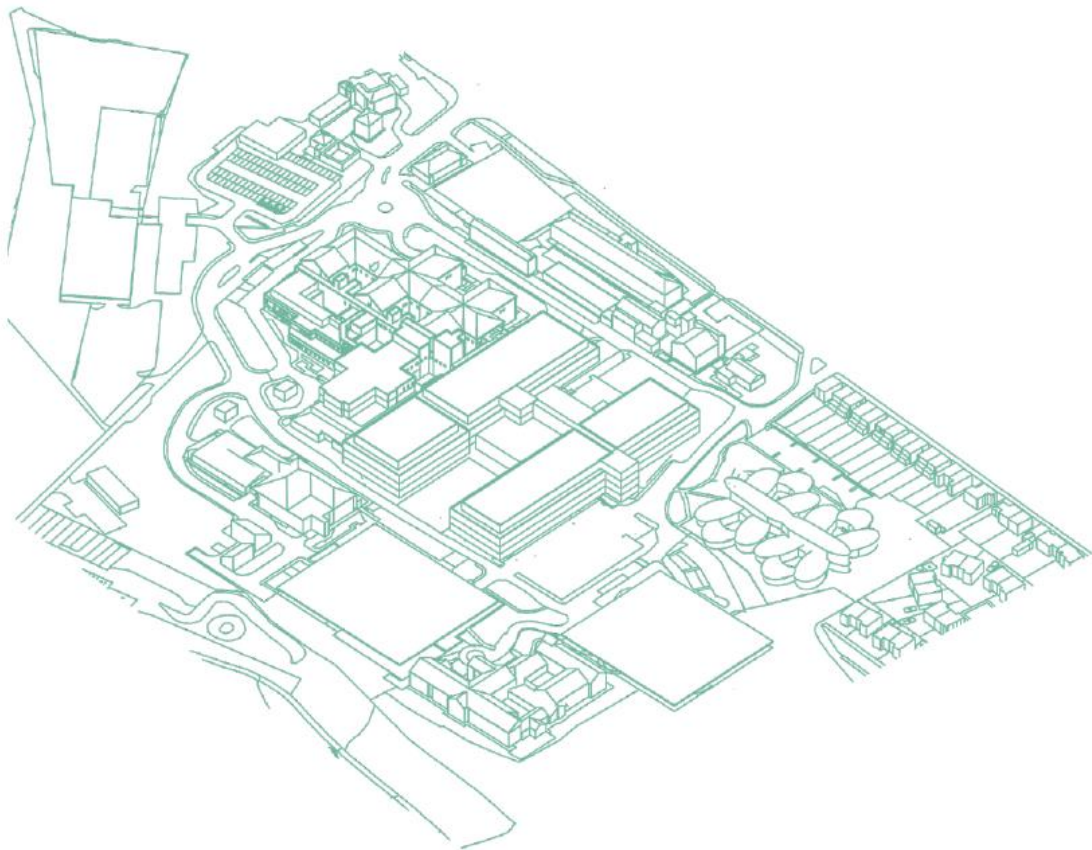
Northern Care Alliance NHS Foundation Trust

Fairfield Community Hospital Single Storey ED Modular Unit Extension

Planning Statement Including Non-Designated Heritage Asset Statement

Reference:

| 07 March 2023



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 the erection of a new build single storey ED modular unit extension at Fairfield General Hospital, Bury as part of the sitewide masterplan strategy.

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; and
- Design and Access Statement.

1.2 The Applicant

The applicant is the Northern Care Alliance NHS Foundation Trust 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; 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 a parcel of land located off the roundabout that links Jericho Road and Rough Hill Lane within the Fairfield General Hospital Site, Bury. The red line boundary forms part of the northern elevation of the Accident and Emergency building.

The surrounding area is made up of predominantly buildings, parking and road networks ancillary to the hospital. The nearest residential dwellings are located approximately 100m to the North on Rochdale Old Road.

Fairfield Community 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 itself is flat.



Figure 1 showing the front of the existing site area.

2.2 Planning History

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

- 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.

2.3 Relevant Designations

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

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 forms phase 1A of a 2 phased plan. Planning permission is sought for the erection of a new build single storey ED modular unit extension to the existing hospital. The extension would replace the existing Accident and Emergency entrance and would incorporate additional consultant rooms, clinical support and ancillary accommodation for patients and staff. The ED modular unit extension will connect the existing department at the ground floor level in two locations to enable clinical flow between departments.

3.1 Purpose for Development

The combined pressures of ED facilities within the existing department and the need for social distancing have tested the physical footprint of the current hospital. The new ED modular unit extension will support the safe care of those patients requiring urgent assessment and extended observation. The existing ED spaces within the hospital are not compliant with current standards as such this new facility will provide the appropriate environment to provide the level of care required.

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. Therefore, the proposed ED extension directly aligns with the National Strategy by investing in community health services and mental health services.

3.3 Scale and Design

The single storey extension would have a gross internal area of 180m² and a gross external floor area of 212m². The new single storey ED modular unit will be constructed using traditional masonry construction methods with a brick outer skin and brick relief around the windows for a more contemporary look. The proposed parapet roof finish will be a light grey single ply. Additionally, a new galvanized finish access staircase would be installed with a mesh enclosure for access to the new roof. Linear drainage would be installed as outlined on plan no 900103 rev B. Details of the proposed maintenance methods for the building are provided in the accompanying Design and Access Statement.

3.4 Access

Access to the site will remain unchanged and as such pedestrian and vehicular movement around the site will not be affected by the development.

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 also 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 2021 (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 erection of a single storey modular ED unit to the existing hospital.

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 93 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 96 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 123 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 219 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 proposal 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.

Bury Unitary Development Plan

The erection of the ED unit accords with Policy CF1 in the Unitary Development Plan, which supports proposals for new and improved community facilities.

The proposal also aligns with Policy CF4 which states that improvements to existing healthcare facilities will be looked on favourably by the Council. The quality of healthcare for the local community depends on the quality of local facilities such as doctors' surgeries, clinics, and hospitals – therefore the Council will support improvements to existing healthcare facilities where possible.

5. Development Management Considerations

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

- Design
- Crime Prevention and safety;
- Highways and Transportation;

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 130 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 130 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 EN1 of Bury's UDP 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, access and materiality has been outlined in sections 3.3 and 3.4 above. The proposal has been carefully designed ensuring it fits into the character of the surrounding area and buildings. The unit 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. A parapet roof has been proposed to match the existing roof style and to further minimise the volume created by the new extension.

The DAS provides further detail on the design development.

5.2 Crime Prevention and Safety

Paragraph 130 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.

The proposed extension accords with these policies, providing a much-needed community service. The Hospital is designed so that it can be accessed by all patient groups, whilst maintaining their safety, security, privacy, and dignity. The proposed new ED unit will adopt the existing site security measures, required by the NHS Foundation Trust.

5.3 Highways and Transportation

National Planning Policy Framework

Paragraph 104 of the NPPF states that transport issues should be considered from the earliest stages of developing a scheme proposal, so that:

- The potential impacts of development on transport networks can be addressed;

- Opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised;
- Opportunities to promote walking, cycling and public transport are identified and pursued;
- The environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains;
- Patterns of movement, street, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

Paragraph 110 outlines that it should be ensured that:

- appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

In accordance with the NPPF, it is reasonable to conclude that the proposed development would not have a significant or severe residual impact on the surrounding highway network.

The site is accessible by sustainable modes of transport. The surrounding area exhibits opportunities for pedestrian and cycling use, and there are public transport stops within acceptable walking distance of the site.

No parking spaces are to be lost as a result of the development.

A review of relevant local and national transport planning guidance has been undertaken. It is considered that the proposed development is in general accordance with such policies and guidance and car parking supply will not be impacted.

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.

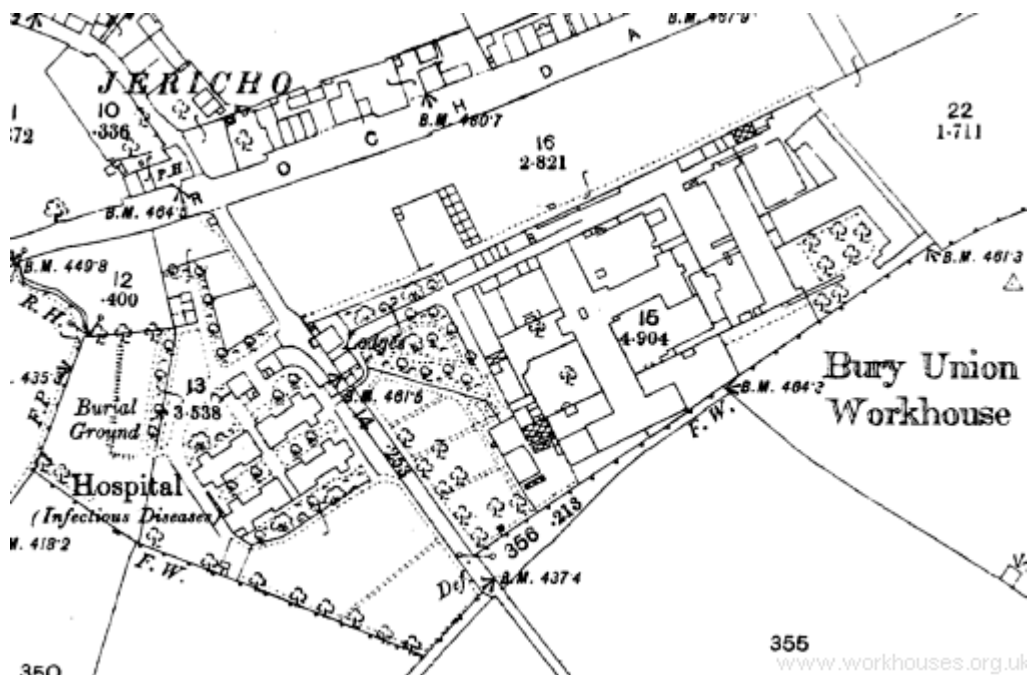


Figure 2 showing the Fairfield Hospital site circa 1894. The 'distorted H shaped building represents a former union workhouse. Source <https://www.workhouses.org.uk/Bury/>



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 203 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 75m to the west of the site. The workhouse to the west of the site would be obscured from view by the existing hospital outriggers. 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 report has been prepared by Ove Arup and Partners Ltd (Arup) on behalf of Northern Care Alliance to support a planning application for the erection of a single storey ED modular extension unit.

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 improving the health care facilities and patient experience at Fairfield Hospital. It also aligns with the NHS Long Term Plan.
- The new ED modular unit will enable Fairfield Hospital the ability to support the safe care of those patients requiring urgent assessment and extended observation.
- 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 93), and which states that Local Planning Authorities should work proactively and positively to ensure faster delivery of public service infrastructure, such as hospitals (paragraph 96);
- The proposed development incorporates sustainable design measures as far as practicable within the constraints presented by a small-scale hospital extension;
- The proposal is economically, socially, and environmentally sustainable and will 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.