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By Liv Rickman at 5:52 pm, Jan 31, 2024



# Planning Statement

Integrated Health and Social Care Centre  
at St Mary's Hospital, Hospital Lane,

Hugh Town St Mary's Isles of Scilly TR21 0LQ

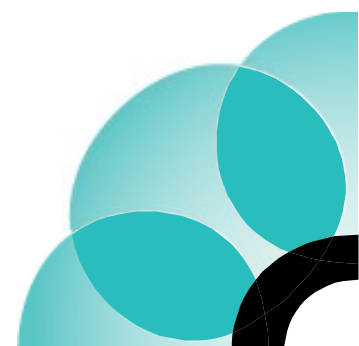


On behalf of The Cornwall Partnership NHS Foundation Trust

January 2024

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# 1. Introduction

Situ8 Ltd have been instructed to act on behalf of Cornwall Partnership NHS Foundation Trust to write a supporting Planning statement for the Integrated Health and Social Care Centre at St Mary's Hospital, Hospital Lane, Hugh Town St Mary's Isles of Scilly TR21 0LQ (hereinafter referred to as 'the site').

The Council of the Isles of Scilly (CIOS) is England's smallest unitary authority serving a population of just over 2,000 people. It's responsibilities cover a wide range of statutory duties including, operating the island's airport; providing water, waste and sewerage services; Children's and Adult's Social Care including residential and domiciliary care services (Park House) and education. Service delivery is challenging and proportionately more costly given the geographic isolation, dispersion of individual inhabited island communities, the very low Council Tax & Business Rates base, an ageing population and some of the lowest wages in the UK.

Over the last few years, it has become apparent that the Council owned and run care home, Park House, on St. Mary's Island, needs to be replaced. In 2019 a business case was produced that was aimed at developing a sustainable model for the long-term provision of health and social care services on the Isles of Scilly, encompassing community health, adult social care, urgent care and primary care. This envisaged the building of a new care home on land owned by the Duchy of Cornwall adjacent to the St Mary's Hospital site.

This report is a summary of all the surveys and reports and planning policy which have been required to help inform the final design and layout of a new integrated health and social care centre.



## 2.Site and Contextual Appraisal

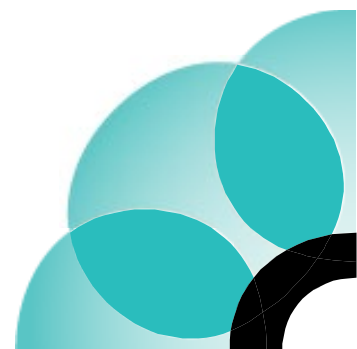
### 2.1 Location and site appraisal

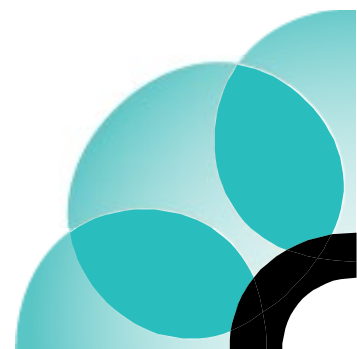
The site comprises St Mary's Hospital and associated parking and turning and an established ornamental garden and shrubs forming the landscaping, in the north-west part of the site. Land to the southwest owned by the Duchy and currently used for storage purposes and some hens. Pasture grassland dominates the field to the south-west of the site with associated evergreen hedges.





## 2.2 Site photos





## 3. Site investigation

### 3.1 Ecology

James Faulconbridge was commissioned to carry out the Preliminary Ecological Assessment and Preliminary Roosting Assessment on this site and the Biodiversity Net Gain (BNG) achieved as a result of the proposed landscaping proposal. The full survey accompanies this application, and this is just a snapshot.

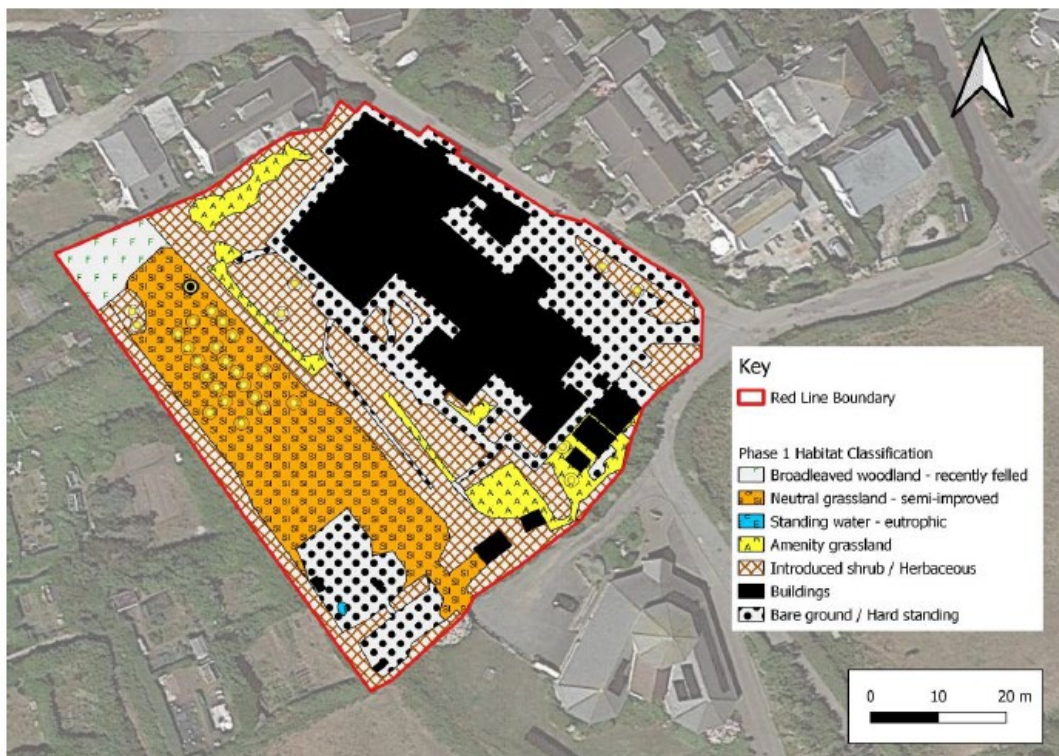
The proposals would result in the removal of a portion of the existing pasture field and the hospital gardens in order to construct the extension. The development would also necessitate the remodelling of the external space including new hardstanding and access areas, as well as new landscaping. Boundary walls and hedges would be retained.

The proposals have the potential to impact upon bats and nesting birds, in the absence of measures to control this. There would be a short-term decrease in the availability of suitable nesting habitat for breeding birds as the new landscaping establishes – this could be addressed through provision of habitat boxes. The potential for roosting bats to make use of onsite buildings is low; however further surveys to characterise this would be required to accord with Best Practice Guidance.

The buildings have been surveyed and whilst further surveys have been recommended the initial inspection has indicated that the buildings have either low or negligible bat roosting potential with the exception of the main hospital roof which may have minor opportunities which may be suitable for day or transitional roosts only.

We will adhere to the recommendations of this report and the proposed Landscape plan indicates the bat and bird boxes, solitary bee boxes and hedgehog boxes, as well as timings of works to avoid impacting nesting birds and that suitable lighting and boundary treatment is proposed.





**Map 03** – Showing the broad habitats identified within the site. Reproduced in accordance with Google’s Fair Use Policy.

In this instance, the significant increase in BNG (+29.17%) is considered to represent a significant over-delivery in biodiversity enhancement which would compensate for the minor infringement of the Trading Rules.

It is also noted that the Trading Rules are a specific requirement of the BNG system and whilst they should be met as part of a statutory BNG requirement, they are not necessarily required to demonstrate a measurable net gain in compliance with Local Plan policy OE2.

### 3.2 Tree survey

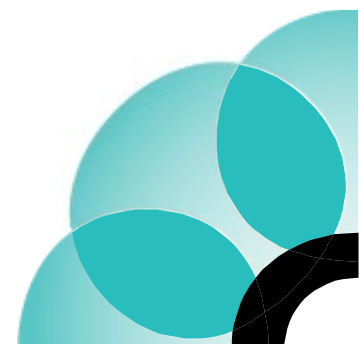
Evolve Tree Consultancy were commissioned to carry out a Tree Survey, Arboricultural Constraints Analysis, Tree Constraints Plan, Arboricultural Impact Assessment and Tree Protection Plan January 2024. The full report accompanies this application, and this is a snapshot of the findings.

There are few trees of any significance on the site even given the difficult growing conditions

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experienced on Scilly. The overall arboricultural impacts of the proposed development are moderate. Consequently, the proposal does not conflict with either local or national planning policies.

### 3.3 Ground investigations

Wheal Jane Consultancy was commissioned by Community 1st to undertake an environmental risk assessment for a proposed development. Their full reports accompany this application, and this is a snapshot of their findings.

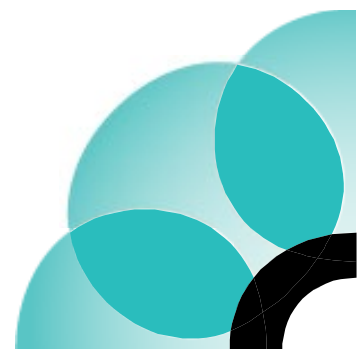
In the earliest available mapping, from the late 19th Century, the site consisted of an agricultural field. The hospital was constructed on the site during the mid-20th century, and has undergone minor extensions since this time, with no significant changes.

In the late 19th century, the surrounding area consisted of agricultural fields, Hugh Town to the NW, Old Town to the SE, and a fortified area c. 800 m W. The nearby settlements of Hugh Town and Old Town grew in the mid-late 20th century, with a power station, and refuse tip & incinerator being constructed at this time.

#### Recommendations:

Based on the proposed indicative site plan no further action is required with respect to land contamination.

- Given the proposed Care Home end use and location within a higher probability radon affected area, consideration should be given to the installation of radon protective measures. Alternatively, it may be prudent to undertake a course of radon monitoring for a site-specific assessment.
- It is recommended that a copy of this report be submitted to the Local Authority for checking, prior to commissioning any further work which may be required.
- In the event unexpected contamination is found during development, work should cease until the material can be identified and remediated appropriately.
- All site workers should be equipped with the correct PPE and have undertaken suitable risk



assessments, job safety and environmental analysis before work commences.

- Waste material to be removed from site should be handled by a suitably licensed waste contractor.

It can be concluded that this site is suitable for its intended future use and that no further investigation will be required with respect to land contamination.

## 3.4 Flood Risk Assessment, surface and foul water drainage

The foul and surface water strategy has been undertaken by Engineering and Development Solutions (EDS) and the report accompanies this application and this is a snapshot of their findings.

Environment Agency (EA) indicative flood mapping shows that the development site is located entirely within Flood Zone 1; at little or no risk from tidal or fluvial flooding and is therefore suitable for all types of development. The development proposal is for a new care facility to be constructed on land behind the existing hospital. Therefore, further consideration of surface water drainage has been undertaken.

The preferable surface water drainage solution for the site would be to drain all surface water runoff from the development using infiltration. The overall results between both trial pits indicate that infiltration is poor.

Based on the above, it is clear that the only option is to discharge the surface water originating from the development directly into coastal waters.





The existing surface water drainage systems accommodating the existing Hospital will remain, this design proposal is for the additional extension only.

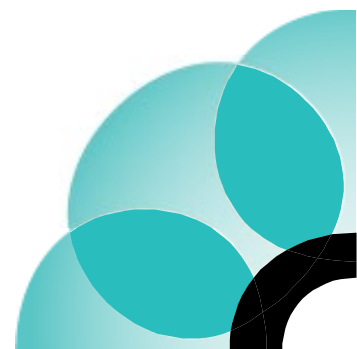
The primary drainage solution for the foul water produced from the development would be a direct connection to the combined public sewer network. We have written approval from Southwest Water confirming the acceptance of foul water into the sewer network. This allows for the connection of foul waste only.

### 3.5 Heritage

A Heritage Impact Assessment has been prepared by Portico Heritage to support the submission for planning permission for the new Integrated Health & Social Care building as part of St Mary's Hospital on Hospital Lane, St Mary's, Isles of Scilly.

The full assessment accompanies this application, and this is just a snapshot of the findings.

Whilst the hospital is not listed, Circus Field, close by to the southeast, contains a Scheduled



Ancient Monument: Platform Cairn on Northern Peninnis Head. The whole site also lies within the Isles of Scilly Conservation Area. There are a number of other designated heritage assets in the vicinity, including Grade II listed Buzza Tower and the Scheduled Round Cairn with Funerary Chamber on Buzza Hill.

The prominent position of the hospital on the hill overlooking the town means that any extension will need to sit comfortably in the wide panoramic views, particularly from the Garrison, to ensure that it sits comfortably within the overall composition and within the context of the other important buildings within the town.

The proposed new extension will create a large new mass in views across Porthcressa Beach and St Mary's Sound which will be relatively prominent and of a scale that is unusual on the Islands. However, its visual impact will be mitigated by screening the lower level through planting and landscaping.

As one of the key 'civic' buildings on the Islands, this also mitigates the sensitivity of being able to see the building in longer views – It could be argued that it forms a group with other highly visible civic buildings and structures on the Island – Hugh House, Harbour Quay, Town Hall, Church, Airport Terminal and the Hospital.

With regards to the setting of Buzza Tower and the wider conservation area, the scale of the proposals, particularly where views of the lower level are prominent, will make them visually obvious. In terms of impact on heritage significance and setting this will be considerably mitigated by materials and overall height as well as any landscape conditions.

Overall, the proposals have attempted to strike a balance between the health care needs of the Islands with the impact of any proposal on its surroundings. Even if a small element of less-than-substantial harm is identified through the scale of the proposal, we believe that this has been adequately mitigated to allow for a balanced judgement to be reached when considering the substantial public benefits that the proposals will deliver. It is concluded that the proposals meet the legislative, national and local policy requirements and guidance relating to the historic built environment.



## 3.6 Landscape Visual Impact Assessment

This appraisal has been undertaken by Director Patricia Hawes, Director of Mei Loci Landscape Architects, a Chartered Member of the Landscape Institute. The full report and appendices accompany this application, and this is a snapshot of the findings and its recommendations.

An increase in traffic during construction and operation is likely to reduce the semi-tranquility of the immediate character setting and impact visual amenity. However, standard mitigation strategies for construction can be adopted and both construction and operational traffic restricted and limited to areas as agreed by a subsequent management plan. A slight increase in traffic during operational phase is expected.

This LVIA concludes that although the proposed development will result in an increase of built form compared to the existing condition, this does not present an overall negative effect of change to the landscape or visual amenity in the long term, due to the context of the townscape setting of Hugh Town, and once mitigation and enhancement measures are in place.

## 3.7 Archaeology

The Written Scheme of Investigation has been written by (WSI) by Charlie Johns, Heritage Specialist, for archaeological recording during groundworks in order to avoid a pre-commencement condition which will result in unnecessary delay to any build. The full report will be made available prior to decision to avoid a pre-commencement condition.

Comparatively few archaeological finds have been reported in the vicinity of the site. Although there was no formal recording in place, no finds of archaeological interest were reported during the construction of the Hospital in 1939 or the Health Centre in 1999. It is concluded that the potential of the application site is for archaeological discoveries is assessed as 'low to moderate'.



## 4.Planning Policy & Guidance

We have referred to the following policies and used them to inform the design and layout of the proposed extension.

### 4.1 National Planning Policy Framework 2023

This guidance is material to the consideration of this application and the following paragraphs have been considered as part of this application.

Para 8. Three overarching objectives in order to achieve sustainable development.

Para 11. Is a presumption in favour of sustainable development.

Para 96. Planning policies and decisions should aim to achieve healthy, inclusive and safe places and beautiful buildings which: c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

Para 97. To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should: b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

Para.100. To ensure faster delivery of other public service infrastructure such as further education colleges, hospitals and criminal justice accommodation, local planning authorities should also work proactively and positively with promoters, delivery partners and statutory bodies to plan for required facilities and resolve key planning issues before applications are submitted.

101. Planning policies and decisions should promote public safety and take into account wider security and defence requirements by: a) anticipating and addressing possible malicious threats and natural hazards, especially in locations where large numbers of people are expected to congregate...this includes health establishments.

109. The planning system should actively manage patterns of growth in support of these

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objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health.

123. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land. The site is partly garden to the existing hospital.

127. Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to: b) make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality-of-service provision and access to open space.

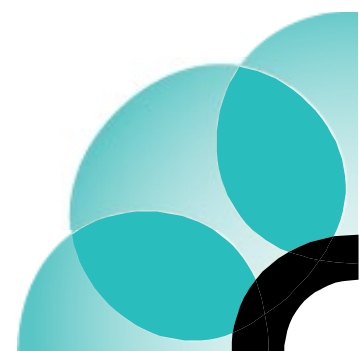
## 4.2 Isles of Scilly Local Plan 2015 – 2030 (March 21)

**Policy SS1** Principles of Sustainable Development, states that development proposals will be permitted where they make a positive contribution to the social, economic and environmental needs of the Isles of Scilly in a manner that does not compromise the ability of future generations to meet their own needs and to enjoy the islands outstanding environment.

**Policy SS2** Sustainable Quality Design and Place-Making, states that development will not be permitted if it is considered to be of poor or unsustainable design. New development must be of a high-quality design and contribute to the islands' distinctiveness and social, economic and environmental elements of sustainability.

**Policy SS6** Water and wastewater management

**Policy SS9** Travel and Transport. We don't propose to increase the number of car movements once the facility is up and running. Initially there will be construction vehicle movements for a 10-month period which will be managed through a CEMP.



**Policy SS10** Managing Movement, This policy states that if a development has the potential to generate vehicular movements and car parking it will be permitted provided that: a) provision is made to support and promote the use of sustainable transport such as walking, cycling and electric vehicles, where appropriate; b) it does not have an adverse impact on the function, safety and character of the local highway network; and c) an appropriate level of off-street cycle and car parking and electric vehicle charging is provided, taking into account the scale and type of development and the accessibility of the location to facilities and services. There are four spaces on site and a drop off point for the ambulance and other visitors. We have not proposed an electric charging point, but this can be investigated by the hospital as part of an overall feasibility study. The care home which is relocating currently has no parking and we do not envisage there being significant issue with access to the hospital which is well served by a bus service and taxi service. There is room on the site to store cycles shown in image below.



Once we have completed this construction there may be opportunity to provide more secure cycle storage and deliver this through another funding stream.

**Policy OE1** Protecting and enhancing the landscape and seascape, states that development will only be permitted where it aligns with the statutory purpose of Areas of Outstanding Natural Beauty (AONB), and therefore conserves and enhances the islands' landscape, seascape and scenic beauty. Development must take into account and respect:

- a) the distinctive character, quality, scenic beauty and sensitivity of the landscape and seascape.
- b) the undeveloped and special character of the Heritage Coast.
- c) other qualities, such as important features and views, dark skies and tranquillity, and having regard to the AONB Management Plan.

and d) the Isles of Scilly Landscape Character Study and any successor or associated documents

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**Policy OE2 Biodiversity and Geodiversity.** We propose a detailed landscaping scheme which aims to increase the biodiversity of the site achieving a significant increase in BNG (+29.17%) which is considered to represent a significant over-delivery in biodiversity enhancement of the required 10%.

**Policy OE3 Managing Pollution** – we do not envisage creating any additional pollution. In fact, the renewable energy measures and the better insulating values of the windows will ensure lower heating requirements will result in less carbon emissions.

**Policy OE4 Protecting Scilly's Dark Skies.** We are currently not proposal outdoor lighting but would welcome a planning condition which requires details should there be a proposal to propose any. We are not proposing to illuminate the grounds or other external areas at night, and external lighting will be limited to areas where required for safe access and emergencies as required by Building Regulations.

**Policy OE5 Managing Waste.** - There is an existing waste strategy for the hospital, and we have submitted a revised statement dealing with the pre and post construction phases.

**Policy OE7 Development affecting Heritage,** states that great weight will be given to the conservation of the islands irreplaceable heritage assets.

Proposals causing harm will be weighed against the substantial public, not private, benefits of the proposal, and whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long-term use of the asset. The proposal has been assessed as having less-than-substantial harm through the scale of the proposal, however on balance this is outweighed by substantial public benefit.

## 4.3 Isles of Scilly Design Guide 2006

- Sustainability checklist – we have been mindful of these aims and objectives through our design review.
- Site appraisal and layout have been informed by a landscape visual impact assessment. The site is very tight and does not present many options. We have proposed the best fit



approach taking account of short- and long-range views and whilst some harm has been identified to the landscape setting, we consider that this is outweighed by the significant public benefit of enabling the care home to stay on the island and serve its elderly population.

- There is no neighbour impact.
- The surface water discharged from the site will be piped to the beach which would be routed via a rainwater harvesting tank located where the allotments are sited, which will enable the gardening community to access water for their gardens.
- The site benefits from dense hedges on three sides which will be enhanced through a landscaping proposal which aims to introduce more native species to the site. We have proposed bat, bird, solitary bee and hedgehog boxes throughout the site.

## 4.4 A Sustainable Energy Strategy for the Isles of Scilly

The vision for residents and organisations alike on Scilly should be to minimise energy requirements and then meet most energy needs from renewable resources. Building design, the type of energy sources used for generating electricity and heat plus the choice of fuel for transport will all play a part in helping to achieve such a vision.

The report concludes that the nature of energy use and abuse is such that any decisive measures will require co-operation across and beyond Scilly, involving individuals and groups from public, private, voluntary and community organizations. The Council of the Isles of Scilly will seek to establish and maintain partnerships with organizations over a range of sectors.

The existing hospital is reliant upon oil fired boilers for heating and electric and the water usage un-metered. We propose to make use of renewable energy sources and this extension presents an opportunity to use Air Source Heat Pumps and solar panels which will both assist in lowering the running costs of the overall facility and help reduce Carbon emissions in line with planning policy



and guidance.

## 4.5 Article 4 Directions

IOS Article 4 Direction 1998 this removes the right to provide a temporary structure (building or movable structure) in connection with a development project. This does not include works, plant and machinery.

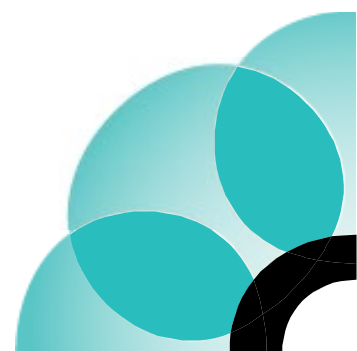
We will be submitting a parallel planning application for the temporary use a nearby field to be used for storage of materials.



## 5. Need for the facility.

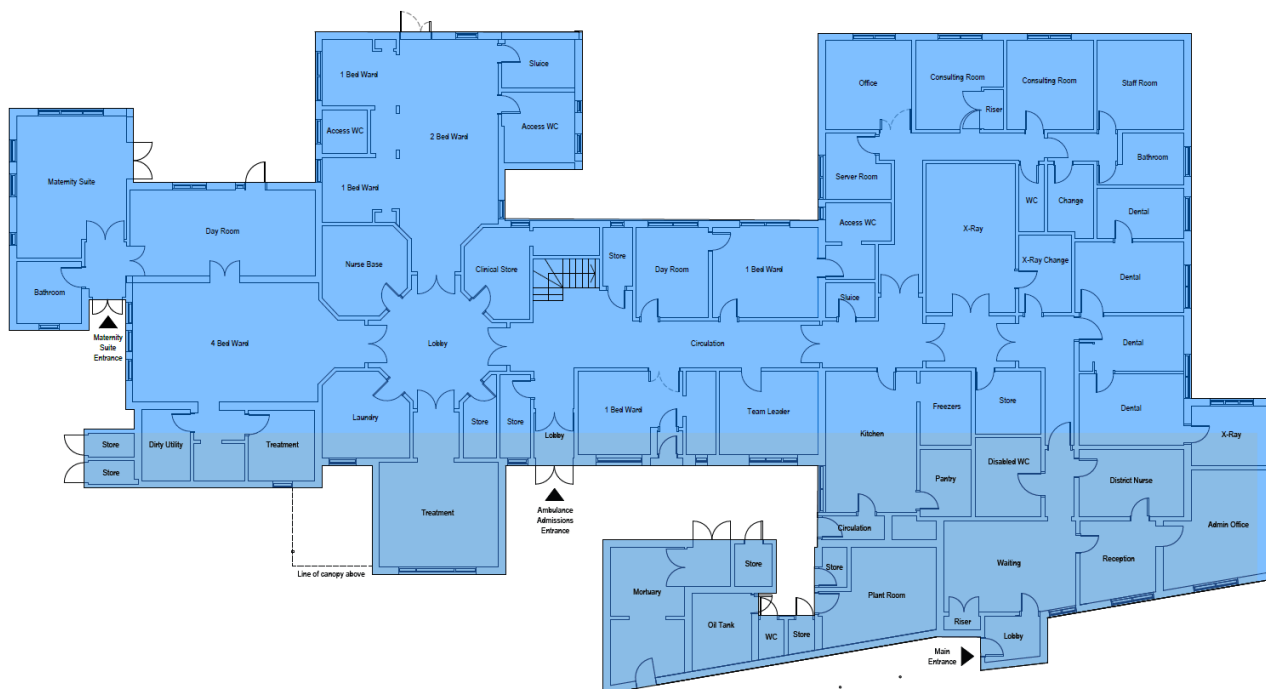
The scheme is critical to ensuring the adequate provision of healthcare on the islands and to prevent the closure of Park House (the current care home) and the transfer of care home services to the mainland meaning that islanders would be forced to spend their final years apart from their community. In January 2023 a Care Quality Commission (CQC) report stated that areas of Park House “were no longer adequate to meet the needs of the service” and that the Council agreed that “the care home is not fit for purpose in size or amenities it offers.

The investment will create a single asset that will enable seamless movement between the different healthcare settings and facilitate a single workforce which will mitigate the critical workforce issues currently prevalent on the islands. This outcome will ensure the long-term sustainability of health and social care services on the Isles of Scilly. In addition, the new facility will include modern digital consulting capability so that fewer patients have to travel to the mainland for appointments and, similarly, fewer consultants need visit the islands to see their patients.

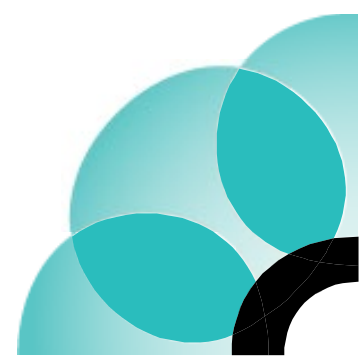
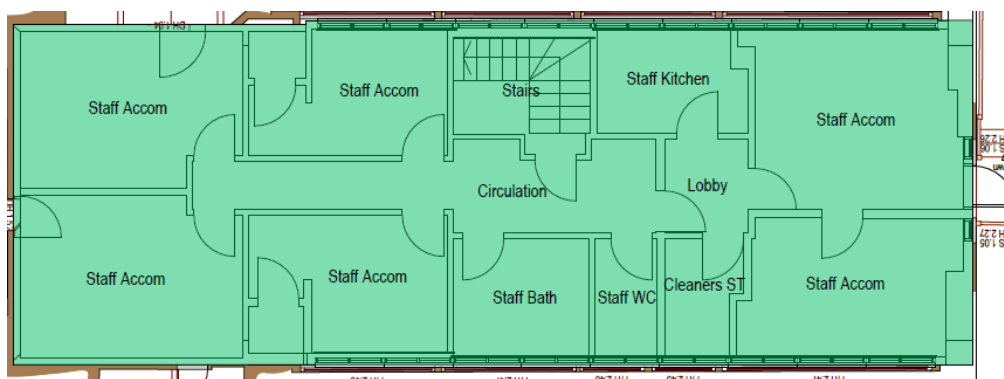


## 6. Proposed development

The Existing Hospital has 8 patient ward spaces and 2 single bedrooms and other hospital facilities.

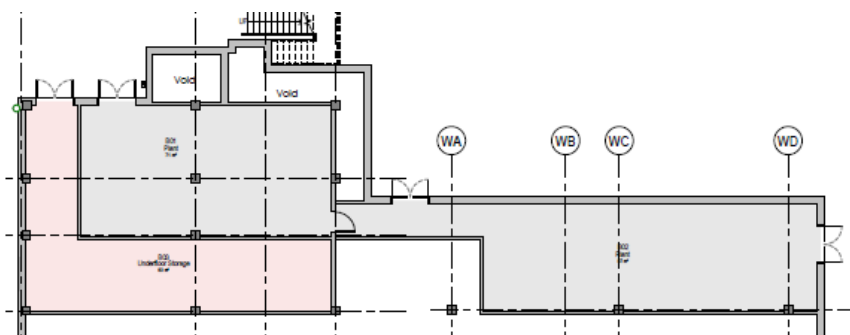


The Staff facilities include 4 bedrooms a kitchen dining room and lounge and other staff facilities.



The proposed extension is formed of two parallel wings that sit perpendicular to the main original hospital protruding to the southwest. These have been positioned and designed to ensure that all patient services and rooms are on a single level and that they interconnect into the existing hospital building in the most effective manner.

The proposed hospital refurbishment and extension will create two new hospital wards with 8 patient spaces and 2 single bedrooms and other hospital facilities including onsite staff accommodation including 4 bedrooms and associated facilities and in addition will include 12 new bedrooms (6 single and 6 double) with ensuite bathrooms for care home use.



*Lower ground floor – plant room*



*Ground floor – the hospital and care home facility*

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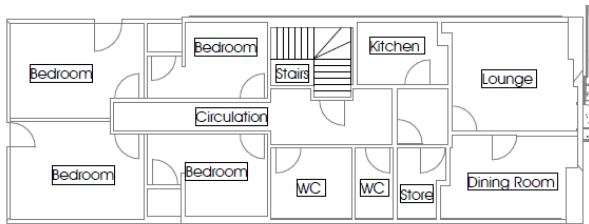
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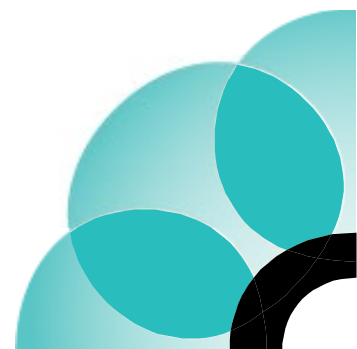




*First floor – staff accommodation*

A Design Statement by Bluesky Architects has been prepared which accompanies this application which discusses the design and layout of the proposal in more depth.

A full landscaping proposal has been submitted which has focused on improving the biodiversity of the site and assisting in helping the extension blend into its landscape setting.







## 6.1 Residential amenity

There is no intervisibility between the proposed extension and any nearby dwellings. Land to the southwest is allotments, land to the southeast is part of the health centre and land to the northwest is a considerable distance in excess of 30 metres from the site and partially blocked by the hospital itself and intervening shrubs and boundary wall.



## 7. Conclusions and recommendations

We trust that the information given within this report and the attached plans demonstrate that our client is very keen and committed to providing a much needed viable hospital and care home centre to meet the needs of the Isles of Scilly.

We have endeavoured to take account of all the relevant planning policy and carried out extensive survey work in order to address any potential issue which could be associated with this site. We have proposed a sensitively designed development which takes account of the important national and international land designations together with the local vernacular. It has been concluded in the heritage and landscape appraisals that's whilst there is some harm caused to the landscape setting overall on balance this is outweighed by substantial public benefits and increased biodiversity on the site.

We trust that you will support this proposal, and we look forward to implementing the scheme in the near future.

