

Planning Officer's Report – LDCA OCTOBER 2017

APPLICATION	2017/76 - Proposed Mental Health Unit (Single Storey New Build)
PERMISSION SOUGHT	Outline Development Permission (Request for Principle Approval)
REGISTERED	15 August 2017
APPLICANT	Health Directorate
PARCEL	JT140010
PARCEL SIZE	1.33 acres (5382m ²)
LOCALITY	behind the General Hospital, Jamestown
LAND OWNER	Crown Land
ZONE	Intermediate Zone
CONSERVATION AREA	Jamestown Conservation Area
CURRENT USE	The land is within the Hospital Grounds
PUBLICITY	The application was advertised as follows: <ul style="list-style-type: none">▪ Sentinel Newspaper on 17 August 2017▪ Independent Newspaper on 18 August 2017▪ A site notice displayed in accordance with Regulations.
EXPIRY	01 September 2017
PUBLIC REPRESENTATIONS	None Received
DECISION ROUTE	Delegated / LDCA / EXCO

A. CONSULTATION FEEDBACK

- | | |
|--------------------|--|
| 1. Water Division | No Objection |
| 2. Sewage Division | No Objection |
| 3. Energy Division | Objection 'There are essential Underground Cables in the proposed developing site. <ul style="list-style-type: none">1. High Voltage (11000 volt) cable underground in the proposed site. This cable feeds the main Hospital substation and the substation supplying electricity |

	supply to consumers from New Bridge down to China Lane.
2.	Low Voltage (415/240 volts) cables underground in the proposed site. These cables come underground from the substation to feed the Hospitals Electricity Mains Maintain/Non Maintain Distribution Boards and the Portacabin.'
4. Fire & Rescue	No Objection: however noted that 'These plans will need fire safety recommendations, and plans will need to be perused once submitted to Building Control'
5. Roads Section	No Objection
6. Property Division	No Response
7. Heritage	No Objection: 'No concerns that any buildings or areas of significant heritage importance will be affected. This is a very important addition to the hospital and should improve the quality of mental healthcare on the Island'
8. Environmental Management	No Objection: 'During site excavation, there may be the potential to uncover buried artefacts or archaeological value, however Heritage and National Trust would be better placed to advise on this'
9. Public Health	No Response
10. Agriculture & Natural Resources	No Response
11. St Helena Police Services	No Objection
12. Aerodrome Safe Guarding	Not Consulted
13. Enterprise St Helena (ESH)	No Comments
14. National Trust	No Objection: 'Given that there may well be interesting archaeological finds in the area, we would recommend a Watching Brief during Site Preparation & Construction. Otherwise, no real concerns at this Outline Stage'

B. DEVELOPMENT APPRAISAL

- 1) **Zoning Area:** The development falls within the **Intermediate Zone** And forms part of the **Jamestown Conservation Area**.
- 2) **Orientation:** The Building proposed lies within the curtilage of the existing General Hospital Complex and located on Land Parcel JT140010 measuring in total 5,382m² (1.3 acres).
- 3) **Location:** The new building will be situated behind (south of) the west wing of the General Hospital and north east of St Johns Villa as per Diagram 1 below.

Diagram 1: Locality & Orientation



- 4) **Hospital Complex:** The proposed development will form part of the existing Jamestown Hospital Complex, including the:
 - i) **General Hospital:** not a Listed Building but featuring some traditional elements, etc. (cream wall finish and green roof),
 - ii) **Old Hospital:** nowadays referred to as the Out Patience Clinic and a Grade I Listed Building - in earlier days the Military Hospital (cream render and grey roof);
 - iii) **St Johns Villa:** situated south-west of the proposed development and not a Listed Building (cream render and grey roof); and
 - iv) **Old Store Room:** located at the eastern (farthest) boundary of the Complex and a Grade III Listed Building (currently used as Store Room) of original stone work and grey roof).

- 5) **Scale / Size / Proportion:** The new building will cover a footprint area of approximately 158m² - similar in size to St John's Villa, however will be only a single storey building.
- 6) **Existing Use:** The land is currently unutilised, accommodating a dilapidated old building, which are Not Listed and seemingly not regarded significant in any other way or manner as per feedback provided from St Helena National Trust and the Heritage Society.

Diagram 2: Photo Illustration of Existing Area

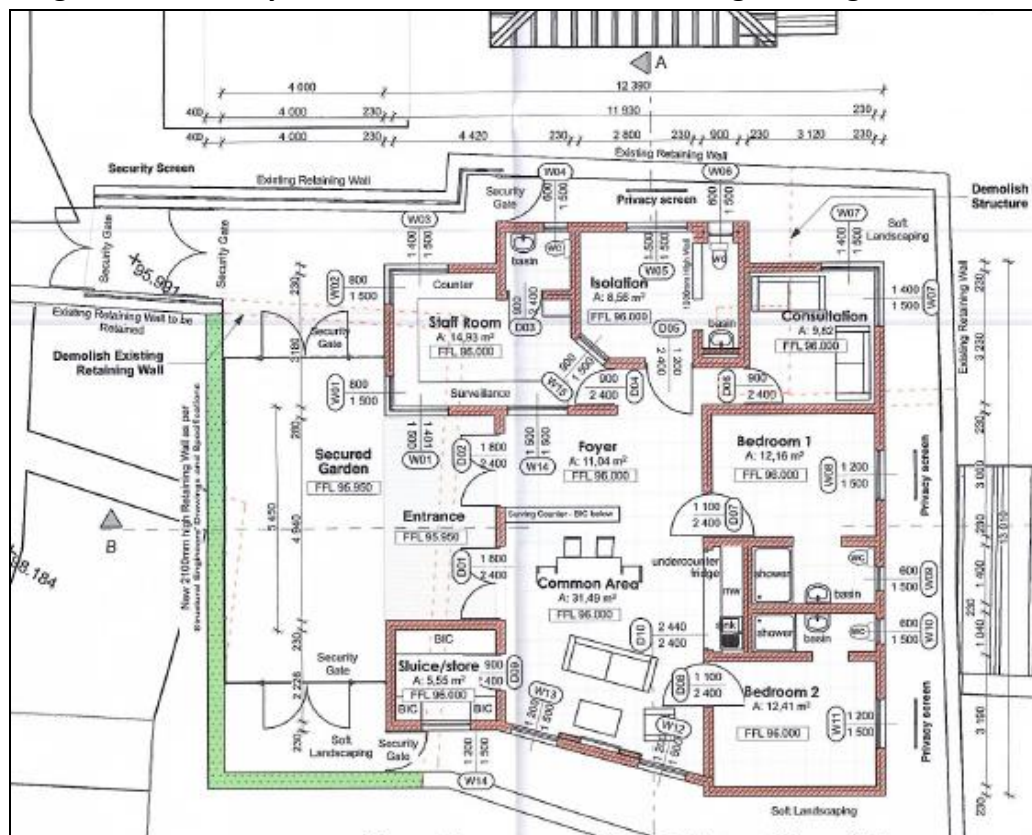
7)



- 8) **Site Preparation:** Not indicated on the submitted layout plans, however following discussion with the Agent, it was noted that there might in fact be significant excavation works during the construction stage to gain access to the site. Although not indicated in these initial details (for Outline Planning), it might effectively entail the removal of part of the retaining wall and front garden of St John's Villa.
- 9) In terms of future Excavation / Site Preparation, EMD also highlighted (and noted by SHNT) that there may be the opportunity for archaeological findings in this area during site excavation / preparation, and should Full Development Permission be granted in future, the Authority may consider the inclusion of a Planning Condition that will require a Watching Brief / Archaeological Mitigation Strategy.

- 10) **Building Layout & Features:** The building in itself has been designed to extensive specifications prepared by the SHG Health Directorate with the view to meet all the objectives required for an **Acute Secure Mental Health Inpatient Unit**. The scale, size and layout are therefore much defined by these requirements – and thus meet the objectives of **Policy 17.3 (refer to Policy Frameworks discussed below)**. The footprint of the building measures 158m² and apart from the need to be able to fit into the portion of land available, it is required to be in close proximity to the Main Hospital (accord with **Policy S12**) and identified by the Health Directorate in case of need for emergency services in addition to be able to render the building as a *multipurpose unit* during times when it is not specifically used as a Mental Health Unit.

Diagram 3: Floor Layout Plan in Relation to surrounding buildings



- 11) **Building Design and Aesthetic Appeal:** as mentioned before, the building has been designed to be “fit for purpose” – this inevitably draws emphasis away from Architectural Style. Seen from above, it will display a similar hip-roof design than the surrounding buildings (Refer to Diagram 4 below). The finish and colour of the walls and roof can be made similar to that of the existing Hospital to ensure that the building will blend in with the surroundings. This can be defined and conditioned if Full Permission is provided in future.

Diagram 5: Clearvu Invisible Wall



Diagram 6: Conceptual Illustrations as seen from St Johns Villa

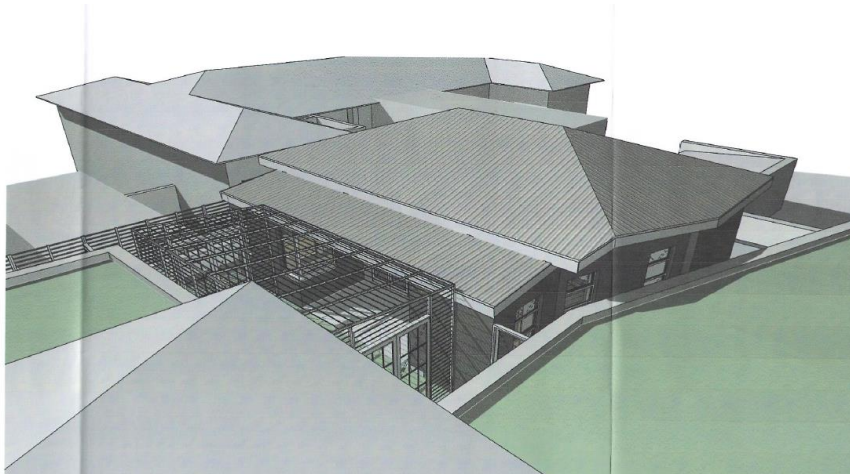
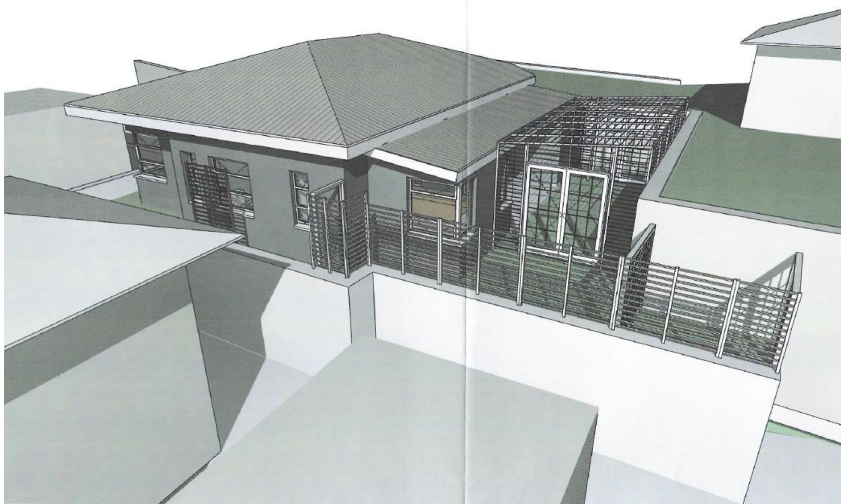


Diagram 7: Conceptual Illustrations as seen from the General Hospital Ramp



- 14) **Proposed Building Material & Colour Scheme:** Although building materials have been in this initial phasing identified as blockwork with IBR roof, it is proposed that the build materials be subject to a **Value Engineering Process**¹ at the time of detail designs (Full Planning Application). This should then also include specifics regarding **external finishing** with the view to suitably blend it within the overall Hospital Complex.
- 15) **Building Control Requirements:** The Building Inspector was requested to conduct a preliminary assessment of building layout (as submitted). He provided his *approval in principle* with the comment that Fire and Rescue Services be involved during (and possibly before) Building Control Stage. The layout plans otherwise appear to meet the requirements of the St Helena Building Regulations without any major concern detected. The Applicant confirmed that the Building Plans will be submitted for approval based on the St Helena Building Regulations and will meet safety requirements as well as aspects such as disabled access / facilities.
- 16) **Drainage:** the floor layout does not currently indicate details relating to Drainage both in terms of Sewage as well as Storm-water Management. These details will have to be submitted during Full Development Permission Stage should this Outline Planning Application be approved.
- 17) **Water Infrastructure:** Water can potentially be supplied to the site – although details have not been provided at this stage and would be required in the Final Design Stage.
- 18) **Electricity:** The electricity Section of Connect St Helena has raised concern over this particular site due to the **Main Underground High Voltage Lines** traversing the site. Following discussion, Connect indicated that this may potentially be realigned or alternatives be considered, but would potentially result in significant added cost to the project, which the Applicant will have to carry. Ultimate feasibility of realignment cannot be guaranteed prior to in-depth engineering investigation. This matter should however be satisfactorily addressed during Full Application stage should principle (outline) approval be granted.
- 19) **Parking:** LDCP Policy RT7 states clearly that development in the Jamestown Historic Conservation Area is *exempt* from any parking restrictions that would generally be required elsewhere. Although a “Parking Option” has been submitted by the Applicant for Maldivia Road, it was confirmed that this does

¹**Value Engineering** is used to solve problems and identify and **eliminate unwanted costs**, while **improving function and quality**. The aim is to increase the value of products, satisfying the product’s performance requirements at the lowest possible cost.

not form part of the Application and is merely indicative of a potential long-term vision for the Hospital Complex at large. It is also worth noting that due to the envisaged Use of the Building, it is not expected to attract significant numbers of additional patients, visitors or staff to the Hospital / Unit – which would result in added parking requirements.

C. LEGAL FRAMEWORK

- 1) In accordance with Section 23(1) of the LPDC Ordinance, 2013, the Governor-in-Council DIRECTS the **Chief Planning Officer to refer to the Governor-in-Council** all Applications for Development Permission which proposes (Point 7) the development of buildings or sites, which are (or are proposed to be) used for (a) the provision of **medical, dental or other health services, including facilities for custodial, sheltered or otherwise supervised, accommodation of the elderly or of persons who suffer psychiatric or psychological illness or disorder.**
- 2) **Section 17 (a)** reads: Outline Development Permission, the effect of which is to give **Approval in Principle** to the proposed development which is the subject of an application, but not to permit (except to the extent, if any, allowed by conditions attached to the permission) commencement of development to take place.

D. POLICY FRAMEWORK

- 1) **Intermediate Zone Policy IZ1** relates to the building in terms of the Scale, Proportion, Details, etc. as well as in terms of the ability to supply necessary infrastructure and minimise impacts of excavations, etc.
- 2) **Built Heritage Policies** are relevant due to the fact that the new structure is in close proximity to Listed Buildings as well as located within the Jamestown Conservation Areal.
- 3) **LDCP Strategy 2.4 (vii):** There will be a **presumption in favour of** social and recreational infrastructure, **including healthcare** and education, appropriate to the projected increase in population and visitors;
- 4) **LDCP Policy 17.3 on Social Infrastructure:** The policies seek to ensure developments are, as far as possible, non-discriminatory in their design and use **facilitate the provision of appropriate healthcare and secure welfare premises;**
- 5) **LDCP Policy SI.2** Development Permission will be granted for **Expansion of the Jamestown Hospital...**

E. PLANNING OFFICER'S COMMENTS AND RECOMMENDATION

- 1) Developable Land is scarce in Jamestown and specifically in the vicinity of the hospital. Land should be utilised more efficiently where possible (through a process of infilling and densification) and also with the view to optimise use of existing infrastructure². This is a primary objective supported throughout the LDCP Policy. The identified site can currently be seen as **Underutilised** and it would be good planning practice if utilised more effectively.
- 2) In terms of the proposed Land Use, it is in in close proximity (effectively surrounded) by the Health Care Facilities and forms an integral part of the Jamestown Hospital Complex. The envisaged Land Use (Mental Health Unit) is **Compatible** and thus appropriate in relation to the surrounding area (supported by LDCP Policy IZ1);
- 3) The SHG Health Directorate has provided extensive and exact specifications to meet all the **objectives** required for an **Acute Secure Mental Health Inpatient Unit**. The scale, size and layout are therefore much defined by these requirements meet the objectives of **Policy 17.3**.
- 4) The proposed development falls within the **Jamestown Intermediate Zone (IZ1 Policies)** where significant development as well as a large **diversity of land use** (including **Social Health Care Facilities**) is generally permitted and aim to meet objectives relating to Proportion / Scale, etc. to accord with **Policy IZ1(a)**. In this instance the building will fit into the area as it has the similar building footprint and style than for example St Johns Villa, similar roof-profiles and effectively surrounded by significantly more grandeur buildings. It is located at the rear, and almost hidden from view. Although the building will feature significant unattractive external fencing, it is not deemed to have any negative impacts on surrounding neighbourhood due to its "hidden location".
- 5) Meeting the **Intermediate Zone Policies relating the Infrastructure Provision**, the site is serviceability (infrastructure) due to its location however there may be a concern over the existing electricity infrastructure on the site. Although viability is potentially proven, feasibility (i.e. relating to potential cost implication due to realignment of infrastructure – will have to be established). This was discussed with the Applicant who confirmed that this matter will be further explored and details provided during Full Application Stage (if this Outline Application is approved).
- 6) The land also falls within the **Jamestown Historic Conservation Area** and to this end requires consideration specifically from a historic conservation point of view – considering its impacts on existing historic assets and their settings and

² Scale of Economics apply: existing infrastructure supply the optimum measure of development

ensuring accordance with the Built Heritage Policies. These can potentially be met through proper mitigation of specifically relating to external appearance - Ultimately, the External Appearance will have to tie in with the surrounding Complex – in terms of finish (colour scheme and rendering). This is however regarded viable and details thereof can be provided during Full Application Stage.

- 7) The Land could hold some **Archaeological Value** (potentially unidentified artefacts) and therefore may require an inspection regime (such as a Watching Brief) both during excavation of the site (Site Preparation) and during construction – this is however a matter which could be conditioned as part of Full Development Permission.
- 8) The Site is accessible, however in order to Construct on the site, **Excavation** may be required – including demolition of the existing stone wall and widening of the pathway and taking away of landscaping area in front of St John's Villa – the impacts and practicality of this should be considered during the Full Application Stage if principle approval is provided.

RECOMMENDATION:

Based on the Assessment above, it is advised that the Land Development Control Authority Recommend to Governor-in-Council that Outline Development Permission (Permission in Principle) be GRANTED subject to the following Conditions:

- 1) **Permission:** This **Outline Permission** will lapse and cease to have effect on the day, 1 years from the date of this Decision Notice unless an Application for Full Development Permission has been submitted by that date – extension may be requested with written approval from the Authority.
Reason: required by Section 31(1) of the Land Planning and Development Control Ordinance 2013.
- 2) The Application for **Full Development Permission** referred to in Condition (1) above shall include:
 - a) Details with regards to the Demolition of the Existing Structure on site and potential relocation of the Portacabin (and others if necessary);
 - b) Details with regards to Site Preparation and Excavation, including potential impacts on the Access (pathway) from the Main Road as well as the Retaining Wall(s) and Garden Area of St John's Villa both during construction and thereafter;
 - c) Final Building Designs, Exterior Finishing (Materials and Colour Schemes) as well as Landscaping Details;

- d) Complete Infrastructure Service Supply Drawings (Water, Sewage Handling, Storm-water Management (roofs and hard surfaces) as well as Electricity Supply);
- e) Details regarding Management of existing on-site Electricity Infrastructure and possible realignment thereof to ensure continued short-term (i.e. during potential realignment) as well as long-term service provision to the Hospital Complex as a whole.

Reason: to ensure Appropriate, Sustainable and Sensitive Implementation of the site in accordance with LDCP Policies relating to the Intermediate Zone and Jamestown Conservation Area .

Note: Conditions relating to aspects such as Construction Management Plan and Archaeological Watching Briefs will be set as part of the Final Development Permission if and where considered necessary.

Right of Appeal: If you are aggrieved by this decision you may, within 28 days of the date of this Notice, appeal to the Land Development Appeals Tribunal, with payment of a fee of £150, addressed to the Clerk of the Tribunal, using the prescribed form which is available from this office.