

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

*Winchester City
Council*
Planning Department
Development Control

Committee Decision

TEAM MANAGER
SIGN OFF SHEET

Case No:	07/02366/FUL	Valid Date	1 October 2007
W No:	06972/47	Recommendation Date	
Case Officer:	Mr Dave Dimon	8 Week Date	31 December 2007
		Committee date	13 December 07
Recommendation:	Application Permitted	Decision:	Delegated Decision

Proposal :	Erection of six bed hospice with communal space and a hydrotherapy provision; first floor accommodation with office and meeting space with plant rooms and storage
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Site:	Naomi House Stockbridge Road Sutton Scotney Winchester Hampshire
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Open Space Y/N	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
NO	Y/N	Y/N	Y/N	Y/N	Y/N	Y/N

COMMITTEE ITEM SIGN OFF		
<p style="text-align: center; margin: 0;">APPROVE</p> <p style="margin: 0;">Subject to the condition(s) listed</p>		
	Signature	Date
CASE OFFICER		
TEAM MANAGER		

AMENDED PLANS DATE:-

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Item No:	Item 4
Case No:	07/02366/FUL / W06972/47
Proposal Description:	Erection of six bed hospice with communal space and a hydrotherapy provision; first floor accommodation with office and meeting space with plant rooms and storage
Address:	Naomi House Stockbridge Road Sutton Scotney Winchester Hampshire
Parish/Ward:	Wonston
Applicants Name:	Wessex Children's Hospice Trust
Case Officer:	Mr Dave Dimon
Date Valid:	1 October 2007
Site Factors:	Sutton Scotney Conservation Area Conservation Area
Recommendation:	Application Permitted

General Comments

This application is reported to Committee at the request of Wonston Parish Council, whose letter is appended in full to this report

Site Description

Naomi House Children's Hospice forms a part of the extensive grounds of Sutton Manor, which lies on the west side of the village of Sutton Scotney and is within the conservation area.

The application site itself is not however within the conservation area and is set between the existing hospice site and the A34 which is in a cutting at this point, with a bund to the top of the cutting and tree planting along the embankment. It comprises a triangle of land that adjoins the west side of the existing hospice and extends southwards from a point adjoining the A30 in the north where it crosses the A34 trunk road.

The site is generally flat and extends to 0.657 hectares, with the east and west boundaries being defined by existing tree screens that separate the plot from the existing hospice building and the A34 respectively, whilst the southern boundary is presently marked by a simple post and wire fence that separates it from the larger field to the south.

A feature of the site is the belt of trees that separates it from the existing hospice building and it is proposed that these trees be breached only at the northern end to gain access to the site from the existing hospice car park.

Access to the existing hospice is from Stockbridge Road which links from the A30 to the village centre. The existing hospice access and car park is screened from the A30 by a narrow belt of trees.

Proposal

The proposal is for the erection of an additional hospice facility providing 6 bedrooms for adolescent patients in a two-storey and part single-storey building, to be set between the existing children's hospice and the A34. The facility will be physically independent of the existing building and includes reception and communal areas on the ground floor as well as patient rooms, new hydrotherapy pool, kitchen, dining, visitors' suite and bereavement suite, whilst the first floor accommodation provides office space, stores and meeting rooms for administration as well as accommodation for relatives.

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

The two-storey building is set parallel to the A34 with parking along the boundary of the site adjacent to the top of the cutting. It extends almost to the southern boundary of the site and at the northern end a single-storey section forks to run parallel with the tree belt and enclose a formal garden area between the two parts of the building.

Relevant Planning History

- W06972/26** Children's Hospice with associated access car parking and landscaping (Outline), Sutton Manor Nursing Home, Stockbridge Road, Sutton Scotney SO21 3JX - Permitted 05/01/1995.
- W06972/28** Children's Hospice with associated car parking and landscaping (Details in compliance with 06972/26 Outline), Sutton Manor Nursing Home, Stockbridge Road, Sutton Scotney SO21 3JX - Permitted 25/05/1995
- W06972/46** Single storey extension to form mortuary facilities; alterations to provide additional guest accommodation with roof space and 6 no. additional parking spaces, Naomi House, Stockbridge Road, Sutton Scotney SO21 3JE - Permitted 09/09/2005

Consultations

Conservation:

The site is just outside the Sutton Scotney Conservation Area, to the west of Sutton Manor and borders the A34. The proposal is considered to be well conceived and the development will be partly screened from the parkland of Sutton Manor by a row of mature trees. The contemporary design will complement the existing hospice building. Conservation has no objection to the scheme and recommends approval, subject to the approval of materials at the condition stage.

Engineers: Drainage:

Applicant proposes to use existing treatment plant to dispose of foul water, which is acceptable provided that it has the capacity to accept the flow that the development will generate.

Applicant should check with the EA to ensure that their volumetric consent to discharge from this development will not be exceeded.

Storm water to go to soakaways, which is satisfactory subject to building regs approval being granted.

Engineers: Highways:

In order to minimise any disruption to the existing hospice during the construction period, the applicant is proposing a temporary access to the A30 as shown on the application drawings.

Whilst this does not fully meet standards with regard to visibility, this is only in the less critical direction. As such, due to the temporary nature, the location of the access is acceptable.

The applicant has also submitted a Green Travel Plan, which contains some good incentives to reduce reliance on the car. This is commendable.

In view of the above, the application is acceptable from a highway point of view and, should the submission be approved, a suitably worded condition to cover the implementation of the GTP and the requirement for stopping up and abandonment of the temporary access once the hospice is opened should be included. (See Conditions 7 & 9)

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Environmental Health:

Having read the report, I am satisfied that its conclusions will adequately address the issues identified. The proposed layout of the site, localised screening, internal layout, glazing with appropriate sound insulation properties as detailed, an attenuated mechanical extract ventilation system and supply grilles will provide sufficient attenuation of road traffic noise inside the building.

Strategic Planning:

No comment at time of writing report.

Landscape:

The proposal accords with advice given at pre-application stage.

Environment Agency:

This application has been assessed as having a low environmental risk.

Highways Agency:

The Highways Agency does not object to the proposal provided that adequate acoustic attenuation measures are specified adjacent to the A34 (T). (See condition 3)

Southern Water:

No adverse comments.

Urban Design

This is a well thought out scheme, which has responded to the constraints and opportunities of the site. A considerable constraint is the A34 (along the western boundary) which is in a cutting but still very noisy. It has therefore been necessary to contain and protect a tranquil and semi-private space by a two-storey single aspect building.

The contemporary architectural language is interesting and will be attractive when arriving at the entrance from the existing hospice and when viewing the building from the A30 bridge over the A34. Close up there will be some colourful and vibrant elements which will be appreciated by young people. The row of Norway Maples along the east of the site creates a significant yet soft boundary feature between the existing hospice and the new hospice. This separation provides an opportunity to design an exciting modern building which does not conflict visually with the arts and crafts style of the existing building. This refreshing modern design is likely to be appreciated by young adults.

There will be glimpses from the A34 but this will be through the vegetation along its bank. It will be very important to achieve a textured roof which can be achieved with a double cambered clay tile and to have a soft stock brick. Both of these can be obtained from local sources. I recommend that Oak is used for the timber cladding or an indigenous hardwood. This will mature gracefully within the sylvan setting.

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Representations:

Wonston Parish Council

Question the need for 36 additional parking spaces. Need not justified and cannot be reconciled with travel plan.

Question height and likely visual impact, Parish Council would like to see screen of native trees to be planted to the south to enable the development to blend into the background in the fullness of time. Less contrasting colours for the development should also be identified to help development to blend into the surroundings.

PC is very concerned about the temporary access proposal as regards traffic danger on the A30 which is subject to the national speed limit and the possibility that construction traffic will use Stockbridge Road. Rigorous measures to calm traffic speed on the A30 and prevent the use of Stockbridge Road by construction traffic should be required.

Acoustic assessment accepts that the site is noisy. It is of course too close to the A34 but nothing can be done about that. An acoustic fence would be most undesirable.

The Travel Plan makes erroneous reference to the speed limits of A30 and Stockbridge Road and should be corrected.

The PC is concerned to ensure that in and on the edge of the conservation area, strict management and inspection controls are in place to ensure there is no blurring of the boundary between felling for husbandry and felling for development.

The application has in principle the unqualified support of the PC. However, the arrival of young adults, who will have freedom to go wherever their mobility allows, places the spotlight once again on the status of Stockbridge Road. These young adults will use the road at all hours and probably in numbers. The PC therefore believe that it is now imperative to implement the closure of Stockbridge Road, as originally conceived and planned at the time of the Pigeon House Field development. The closure point should be between the entrance to Pigeon House Field and that of Naomi House, leaving through access for pedestrians and wheelchairs. The Parish Council objects to this development being carried out without the above closure being agreed.

No other representations have been received in respect of this application.

Relevant Planning Policy:

Hampshire County Structure Plan Review: (Saved Policies):

No saved policies are relevant to this application

Winchester District Local Plan Review

DP.3, CE.4, T4,

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 7 Sustainable Development in Rural Areas

PPS 9 Biodiversity and Geological Conservation

PPG 24 Planning and Noise

Supplementary Planning Guidance

None

Other Planning Guidance

Hampshire Biodiversity Action Plan

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Parking Standards 2002
Winchester District Landscape Assessment

Planning Considerations

The main considerations to this case are:

The principle of development,

Design and layout

Impact on the landscape, character of the area and existing setting of Naomi House.

Highways and Parking

Other matters – Noise & Ecology

Principle of development

The application site falls within the countryside where planning policies normally presume against development that does not, by its nature, require a countryside location. The existing children's hospice building was permitted as an exception to policy in 1995 following an extensive search for a suitable site. Although there are no specific policies in the local plan that address the need for developments such as this outside of the built up area of settlements, Policy CE.4 does recognise that in exceptional circumstances it may be necessary to locate or expand some facilities or services in the countryside to serve local communities.

Whilst this proposal cannot be said to primarily serve a local function it is clearly a type of development that serves a very real and important need for such specialist facilities within the wider regional community. The present hospice is a registered charity providing respite and end of life care to children principally from the Wessex area. Medical advances in recent years have allowed many terminally ill children to lead a longer life than previous expectations and thus the requirement for a new environment more appropriate to older children and young adults.

The proposal involves the development of a new unit specifically designed for young adults. In line with the current house, the new facility will provide an array of respite and end of life care plus bereavement support for young adults and families from across the south of England. The addition of this facility is a logical extension of the existing children's hospice but has been conceived to have its own identity in recognition of the different needs of the older patients that it will cater for.

The proposal is considered to be of such a unique nature that it merits treatment as an exception to policy and can be justified without any risk of eroding the integrity of the policy objectives for protecting the countryside both in terms of national and local policy guidance.

Design/layout

The design has evolved in response to the client brief and the site constraints taking account of the triangular shape, the need to retain the existing tree belt and the noise constraint imposed by the adjacent A34. This has resulted in the two-storey element being designed to have a 'barn like' form in response to its countryside setting and the need to maintain similar proportions to the current house. The building form is also used to help create an acoustic buffer to the west side and transparent links have been incorporated into the design to provide visual links through the building and help break up any linearity.

The building uses contemporary design solutions and traditional materials to relate to the immediate surroundings, the existing Naomi House and the wider context. Generally, the external elevations are of brickwork with the internal elevations being of timber cladding to provide a more natural, warm and tactile material for the bedroom block and relate to the garden. The materials include red brick, clay tiles, timber windows when located within the timber façade, aluminium windows when within a brick façade, coloured rendered walls to the

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

entrance lobby and timber boarding. The entrance to the building is announced by an oversailing canopy above a zone of paving that extends into the building. The bereavement suite, whilst continuing the same material language, is handled as a slightly separate volume to express the special function within. The butterfly roof structure helps enhance the quality of light within the space, offering high level and longer distance views out to the tree belt, and lower level views out to the specially landscaped and contemplative garden.

Impact on the landscape, character of the area and existing setting of Naomi House

The development in terms of its built form relates only directly to the adjacent Naomi House building and will, it is considered, be complementary to that building in terms of its scale and materials although being of a different form and incorporating a single-storey flat roofed area. Its separation from Naomi House by the existing tree belt allows it to have its own identity and setting whilst also being obviously related, particularly in terms of the roofscape and external walls.

In terms of its impact in views from outside of the site the architects have undertaken a detailed site analysis and considered the likely impact from key positions around the site from Sutton Park, the land to the south and from the other side of the A34 and from the A30.

The development will be seen from these positions and some of the nearby properties, but from the east (Sutton Park) and the north (A30/Stockbridge Road) will be very much filtered by the existing trees. The main impact is likely to be from the south where the boundary is presently open but the building is set lower into the site by about a metre at this end, thus reducing the perceived height which will be significantly lower than the tree belt beyond, which is 23 metres high. Furthermore, planting has already been undertaken outside of the site boundary as a result of the land acquisition arrangements and will in time form a tree screen to that boundary.

The site is unlikely to be seen from the A34 as it is in a cutting at this point and in view of the existing planting that exists to the embankment. From the east of the A34 the development is likely to be visible in views from the A30 when approaching the village from the west and from the lane that runs southwards to Sutton Manor Farm but further evergreen planting to the western boundary of the site, together with the planting zones that interrupt parking bays, will reduce this visual impact.

Landscape/Trees

Reference to the landscaping proposals that affect the western and southern boundaries of the site has been made in the previous section in commenting on the visual impact of the proposal, and the existing tree screen will be retained and managed by the applicant. This is covered by a planning condition (Condition 6).

The landscaping of the garden area is arranged as seven main components comprising the bedroom terrace, the main communal space, a grassed terrace, the decked area, the sensory garden, the play area and the garden to the bereavement suite. As this implies, each area is designed to serve a particular function and hard and soft landscaping detailing reflects this within the garden environment, which is essentially a private area that is contained by the building and the existing tree screen.

Highways/Parking

The parking provision is along the western boundary of the site adjacent to the tree screen at the top of the embankment. It caters for the need of the development based on the experience of need that exists at the existing hospice and on what has been found necessary at other similar hospices. As well as providing for staff parking it must cater for the needs of visiting healthcare professionals, visitors and for family members that stay with the young people, particularly at end of life situations. There is also a need to accommodate servicing deliveries and the specialist vehicles that young people tend to arrive in, such as converted vans or

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

minibuses, which the applicant advises can require more than a standard parking space and may on occasions remain for the duration of the family's stay, for example in end of life situations.

Access to the site will be via the existing access to Naomi House from Stockbridge Road with a breakthrough of the tree belt at the northern end to gain access to the site from the existing car park. This position has been chosen on the basis of arboricultural advice to minimise the effect on the tree belt. Similarly, it is necessary that a temporary access be constructed from the A30 during the construction period which also requires removal of trees. These will be restored with new planting upon completion of the development. (See Condition 7). The position of this access has been selected based on the available sight lines to the A30 and its position within the 40mph speed limit, as well as the thin tree cover at this point. Access to the site will thus be directly from the A30, and to avoid any construction traffic using Stockbridge Road a condition is proposed. (Condition 8).

Stockbridge Road links from the A30 into the centre of the village and as well as serving Naomi House serves various residential developments. When residential development was undertaken at Pigeon House Field and Pigeon House Yard, the County Council as highways authority sought the closure of Stockbridge Road to through traffic in the interests of safety, especially at the junction of Stockbridge Road with Oxford Road, and financial contributions were obtained from the developers of those schemes. However, although those developments were completed a number of years ago, the works to Stockbridge Road have never been undertaken.

The County Council has been requested to provide information as to what the situation is in this regard and has advised that the closure was unable to be achieved due to local opinion opposed to the necessary Traffic Regulation Order to stop up the road. The County Council is, however, progressing a small traffic management scheme for Stockbridge Road, which is the subject of local consultation. An update will be provided at Committee in this regard, although it should be noted that no highway objection has been raised to this development. .

The application is accompanied by a Travel Plan that sets targets and proposes measures to reduce dependency on private cars. It is proposed that a travel plan co-ordinator be responsible for identifying actions and measures which will support the objectives of the plan. A condition is proposed to require the implementation of the Travel Plan (Condition 9).

Other Matters

The application is also supported by noise and ecological reports.

The acoustic report has considered the problem of road noise from the A34 which, although in a cutting, is very audible on the site. The design has been very conscious of this and has specifically addressed it. The Environmental Protection section has examined the report and accepts its conclusions that the scheme has incorporated appropriate mitigation measures.

The ecological report concludes that the site generally appears to have relatively low nature conservation value, being largely dominated by species-poor improved grassland and species-poor ruderal tall herb vegetation with only small patches of moderately species-rich semi-improved calcareous grassland towards the western part of the site. It recommends that these areas be retained at the edges of the development, or that the best areas be translocated into part of the proposed new garden.

No legally protected species have been recorded at the site but the existing tall tree belt along the eastern boundary may be of some value to foraging bats and nesting birds. This tree line is being retained but any tree works necessary should be undertaken at a time to avoid the bird nesting season.

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Recommendation

That Planning Permission be granted subject to the following condition(s):

Conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 1 Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).
2. No development shall take place until details and samples of the materials to be used for the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
- 2 Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.
3. Details of a scheme for protecting the proposed development from road traffic noise shall be approved by the Local Planning Authority in writing before the development commences. Any works which form part of the approved scheme shall be completed before the development is occupied unless an alternative period is agreed in writing by the Local Planning Authority. Such noise protection measures shall thereafter be maintained and operated in accordance with the approved scheme.
- 3 Reason: To ensure that acceptable noise levels within the building and its curtilage are not exceeded.
4. No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include the following, as relevant:
 - (a) - existing and proposed finished levels or contours:
 - (b) - means of enclosure, including any retaining structures:
 - (d) - hard surfacing materials:
 - (e) - minor artefacts and structures (e.g. street furniture, refuse or other storage units, signs, lighting etc):
 - (f) - proposed and existing functional services above and below ground (eg. drainage, power, communications cables, pipelines etc, including lines, manholes, supports etc.):Soft landscape details shall include the following, as relevant:
 - (g) - planting plans:
 - (h) - written specifications (including cultivation and other operations associated with plant and grass establishment:
 - (i) - schedules of plants, noting species, planting sizes and proposed numbers/densities where appropriate:
 - (j) - retained areas of grassland cover, scrub, hedgerow, trees and woodland;
 - (l) - implementation programme:
- 4 Reason: To improve the appearance of the site in the interests of visual amenity.

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

5. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out in the first planting season following the occupation of the building or the completion of the development whichever is the sooner or in accordance with the programme agreed with the Local Planning Authority. If within a period of five years after planting any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased another tree or plant of the same species and size as that originally approved shall be planted at the same place, within the next planting season, unless the Local Planning Authority gives its written consent to any variation.
- 5 Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.
6. The existing tree belt to the eastern boundary of the site (other than the very limited felling forming part of this consent) shall be retained and shall not be topped, lopped or felled other than in accordance with a scheme of arboricultural maintenance works as first submitted to and approved in writing by the Local Planning Authority. The trees shall be maintained in accord with the recommendations of the arboricultural report and any trees required to be felled shall be replaced by others of appropriate species and size within the first planting season following such removal.
6. Reason: To ensure that this important feature of the site is retained and maintained in the interests of the visual amenity and character of the area.
7. The proposed temporary access to the A30 shall be used only for serving the construction site and shall be closed up and reinstated with new indigenous tree planting to the satisfaction of the Local Planning Authority before the new accommodation is first brought into use.
7. Reason: In the interests of highway safety and to ensure that the character of the area is satisfactorily reinstated following the cessation of the need for such temporary access.
8. No construction traffic or deliveries of materials to the site shall use Stockbridge Road in connection with the development hereby permitted.
8. Reason: In the interests of road safety and the residential amenity of properties in Stockbridge Road.
9. The development shall not be occupied until the supporting Travel Plan has been approved by both the Local Planning Authority and the Local County Highway Authority. The plan shall be implemented within 3 months of the occupation of the development and evaluated in accordance with an approved programme.
9. Reason: To promote alternative modes of transport to the private motor car and reduce the need to travel, in accord with the sustainability objectives of the development plan and Government guidance.
10. Details of measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the duration of the construction period. No lorry shall leave the site unless its wheels have been cleaned sufficiently to prevent mud being carried onto the highway.
10. Reason: In the interests of highway safety.

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Informatives:

1. This permission is granted for the following reasons:
The development is in accordance with the policies and proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.
2. The Local Planning Authority has taken account of the following development plan policies and proposals:-
Hampshire County Structure Plan Review None,
Winchester District Local Plan Review: DP.3, CE.4, T4
3. A formal application for connection to the public sewerage system is required in order to service this development. To initiate a sewer capacity check to identify the appropriate connection point for the development, please contact Atkins Ltd, Anglo St James House, 39A Southgate Street, Winchester, SO23 9EH (tel 01962 858600) or www.southernwater.co.uk
4. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or Bank Holidays.
5. Where allegations of noise from such works are substantiated by the Environment Department, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.
6. No materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Health and Housing Department, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.
7. The applicant is advised that water from the pool should be left unchlorinated for a minimum of 24 hours prior to disposal to soakaway.