

## Upper High Street, Depot Road and Church Street Development Brief



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## 1. Introduction

- 1.1 We want to see the redevelopment of two strategic sites within the town centre that are currently underutilised and subject to change. They have the potential to complement existing town centre development through the provision of new retail floorspace and residential accommodation. At the same time we can secure significant improvements to the appearance of the area through the creation of well-designed, safe and attractive buildings and public spaces. This is possibly the biggest redevelopment opportunity in Epsom Town Centre since the Ashley Centre was constructed in the early 1980's and we want to ensure that we get it right.
- 1.2 To this end, we have prepared a Development Brief setting out guidance on the expected approach. It is intended that this Brief will guide the preparation of development proposals and it is our expectation that all of the main elements will be delivered. It does not seek to be prescriptive about the order in which they are delivered and the Brief contains options when it comes to the precise distribution of uses and layout of development. Although the Brief considers the interrelationship between the two principal sites it acknowledges that they could be brought forward independently.
- 1.3 The Brief is an important part of our emphasis on Economic Vitality in our Corporate Plan 2012 – 2016 a copy of which can be found on our website. The redevelopment of the sites covered within the Development Brief, combined with a range of other initiatives will help to ensure that the Borough remains an economically vibrant place.
- 1.4 It is important to note that whilst the Development Brief does provide a greater level of policy detail (expanding the policy context set out below) and clear guidance on how the site should be developed, it is not prescriptive on matters of design detail – such as the precise building materials, fenestration or features (e.g. balconies) to be incorporated. These are matters of detail that are best addressed through the planning application stage of the development process.

Map 1: The Development Brief Site



## 2. Status of the Brief

2.1 This document is part of the Epsom and Ewell Local Plan. It is adopted planning guidance and carries significant weight when assessing future development proposals on this land. Its formal status is as a Supplementary Planning Document and, as such it provides greater detail on the policies contained in Plan E; in particular, Policies E14 and E17, which relate to the land covered by the Brief. (Full copies of these policies can be found below). Plan E is the Area Action Plan for Epsom Town Centre, which was adopted in 2011. It is a key document that forms part of our Local Plan. It can be found at the [following link](#).

2.2 In turn, Plan E fleshes out the policies contained in the Council's Core Strategy adopted in 2007. This can be found at the [follow link](#). Plan E also contains a number of general planning policies that apply across the whole of the Town Centre. These include policies relating to the overall scale of retail and housing provision required during the Plan Period, access arrangements and the height of new buildings. The Development Brief must be read within the context of Plan E.

2.3 Further information on the wider Planning Policy context for this Brief may be found in Section 3.

2.4 The Development Brief has been subject to wide consultation and engagement. In 2007 'Dialogue' were commissioned by the Council to independently facilitate a couple of community workshops to discuss the future of the Upper High Street / Depot Road Car park site in the Town Centre, following refusal of a superstore proposal that had been opposed by many local residents and interest groups. The 'Dialogue' report highlighted the responses of the local people and a copy of the report can be found at [the following link](#). The findings/ suggestions of this consultation work helped to shape options for this land during the preparation of Plan E.

2.5 The brief is also founded on other evidence that supports Plan E. Full details can be found at the [following link](#).

### 2.6 Preparation of this Brief.

2.7 Work on the brief commenced soon after the adoption of Plan E and involved four main stages:

#### Stage 1 – consultation with landowners

2.8 Conducted during the period May – September 2011; we met with all of the landowners who have an interest in the sites. We discussed the opportunities and constraints that their land afforded and whether they might consider being part of future redevelopment proposals. All were given an opportunity to feed directly into the option development process.

#### Stage 2 – Identifying Issues & Options for the site

2.9 Using the feedback from the landowner consultation stage, and earlier work that we had done a number of options for redevelopment were developed. These formed the basis of a Draft Development Brief

#### Stage 3 – Public Consultation

2.10 We consulted widely on the Draft Development Brief and the first formal period of public consultation ran from 9 December 2011 to 3 February 2012<sup>1</sup>. A summary of the responses and issues arising from the consultation (and more detail on the consultation methods) can be found at the [following link](#). The consultation paper considered three core options for the distribution of land uses across the site (with slight variations on the number of parking spaces and housing units within this).

#### Stage 4 – Final Draft and adoption

2.11 We prepared a final draft version of the Brief which took account of the feedback from the first period of public consultation. In the final draft version one of the main options (a retail store fronting Church Street) was eliminated and the remaining options for both sites were adapted and amended to take account of public opinion and other issues identified during the process.

2.12 Due to the level of interest in the Draft Development Brief we undertook an extended period of public consultation, which lasted from 1 June 2012 until 21 September 2012. A summary of the responses and issues arising from the consultation can be found at the [following link](#).

2.13 Following the close of the consultation period we made further changes to the Brief. These were considered by the Planning Policy Sub Committee on 10 October 2012 who made further changes to the draft Brief prior to it being formally adopted by the Council's Strategy & Resources Committee on 13 November 2012.

<sup>1</sup> The national statutory requirement is that local planning authorities consult for four weeks on SPDs. The Council's Statement of Community Involvement commits the Council to six weeks public consultation.

### 3. The Local Planning Context

- 3.1 This Brief is one of the material considerations that must be taken into account when determining an application for planning permission. The Brief should not be read in isolation and consideration should be given to the wider planning policy context. A list of all the relevant policies and documents is set out briefly at Appendix 1.
- 3.2 Development proposals for these sites should be prepared in accordance with these policies. They have been recently adopted and we consider them to be in conformity with the recent National Planning Policy Framework.
- 3.3 Plan E was adopted by the Council in April 2011. This sets an overarching vision for Epsom Town Centre and specific objectives and visions for the different areas. The vision for Upper High Street is as follows:

#### The Vision

**Upper High Street will become a vibrant, successful and attractive part of the Town Centre that people will want to visit for leisure and shopping activities. The area's historic built environment will be protected and enhanced, as an important part of its distinctive image. It will be home to high quality and niche retailers, family-friendly restaurants and other leisure activities, including the cinema. New development at the eastern end of Upper High Street will attract shoppers to the entire range of retail and leisure opportunities available there. Development will also create opportunities for the generation of low carbon/ renewable energy, to be distributed to businesses and residents across the Town Centre. Pedestrians and cyclists will be able to move freely and safely through this area and there will be strong links between Upper High Street, the adjoining public car parks and the rest of the Town Centre.**

- 3.4 Plan E also provides an overview of the current position for the Upper High Street area. It identifies the key elements of this area, notably its importance as a gateway into the Town Centre, its historic townscape, the lack of public open space and the need to deliver pedestrian access improvements; particularly across the adjoining Quadrant Junction.
- 3.5 In order to achieve the Vision for the Upper High Street area, Plan E identifies a number of measures, including the use of site allocations to deliver new development.

- 3.6 Plan E allocates the Upper High Street/Depot Road site for development in policy E14. This sets the over-arching requirements as follows:

#### Policy E14

**Proposals for the redevelopment of the Depot Road and Upper High Street strategic site, as defined on the Town Centre Proposals Map, will require delivery of the following:**

- 1. A total of 2,000sqm of retail floorspace that will allow for a mix of small retail units and a small-medium sized foodstore;**
- 2. A minimum of 130 new dwellings, including at least 52 new affordable homes to meet local needs (see Core Strategy Policy CS 9);**
- 3. Replacement of the existing 28 homelessness prevention flats;**
- 4. A new medical centre that serves the wider Town Centre;**
- 5. A new place of worship;**
- 6. Relocation of the following existing on-site uses, CMB Motors, HSP holistic health centre and Work Action;**
- 7. Rear service access arrangements for all new developments;**
- 8. Improvements to the pedestrian crossing arrangements at the Quadrant junction as approved by the Highway Authority;**
- 9. Traffic calming and management measures within the development site and locality as approved by the Highway Authority;**
- 10. Integrated footpath and cycleway networks that provide connections to existing networks on Upper High Street and Church Street;**
- 11. The retention of important existing trees, provision of additional tree planting and landscaping, involving the planting of native species;**
- 12. Surface water flood risk mitigation measures that meet the requirements Council's Surface Water Management Plan and the Environment Agency;**

- 3.7 A key component of the proposed redevelopment of the Depot Road and Upper High Street strategic site is the provision of a small-medium sized foodstore. The need for the foodstore during the Plan period (which runs until 2026) is supported by evidence. This indicates that demand for the foodstore is due to population and household growth. Demand for the store is also generated by 'clawing back' customers from other, less sustainable/ accessible foodstores, such as those located at Kiln Lane and Burgh Heath. The consultation feedback that there is no longer a need/ demand for a new Town Centre foodstore is not supported by any evidence.
- 3.8 The evidence for a new foodstore takes account of existing food retail provision across the Town Centre. It should be noted that most of the existing provision can be categorised as being either top-up shops or basket shops, At best such food shops meet convenience needs and do not generally meet weekly/ family food shopping needs. It is envisaged that the proposed foodstore will provide a much wider offer than that found within existing provision and will provide a more sustainable alternative to existing out-

of-centre foodstores. It will also serve as an anchor use for the eastern side of the Town Centre, and complement and enhance neighbouring retail uses. We envisage that the foodstore will be no bigger than 1,767sqm (net), which is consistent with Plan E Policy E3. By way of illustration, the current Waitrose foodstore is about 1,400sqm (net) in floorspace. In contrast, the supermarket at Kiln Lane is over 10,000sqm (net) in retail floorspace. The Brief identifies two possible deliverable and developable sites where the foodstore could be located.

3.9 Plan E Policy E3 also identifies the amount of additional comparison retail floorspace that the Town Centre could accommodate during the Plan period. Some of the additional comparison floorspace could be accommodated within the Development Brief site. We believe that this could take the form of small-scale shops located at ground level either along the Upper High Street frontage or on Depot Road adjoining the new foodstore in Options B1 and B2. Alternatively, it could take the form of independent in-store concessions, within the foodstore.

3.10 Plan E also identifies and allocates a range of smaller sites across the Town Centre for redevelopment under Plan E Policy E17. The Emergency Services land is allocated under Plan E Policy E17 which reads as follows:

#### Policy E17

**Proposals for the redevelopment of the following areas, as defined on the Town Centre Proposals Map, to a mix of uses specified under each site as set out in the following sections, will be permitted.**

**This is provided that future development proposals demonstrate that their scale, massing, layout and design will positively enhance Epsom Town Centre's distinctive character and appearance, with particular regard to heritage conservation, the townscape and roofscape and biodiversity enhancement. Proposals will deliver enhancements to accessibility, including servicing arrangements, and to the public realm.**

- a. Market Place, High Street
- b. Former Woolworth's Store, High Street
- c. Pickard House, Upper High Street
- d. Former Magistrates and County Court site, The Parade/ Ashley Road
- e. Global House, Ashley Avenue
- f. TK Maxx Store, High Street
- g. Emergency Service Uses, Church Street
- h. Comrades Club, The Parade
- i. Land to rear of The Albion Public House, South Street
- j. Town Hall Square and car park, rear of Town Hall

**Developers will resolve any issues related to contaminated land, surface water flood risk and service utilities.**

3.11 The specific requirements for the Emergency Services site in Church Street (site g) are stated as follows:

#### **Development of this site will deliver:**

- **Improvements to the provision of the existing on-site community services through their relocation, co-location or consolidation**
- **A primarily residential mixed use development scheme that has the capacity to retain a community use within part of the site.**

#### **Key requirements for redevelopment:**

- **Residential uses to deliver up to 50 units, including at least 20 affordable homes**
- **The design of future proposals will maintain and enhance the character and appearance of Church Street and the setting of the adjoining conservation area**
- **New building(s) will serve as an exemplar of energy efficiency that has carbon reduction measures fully integrated into its design and construction**
- **On-site parking provision for future residents, employees and visitors will be calculated to a maximum standard and appropriately adjusted to take account of the high levels of accessibility to alternative transport modes**
- **The provision of a Green Travel Plan that will ensure residents, employees and visitors make sustainable travel choices.**

3.12 Plan E also contains policies on building heights, public realm, accessibility, deliveries to premises and parking. Any detailed design proposals should be in line with these policies.

3.13 In addition to the Local Plan policies set out within the Core Strategy and Plan E we have also published a selection of supplementary planning documents and good practice guidance, which we strongly recommend to prospective developers. These include:

- The Developer Contributions Supplementary Planning Document;
- Sustainable Design Supplementary Planning Document;
- Shopfront Design Guide;
- Biodiversity & Planning in Epsom & Ewell.

#### 4. The Depot Road and Upper High Street Sites

##### a. Site Description

4.1 The site is approximately 2.5 hectares in area and is in a number of different landownerships, including both the Borough Council and Surrey County Council. There are a variety of existing uses across the site:

Land Use	Ownership
Public car parking	Epsom & Ewell Borough Council
Phoenix Court homelessness prevention housing	Rosebery Housing Association
Place of worship	United Reformed Church
Two private members clubs	The Epsom Club and Epsom Conservative Club
Fire station	Surrey County Council
Electricity sub- station	UK Power Networks
Former print works	CMB Motor Services, Pullinger Properties, current tenants include Work Action and a holistic health centre.
Vacant site fronting Upper High Street	Tesco Stores Ltd/Spenhill

Map 2: The Depot Road and Upper High Street Sites



##### b. Ownership issues

- 4.2 The Council has worked closely with landowners (outlined in the table above) to try to ensure their aspirations and intentions for their sites are understood. This consultation has revealed varying levels of readiness for redevelopment and a couple of current users merit particular mention here:
- 4.3 The Fire Service  
The existing fire station is not built to current standards. We will therefore work closely with the Fire Service to help them achieve their objectives of replacing their current station with new facilities and, if possible, deliver improved fire service response times as well. In order to achieve these objectives we will need to examine options that relocate the fire station. The fire station will not be relocated from its present site unless response times are maintained or improved.
- 4.4 At present it is not possible to say that the fire station site will be redeveloped in parallel with adjacent land. However, the townscape and access benefits of doing so are potentially significant.
- 4.5 The Epsom Club and the Conservative Club  
The comprehensive redevelopment of this site does not depend on the inclusion of these sites and the owners may not wish for them to come forward for development at the present time. However, less residential development will be achievable if they are not included. With a forward-looking perspective our plan allows for the possibility that they may come forward and sets out alternative options based upon their retention or redevelopment.

##### c. Opportunities and Constraints

- 4.6 There is significant development potential on this land. For a town-centre location it is comparatively under-utilised and, although the dominant use (public parking) is very important to the functioning of the town centre there is scope for a more intensive form of development that would maintain existing levels of public parking and enhance the economic vitality of the town centre.
- 4.7 As a minimum requirement we will expect 450 public parking spaces to be provided on the site overall. This figure excludes additional parking provision which will be required to meet the needs of the new foodstore, and will also be available for public use. The future management of this public parking provision will be a critical factor in assessing the acceptability of any proposed scheme, especially if a retailer requires preferential short-term parking arrangements. A guiding principle will be to ensure that the operation of these spaces is compatible with other town centre car parks so as not to prejudice the retail function of other parts of the centre. Prospective developers will enter into negotiation with the Council on proposed parking regimes associated with the retail elements at an early stage in the process.

- 4.8 The most obvious development opportunity exists on the vacant site fronting Upper High Street but, in combination with neighbouring land, it is possible to envisage a more comprehensive development that would offer significant planning benefits than simply developing this site in isolation. We therefore expect that redevelopment proposals on this key site will come forward in tandem with other components of this brief.
- 4.9 It is a fundamental requirement of Plan E that the site should provide for 2000 square metres<sup>2</sup> (net) of retail floorspace, including a small/medium-sized food store. The retail evidence supporting Plan E shows that there is capacity for this quantum of new retail development during the Plan period (which last until 2026) but not for a large superstore of the kind envisaged previously. The new store could potentially be accommodated on the vacant site fronting onto Upper High Street.
- 4.10 The proximity of Homewater House to the vacant site fronting Upper High Street is an important consideration and any new development will need to respect residential amenities and daylight issues on this boundary. Similarly it is important that the amenity for other surrounding residents i.e. Badgers Court, Badger Lodge and Treemount Court is adequately safeguarded.
- 4.11 Rosebery Housing Association has a long-held desire to replace the existing Phoenix Court accommodation with more up-to-date living accommodation and the redevelopment of the wider area offers an opportunity to do this. However, there is a need to maintain the provision of temporary accommodation when Phoenix Court is developed and our assumption is that the existing numbers of units will be re-provided within the wider site for this purpose.
- 4.12 Other land holdings not within Council ownership offer significant scope for redevelopment but their owners may only offer their land up for development when proposals on adjacent land are developed and site assembly opportunities are under consideration. We think it is likely that these sites will come forward for development during the plan period (up to 2026). The development of any part of the allocation site should therefore be undertaken with the redevelopment of any adjacent part of the allocation in mind. Although redevelopment may occur in increments, no single element should prejudice the redevelopment of the whole (or parts of the whole) or conflict with the townscape/ urban design principles set out below.
- 4.13 An important constraint relates to the existing electricity substation and the associated underground power network. Whilst it would be possible to relocate the substation, this is likely to be prohibitively expensive to achieve and we therefore assume, for the purposes of this brief, that it will remain in-situ. Any prospective developer needs to be aware of the location of the underground cables that run across the site. These are shown on our *website* (insert link). The site layout proposals below have been worked-up with regard to the location of these cables but it may be possible to bridge-over them

subject to maintenance/ replacement considerations or to divert them by agreement with UK Power Networks. The infrastructure provider has easements to allow on-going access onto the substation and its associated infrastructure.

- 4.14 Another constraint relates to the capacity of the local highway network. Firstly, the geometry of the Depot Road/ Church Street junction and the shared-surface in Depot Road reduce the capacity for any significant additional traffic generated served from that junction. In particular, long-wheel-based vehicles would have great difficulty in negotiating the sharp left-hand turn when approaching from the north. For this reason, Option 2 below shows service vehicle access to the potential retail store provided from Upper High Street. Any significant increase in vehicle movements in Depot Road is unlikely to be acceptable. A new access through the Fire Station site would overcome this constraint at the same time as providing for the urban design benefits described below. With Surrey County Council, we have modelled the traffic impact of new development in the town centre and we are confident that the quantum of development envisaged in this brief can be accommodated but any developer would be responsible for funding the necessary works to the Quadrant.
- 4.15 Works to the Quadrant would also provide an opportunity for public realm improvements as envisaged in Plan E and better connectivity between Upper High Street and the rest of the town centre.
- 4.16 General connectivity across the site for pedestrians and cyclists is an important requirement (see General Principles below). In particular any new development should allow for a direct pedestrian/ cycleway link to Pikes Hill across the Upper High Street part of the site from Depot Road. There is also a need to maintain a pedestrian and vehicular access to the United Reformed Church Unity Hall from the corner of the existing Depot Road Car Park. This access is noted on the indicative development layouts. Proposals for improved parking on the Depot Road site should also ensure that there is appropriate drop-off/ pick-up provision for users of the Unity Hall. In scenarios where the Epsom Club remains in situ, pedestrian access from Depot Road car park to the rear of the Club will also need to be retained.
- 4.17 The current access to the rear of Homewater House is not included within the site allocation and is of unknown ownership although there are access rights across it. It is possible that this land could be incorporated in the development site if title can be established and this would need to be resolved as part of the development process.

<sup>2</sup> The CACI Epsom Town Centre Comparison Retail study (2007) and the GVA Epsom Town Centre Retail Study and Health Check (2009)<sup>2</sup> both fed into the production of Plan E policy. The 2009 study identified a level of retail need across the Plan period. The assessment identified capacity for 1,448sqm net of convenience goods floorspace by 2013, 1,767sqm net by 2018 and 2466sqm net by 2016. This evidence was fed into the production of Plan E Policy E3.



4.18 The Upper High Street site borders the Pike's Hill and Town Centre Conservation Areas, which are located to the east and north of the wider Development Brief site area respectively. We have produced Conservation Area Character Appraisals and Management Plans for both Areas. These can be viewed [at the following link](#). The Conservation Area Character Appraisals identify a number of key characteristics for these areas, including:

- Historic street pattern of lanes, bridleways and paths overlaid by later post-railway developments;
- Intimate two-storey residential scale;
- Architectural details and features such as canted bay windows, terracotta keystones, decorative swags, clay ridge tiles and finials, brick chimney stacks with clay pots;
- Mix of brick and rendered frontages, historically under slate and tile;
- Prevalent use of red, grey and yellow London stock brick, often designed to contrast;
- Lively roofscape arising from the area's many chimney stacks and clay pots;
- Terraces of three storey shops with mostly modern shopfronts and polychromatic brick detail (Epsom Town Centre, Upper High Street).

4.18 The Conservation Area Appraisals also provide a brief history of the two areas, an analysis of its different buildings types, definition of the different character areas that comprise the areas and an overview of negative features and issues. The Appraisals conclude with a selection of recommendations. Each Character Appraisal is a valuable tool that can influence development proposals that border the Conservation Area.

4.19 Development will be required to 'stitch into' the adjacent townscape through a graduated approach to building heights, scale and form. The design approach should also be complementary in terms of style and materials. We will use the Conservation Area Appraisals as a basis for providing detailed guidance to prospective developers at the planning application stage.

#### d. Development Options

4.20 Development at this part of the opportunity site will deliver:

- A total of 2000sqm (net) of retail floorspace including a small-medium sized foodstore no bigger than 1,767sqm (net)
- A minimum of 130 new dwellings, of which at least 52 must be affordable homes
- Replacement of the housing provided at Phoenix Court
- Retention of the quantity of existing public parking provision (at least 450 public parking spaces and additional parking which will be required to meet the needs of the new foodstore).



*An example showing the use of slate roofing materials and external render in the Pike's Hill Conservation Area.*



*Examples of brick types and patterns found on Upper High Street*

## 1. Food store on Upper High Street (Option A)

- 4.21 Upper High Street is an appropriate and competitive location for a new foodstore. New retail provision in this location will help to regenerate the Upper High Street and act as a retail anchor to draw shoppers to that end of town. The location, orientation and pedestrian access arrangements will need to ensure that the new site fulfils this complementary function.

*Current view along Upper High Street*



- 4.22 This option delivers a new food store on Upper High Street. It retains surface level parking on most of the current Upper High Street car park and upon part of the Depot Road car park. It envisages a new multi-storey car park on the remaining Depot Road site, the former print works and Phoenix Court. New housing will be delivered fronting onto Upper High Street, Church Street and on part of the Depot Road car park. An alternative option (Option A2) envisages a greater number of new houses on the Depot Road site. This option requires a new access route onto the Depot Road site from Church Street and assumes the relocation of the fire station.

## 2. Food store in the heart of the site (Option B)

- 4.23 This option shows a new foodstore within the centre of the site, on land currently forming part of the Depot Road car park. It retains surface level parking on most of the Upper High Street car park and upon part of the remaining Depot Road site. New housing will be delivered on the frontage of Upper High Street including the vacant site. A new

access route will be provided onto Church Street and this will enable more new housing on land currently occupied by the fire station, former print works and the two clubs. There will be opportunities for small-scale retail uses at ground level that will complement the adjoining foodstore. This option also envisages the relocation of the fire station.

- 4.24 It is very important that the pedestrian links between this part of the Development Brief site and the Upper High Street shopping area are reinforced and enhanced, so as to ensure that its retail function is complimentary to the whole of the Town, further strengthening its retail offer. Improved connectivity will strengthen the potential for linked trips. The foodstore must not be designed as a stand-alone destination, separate from Upper High Street. Its role, together with the additional small-scale retail units, should be to reinforce the retail function of the Town Centre.

*Current view towards Depot Road/ Fire Station*



- 4.25 These two options are illustrated below. Whilst they demonstrate some flexibility, the quantity of retail floorspace and numbers of dwellings are fixed by policy. Nevertheless, the blocks shown on the options are indicative and should only be considered as a general guide of how the site may be developed. Illustrations A1, A2 and A3 demonstrate the flexibility within option A, and illustrations B1 and B2 demonstrate the flexibility within Option B.



1. Vacant site comprehensively redeveloped up to a maximum of 2,000sqm (net) allows for a small-medium sized foodstore and a mix of small retail units. Together with 21 residential units. Possible maximum building height up to 16m with the façade fronting Upper High Street being no higher than the adjoining Renaissance House. The façade should be stepped back from the road frontage so as to create a graduated transition in building heights from the Town Centre to the adjoining residential area.
2. Access onto Upper High Street car park.
3. Improved surface level car park comprised of 200 spaces, tree planting (including the retention of existing trees) and new planting to soften the impact of the foodstore and to enhance biodiversity.
4. Pedestrian and cycle routes across the site.
5. Access to the electricity substation – through the car park.
6. Up to 30 new homes. These should be of a similar height and scale to adjacent developments at Badger’s Court and Badger’s Lodge.
7. Retention of up to 64 surface level public car parking spaces.
8. Retention of access to United Reformed Church Unity Hall.
9. The United Reformed Church – to be retained or redeveloped in situ.
10. The Clubs site: In this scenario both of the Clubs are shown as being redeveloped for up to 34 new homes built to a maximum height no higher than the flat roof of the current Fire Station building. The redevelopment of the Clubs is subject to the current occupiers making them available.
11. New access route onto site from Church Street, providing improvements to pedestrian and cycle access across the new junction.
12. Improved pedestrian and cycle route through Dulshott Green, the Parade and beyond to the Town Centre.
13. Redevelopment of the Fire Station site for up to 23 new homes built to a maximum height no higher than the flat roof of the current Fire Station building.
14. Access route from Church Street onto Depot Road – for site access only; no through route.
15. Vehicle access to Homewater House only.
16. Former Print Works redeveloped as new public parking for 190 spaces, with an absolute height limit of 16m in line with adjoining Kilmuir House.
17. Improvements to the Quadrant Junction – to aid pedestrian and cycle movements.
18. Pedestrian access routes between Depot Road and Upper High Street.
19. New tree lined boulevard with pedestrian access.
20. Service and delivery access point for foodstore.

**UPPER HIGH STREET & DEPOT ROAD**

Option A1



As per Option A1 except for the following:

1. Vacant site redeveloped for a mix of food retail and new housing – as set out under Option A1 (see above)
2. Improved surface level car park comprised of 200 spaces, tree planting (including the retention of existing trees) and other biodiversity enhancements to soften the impact of the foodstore.
3. Improved surface level car park on Depot Road comprised of 255 spaces, tree planting (including the retention of existing trees) and other biodiversity enhancements in place of new housing and decked parking as set out under Option A1 (see above).
4. The Clubs site: In this scenario both of the Clubs are shown as being redeveloped for up to 34 new homes built to a maximum height no higher than the flat roof of the current Fire Station building. The redevelopment of the Clubs is subject to the current occupiers making them available.
5. Former Print Works and Fire Station sites: In this scenario these sites are redeveloped for up to 38 new homes. The former Print Works site could be redeveloped to an absolute height limit of 16m in line with adjoining Kilmuir House. The Fire Station being redeveloped to a maximum height no higher than the flat roof of the current building.

**UPPER HIGH STREET & DEPOT ROAD**  
Option A2



1. Upper High Street and Depot Road site redeveloped as set out under Option A2 (see above).
2. The Clubs: in this scenario both Clubs are retained in situ with the redevelopment of the remainder of the site taking place around them. Pedestrian access from Depot Road car park to the rear of the Epsom Club to be retained.

**UPPER HIGH STREET & DEPOT ROAD**  
Option A3



1. Vacant site comprehensively redeveloped for up 49 new homes. Possible maximum building height up to 16m with the façade fronting Upper High Street being no higher than the adjoining Renaissance House. The façade should be stepped back from the road frontage so as to create a graduated transition in building heights from the Town Centre to the adjoining residential area. The potential for small scale retail uses (about 150 sqm) at ground floor level. Access from Upper High Street onto site to only serve new housing. No through route.
2. Access onto Upper High Street car park.
3. Improved surface level car park comprised of 200 spaces, tree planting (including the retention of existing trees) and new planting to soften the impact of the foodstore and to enhance biodiversity.
4. Pedestrian and cycle routes across the site.
5. Access to the foodstore and electricity substation – through the car park.
6. Depot Road site redeveloped up to a maximum of 2,000sqm (net) retail floorspace that allows for a small-medium sized foodstore and a mix of small retail units. Together with decked parking comprising 152 public spaces and parking for the foodstore. The redevelopment of the site should be of a similar height and scale to adjacent developments at Badger's Court and Badger's Lodge.
7. Retention of 104 surface level public car parking spaces, incorporating tree planting (including the retention of existing trees where appropriate) and other biodiversity enhancements to soften the impact of the foodstore.
8. Retention of access to United Reformed Church Unity Hall.
9. The United Reformed Church – to be retained or redeveloped in situ.
10. The Clubs site: In this scenario both of the Clubs are shown as being redeveloped for up 34 new homes built to a maximum height no higher than the flat roof of the current Fire Station building. The redevelopment of the Clubs is subject to the current occupiers making them available. .
11. New access route onto site from Church Street, providing improvements to pedestrian and cycle access across the new junction.
12. Redevelopment of the former Print Works and Fire Station: In this scenario these sites are redeveloped for up to 38 new homes. The former Print Works site could be redeveloped to an absolute height limit of 16m in line with adjoining Kilmuir House. The Fire Station being redeveloped to a maximum height no higher than the flat roof of the current building.
13. Circulatory access route from Church Street onto Depot Road – for site access only; no through route.
14. Improvements to the Quadrant Junction – to aid pedestrian and cycle movements.
15. Enhanced pedestrian access routes between Depot Road and Upper High Street.
16. Vehicle access to Homewater House only.

**UPPER HIGH STREET & DEPOT ROAD**  
Option B1



1. Upper High Street and Depot Road site redeveloped as set out under Option B1 (see above).
2. The Clubs: in this scenario both Clubs are retained in situ with the redevelopment of the remainder of the site taking place around them. Pedestrian access from Depot Road car park to the rear of the Epsom Club to be retained.

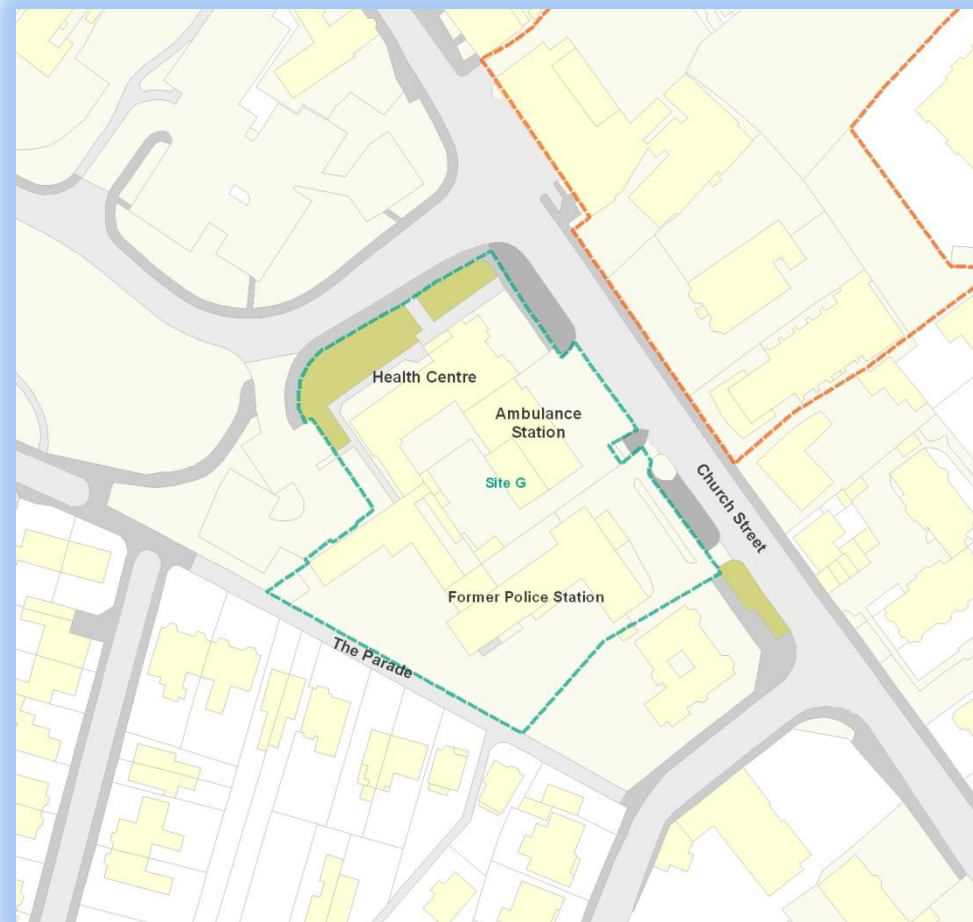
**UPPER HIGH STREET & DEPOT ROAD**  
Option B2

## 5. The Church Street – west (Emergency Services) site

### a. Site Description

- 5.1 This site, located on the Town Centre's south eastern edge, is currently occupied by the former police station, an ambulance station and a health clinic. Church Street is a gateway to the Town Centre from the south and the immediate area is characterised by large detached buildings several of which are in civic or community use.

Map 3: Church Street West



### b. Ownership Issues

- 5.2 A county-wide review of community infrastructure provision states that the current occupiers are not making optimal use of the site and are considering options to relocate, co-locate or consolidate elsewhere within the Borough. The Police service has recently vacated their building in favour of co-location with the Borough Council in Epsom Town Hall. Other opportunities may exist for the ambulance service to relocate and the Clinic site may also be suitable for redevelopment. Healthcare facilities could be re-provided

on the site as necessary. This brief has been prepared in consultation with these landowners.

### c. Opportunities and Constraints

- 5.3 Development of this opportunity site will:
- Provide the scope to improve existing on-site community services through their relocation, co-location or consolidation; either as part of the redevelopment of this site or onto an alternative site
  - Deliver up to 50 new homes, designed to enhance the character and appearance of this part of Church Street.
- 5.4 This site can be developed for primarily residential uses but could possibly incorporate the retention of some of the current community services in a reduced capacity. It could also facilitate the relocation of the on-site uses to alternative locations and/ or their co-location with other community services – delivering potential improvements to service in terms of performance and efficiency.
- 5.5 The main constraints on this site relate to the character of the surrounding area and the mainly residential nature of this edge of centre location. This will, to some extent affect the development potential of the site by limiting building heights and footprint. The site is bounded to the South and East by the Church Street Conservation Area (see general comments below). The buildings in the immediate vicinity are principally two-storey and the prevailing character of the Conservation area is of two or three storey development. The redevelopment of the site should reflect this character and special attention should be paid to ensuring that the setting of the Conservation Area is respected in views from Church Street and The Parade. This will mean that development of the site is unlikely to result in buildings that achieve the maximum height permissible under Plan E Policy E7. The height of any new buildings on the site must respect the predominant building heights found in the adjoining Church Street Conservation Area. This means that the maximum appropriate height is likely to be that of the existing central portion of the Police Station building, where the maximum height, including the roof is approximately 12 metres. The potential maximum height of 12m, inclusive of roofs, will only be appropriate on a limited part of the site and the majority of the buildings should be no higher than the height of those surrounding the site.
- 5.6 The frontages with Church Street and The Parade require particular consideration. The Church Street frontage is characterised by deep forecourts and the wide highway verges and trees add to a pleasant approach to the town centre. New development must respect this characteristic and it is unlikely, therefore, that any buildings will be closer to Church Street than No12 Church Street to the immediate South of the site. Opportunity should be taken to enhance the landscaping along the Church Street frontage through the removal of hard standing and the planting of additional vegetation, including some street trees. Prospective developers must consider the advice set out within Council's Sustainable Design Supplementary Planning Document. In particular, prospective developers should consider the north-south orientation of new buildings to take full advantage of passive solar gain.



5.7 The existing wall along the Parade boundary, though not listed, is a characteristic feature of the area. The wall follows a historic boundary that pre-dates the Enclosure Act. Local historic maps show an earlier flint wall boundary as early as 1867, which was still present in 1913; part of this earlier wall remains, forming the boundary between the former Police Station and the adjoining dentists' practice. The retention of a walled boundary along the Parade would reflect the visual character and appearance of similar walled Epsom footpaths which exist in the surrounding area. Consequently, its retention as part of the future redevelopment of the site is essential in maintaining the character. The new or retained wall will be no lower than the general height of the existing wall.

5.8 New two-storey dwellings to the rear of the former Police Station site should be no closer to the rear boundary wall than 10m. Any three-storey development would need to be set even further into the site, by at least an additional 2.5m. Every effort should be made to avoid direct overlooking of the housing on the opposite side of the Parade at a distance of less than 21 metres.

5.9 The Emergency Services site borders the Church Street Conservation Area, which lies to south and west of the wider Development Brief site area. We have produced a Conservation Area Character Appraisal and Management Plan for Church Street. This can be viewed [at the following link](#). The Conservation Area Character Appraisal identifies a number of key characteristics of the area, including:

- A good variety of mid to late-19th century cottages and houses in the back streets, several of them locally listed;
- Of note are the long straight alleys which cut across parts of the conservation area;
- Use of brick, painted weather-boarding, slate or handmade clay tiles;
- The smaller scale of the 19th century cottages and houses contrasts with the much grander and more prestigious houses facing Church Street.

5.10 The Conservation Area Appraisal also provides a brief history of the area, an analysis of its different buildings types, definition of the different character areas and an overview of negative features and issues. It concludes with a selection of recommendations. The Character Appraisal is a valuable tool that can influence development proposals that border the Conservation Area.

5.11 Development will be required to 'stitch into' the adjacent townscape through a graduated approach to building heights, scale and form. The design approach should also be complementary in terms of style and materials. We will use it as a basis for providing detailed guidance to prospective developers at the planning application stage.

5.12 Alleyways are a particularly characteristic feature of the Conservation Area and the protection of the walled alleyway at the end of the Parade should be an objective of any new development layout.

5.13 Although the emergency services site should be considered as part of the overall development opportunity, including Upper High Street/Depot Road, its redevelopment can be separated from the larger site and considered independently. There is every likelihood that this land will come forward for redevelopment in advance of the main site because of its physical separation and because Surrey Police are currently looking to realize the development potential of their land. This may bring forward the early redevelopment of the adjacent Ambulance Station site as well.



*Examples of brick types and patterns found in the Church Street Conservation Area and the Parade.*

**d. Development Options**

5.14 Development on this part of the site will deliver either:

**Option A**

5.15 New housing on the former police and ambulance station sites, with the existing health centre building retained in-situ

**Option B**

5.16 Comprehensive redevelopment of the site for new housing, incorporating a new health facility at ground floor level

5.17 These two options are illustrated through the Options A and B below.

*Current view towards the Church Street West site – showing the former Police Station (left) and Ambulance Station (right)*



*View along Church Street towards the Town Centre. The redevelopment of the Emergency Services site will maintain the existing wide vistas along Church Street. Significant trees will also be maintained. The redevelopment will incorporate additional planting that will deliver a green infrastructure corridor that will provide a link between the Town Centre with the adjoining residential areas.*





1. Existing wide vistas along Church Street to be maintained.
2. Important trees to be retained
3. Existing building lines to be maintained.
4. Access route to serve off-street car parking for new residential units.
5. Former Police Station and Ambulance Station sites fronting Church Street to provide up to 32 new homes. The maximum possible building height being 12m, inclusive of roofs. The potential maximum height of 12m will only be appropriate on a limited part of the site. The height of any new buildings must respect the predominant building heights in the adjoining Church Street Conservation Area.
6. The rear of the former Police Station site to provide up to 7 new homes. The maximum possible building height being 12m. The potential maximum height of 12m, inclusive of roofs, will only be appropriate on a limited part of the site. The height of any new buildings must respect the predominant building heights in the adjoining Church Street Conservation Area.
7. Existing wall to be retained or replaced with a new wall that enhances the character and appearance of the Conservation Area. The wall has the potential to provide private pedestrian access for the new homes located at the rear of the former Police Station.
8. Public pedestrian access route along the Parade and into the Town Centre retained.
9. In this scenario the healthcare centre is retained in situ.

**CHURCH STREET (West)**  
Option A



1. Existing wide vistas along Church Street to be maintained.
2. Important trees to be retained
3. Existing building lines to be maintained.
4. Former Police Station and Ambulance Station sites fronting Church Street to provide up to 19 new homes. The maximum possible building height being 12m, inclusive of roofs. The potential maximum height of 12m will only be appropriate on a limited part of the site. The height of any new buildings must respect the predominant building heights in the adjoining Church Street Conservation Area. Access route to side to serve off-street car parking for new residential units.
5. The rear of the former Police Station site to provide up to 7 new homes. The maximum possible building being 12m. The potential maximum height of 12m will only be appropriate on a limited part of the site. The height of any new buildings must respect the predominant building heights in the adjoining Church Street Conservation Area.
6. Existing wall to be retained or replaced with a new wall that enhances the character and appearance of the Conservation Area.
7. Public pedestrian access route along the Parade and into the Town Centre retained.
8. New pedestrian route through to the Parade across car park – following desire lines.
9. Retain existing rights of way across Dulshott Green in parallel to new pedestrian access.
10. Potential for retained or new healthcare uses on ground floor of new development.
11. In this scenario the healthcare centre is comprehensively redeveloped for up to 24 new homes. The maximum possible building height being 12m. The potential maximum height of 12m, inclusive of roofs, will only be appropriate on a limited part of the site. The height of any new buildings must respect the predominant building heights in the adjoining Church Street Conservation Area.
12. New access route to serve off-street car parking to the rear.

**CHURCH STREET (West)**  
Option B

## 6. Principles of Development and planning considerations

### Sustainable Construction and Renewable/ Low Carbon energy

#### Policy

- 6.1 With future energy needs in mind, decentralized energy generation is an option that merits proper evaluation on a town-centre site such as this. Serious consideration should therefore be given to establishing decentralised energy generation capacity to service the needs of this development and town centre sites beyond its boundary. The surrounding areas contain many uses that are operational 24 hours a day and a food store could serve as an anchor load (as could neighbouring offices, leisure uses and residential accommodation).
- 6.2 Installing CHP plant can lead to significant fuel, cost and emissions savings over conventional, separate forms of power generation and heat-only boilers. The UK Government has introduced a number of fiscal and financial support mechanisms designed to improve the economics of low carbon energy generation technologies, including CHP. Both fossil fuel and renewable fuel fired CHP plant may qualify for support and developers are advised to obtain the latest information from the Department of Energy and Climate Change regarding the available fiscal incentives.
- 6.2 Core Strategy policy CS6 addresses sustainability including energy use and efficiency. Proposals for all development should result in a sustainable environment and have a neutral impact upon pollution and climate change. The policy encourages the use of renewable energy by the incorporation of production facilities within the design of the scheme. It also seeks to ensure that all new development:
- Minimises the use of energy
  - Minimises the emissions of pollutants
  - Has no adverse effect on water quality or consumption
  - Avoids increasing the risk of or from flooding
  - Minimises the energy requirements of construction
  - Encourages the use of renewable energy
  - Incorporates waste management processes.
- 6.3 Policy E8 of Plan E specifically addresses Town Centre energy generation. The policy states that:

*“Future development proposals within the Town Centre will fully assess the potential to incorporate decentralised or renewable energy generating sources and where feasible, these sources will be provided as part of new developments.*

*New decentralised and renewable energy sources will be designed to have the capability to contribute to a wider local energy network and/ or the National Grid.*

*Where community Combined Heat and Power (CHP) schemes are demonstrated as not being viable, new developments will be designed and built with the capability to connect into such a network at a future date.”*

- 6.4 Section 5.15 of Plan E also notes: “The redevelopment of this strategic site (*The Upper High Street/ Depot road site*) also provides an opportunity to deliver exemplar energy efficient buildings that have carbon reduction measures fully integrated into their design and construction. The future Delivery DPD will set appropriate and viable targets for carbon reduction through design, taking account of the Code for Sustainable Homes, Building for Life and BREEAM standards. These targets will be linked to the Council’s Climate Change Strategy. Developers are advised to factor in the cost of these essential measures when purchasing sites for redevelopment.”

#### Energy Requirements

- 6.5 In the preparation of the development brief, the Council commissioned Metropolis Green to prepare an ‘energy strategy report’. Full details of the report can be found on the Councils at the [following link](#). The report concludes that:
- The future land uses and density of development on the site provides an anchor load and load diversity that makes the provision of Combined Heat and Power (CHP) and a District Heating Network (DHN) feasible for the area.
  - A well-designed and well-structured CHP and DHN system will deliver revenue to the owner/operator, particularly in the establishment of an Energy Services Company (ESCo).
  - An ESCo should be established in partnership by the Council and UK Power Networks
- 6.6 The report also recommends:
- Any planning applications for the site will require a feasibility study and energy strategy that specifically addresses decentralised renewable and low carbon energy generation.
  - At the detailed design stage, a full business case for the specification of CHP and the establishment of a DHN at the Upper High Street and Depot Road site should be prepared in line with the specific development options/proposals for the site. This assessment will require robust and detailed data inputs with respect to energy demand, development phasing and location, retail floorspace allocation and a residential unit programme. This data will aid in the financial modelling to determine the ultimate feasibility for CHP and DHN at the site.
  - The development should explore opportunities to connect up to UK Power Networks plant, through early discussions with UKPN regarding capacity, infrastructure development and access.
  - At the detailed design stage, comprehensive mechanical and electrical engineering advice will be required along with a detailed specification of any proposed decentralized low carbon or renewable energy generation system, in order to determine the feasibility of connecting to the UKPN network and the necessary works involved.
  - At the application stage, consideration must be given to the most appropriate location of the plant equipment, in order to minimize the amount of pipework required, with specific considerations including proximity to anchor loads and a switching station.

- It is also important to provide sufficient flexibility to link into future wider networks at other opportunity sites in the Town Centre
- Details of plant building, thermal store and flue design should be considered early in the detailed design stage.

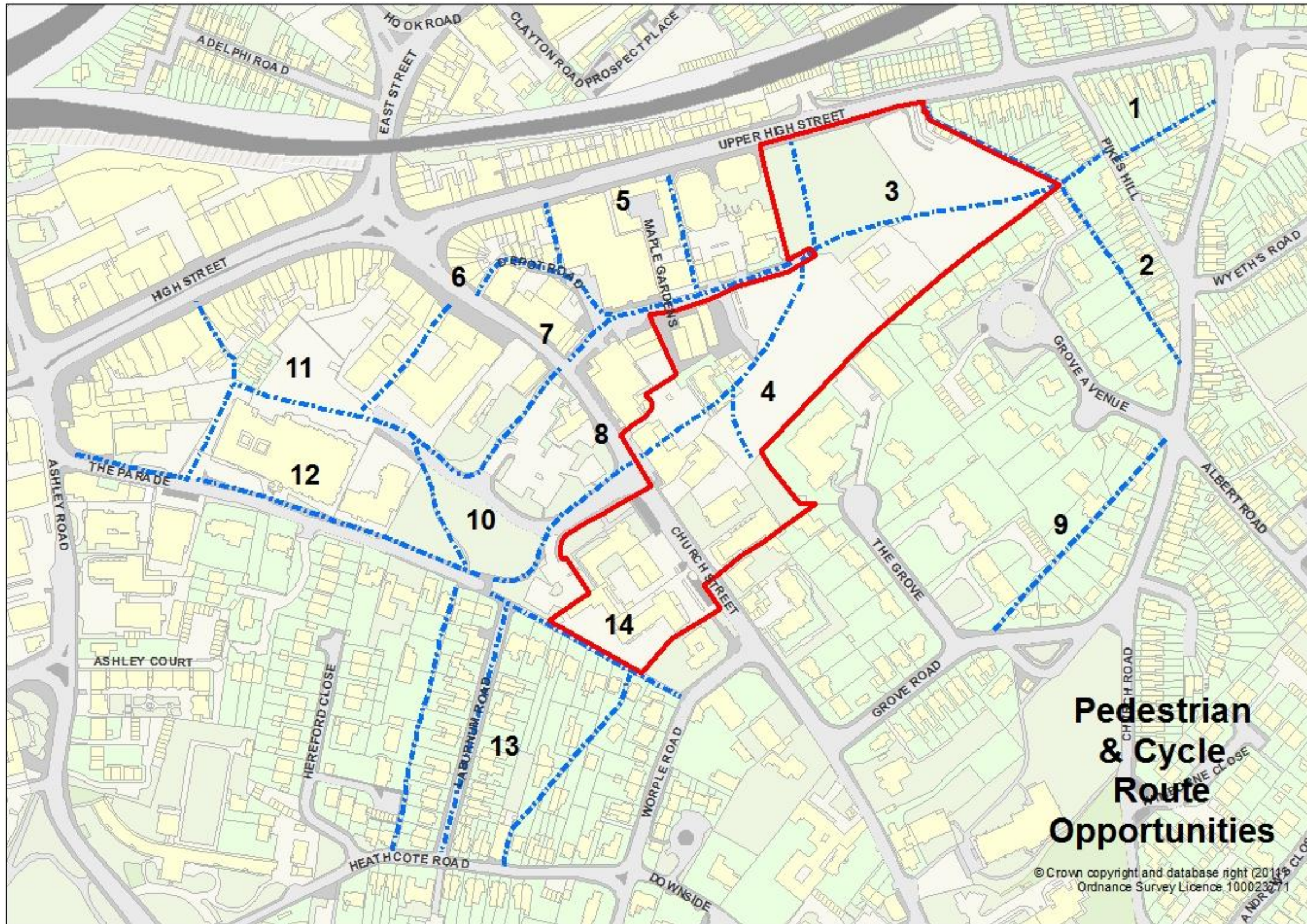
Developers are also referred to the Council's Sustainable Design SPD that provides further guidance and information to help demonstrate how sustainable construction and design measures should be incorporated into a scheme.

### **Housing Mix and Density**

- 6.7 New housing on these sites is an important component of our housing delivery during the plan period up to 2026. The need for this housing has been identified through preparatory work on the Core Strategy informed by a Strategic Housing Market Assessment.
- 6.8 Any planning application should provide a mix of dwelling types and sizes that reflects the diversity of the population and adds interest to the development as a whole. This should include family sized houses.
- 6.9 Developers will be encouraged to consult with the Strategic Housing Manager for up to date advice on the appropriate housing mix for this site. The overall housing mix should be at least 40% affordable with the preferred split being 70% social rented and 30% intermediate (shared ownership) housing.
- 6.10 The redevelopment of any significant part of the Upper High Street/Depot Road site will require the re-provision of the Rosebery Housing Association managed Homelessness prevention housing currently located at Phoenix Court. Developers should speak to Rosebery Housing Association and the Council's Strategic Housing Manager at the earliest opportunity to determine the most appropriate location for this. It may be that this is not within the development site.
- 6.11 There is an identified need for student accommodation in the Town Centre with the University for the Creative Arts being just outside the town centre boundary. This may be a suitable type of housing for the development brief site, as student housing does not require the same amount of parking provision as family housing. It is also relatively high density, which is desired in an accessible location such as this. Alternatively, the site may also provide an appropriate location for new specialised accommodation for either the elderly or people with disabilities. As with student accommodation, these types of housing do not generate high volumes of traffic as family housing and will positively contribute to the diversity of the local community.

### **Access and Highways**

- 6.12 These sites are in a highly accessible location on the edge of Epsom Town Centre. It is within close proximity and easy walking distance to Epsom Railway Station and town centre bus routes. This central location makes the site very sustainable and ideal for development.
- 6.13 Traffic modelling carried out by Surrey Highways demonstrates that there is sufficient capacity within the highway network to accommodate all of the new developments set out in Plan E. Planning permission will be subject to the implementation of satisfactory highways improvements to ensure adequate access and egress to and from the site for Heavy Goods Vehicles, vehicular traffic, pedestrians and cyclists as part of a detailed S 106 agreement. This will include improvements to The Quadrant junction as mentioned above. Developers of any element or phase of the development envisaged in this Brief will be required to contribute proportionately to these essential infrastructure requirements.
- 6.14 It is important that the redevelopment of these sites includes the introduction of the new access points identified on the option plans. New vehicular access points should act as 'access only' routes and be designed so that they do not act as through routes. However, it will be important to encourage pedestrian and cycle connectivity through the site and new development should facilitate this to adoptable standards. Layout designs should be developed with these identified from the outset. Existing and proposed Public Rights of Way should be included in any proposals and a signing strategy will be required. We have identified pedestrian and cycle route opportunities on the map below (see Page 22).



1. Existing access route from Church Road through Pike's Hill into Upper High Street car park.
2. Existing alleyway from Church Road into Upper High Street car park.
3. Opportunity for improved access across Upper High Street car park. Includes new access onto Upper High Street as part of new foodstore or housing as per Options A1-A3, B1 and B2.
4. Opportunity for improved access across Depot Road, either as part of an improved car park (Options A1 – A3), or a new foodstore (Options B1 and B2). Improved access to include new access route onto site from Church Street and retained access to the Epsom Club and Unity Hall.
5. Potential for improvements to existing access routes onto Upper High Street.
6. Improvements to Quadrant Junction.
7. Existing crossover at Depot Road.
8. New junction providing a link across Church Street to Hope Lodge and the Town Centre to west.
9. Existing alleyway.
10. Opportunity to improve existing access routes across Hope Lodge and Dulshott Green to increase north-south and east-west flow.
11. Opportunity for improvements to access routes across Town Hall Square, providing links to Church Street, High Street (east) and the Parade.
12. Existing access route along the Parade linking the Town Centre with Church Street, Dulshott Green and Worple Road.
13. Existing access routes linking Heathcote Road with the Parade.
14. Existing alleyway.

## Parking

- 6.15 Ensuring that there is an appropriate level of parking provision to meet the needs of residents, businesses and visitors is an important issue for the Council. The Council's Borough-wide Parking Strategy sets out how we hope to achieve this through a mixture of management, charging, enforcement and planning measures. Within the indicative drawings shown in the Development Brief the areas for residential parking are incorporated into the areas designated for housing. It is expected that new housing development will make provision of at least 1 space per new unit (this may be superseded by subsequently adopted revised parking standards). A lower provision of resident parking may be acceptable for particular forms of housing such as student housing or sheltered accommodation for the elderly or people with disabilities. Advice on parking for new developments may be found in the Surrey County Council Vehicular and Cycle Parking Guidance, which can be found at the [following link](#). We are currently in the process of preparing new local parking standards that will reflect parking demand and availability across the Borough. These will form part of the forthcoming Development Management Policies Document (due to be published in 2013).
- 6.16 Basement-level parking may be permissible but advice will need to be sought from the Environment Agency in advance due to the existence of the ground-water Source Protection Zone (mentioned below).
- 6.17 Public parking requirements specific to the Upper High Street/Depot Road site are mentioned above under site specific constraints.



*Dulshott Green*

## Biodiversity and Green Infrastructure

- 6.18 The comprehensive redevelopment of both sites is an opportunity to introduce significant biodiversity improvements to the Town Centre. In line with Plan E, this will make a valuable contribution towards the enhancement of the Town Centre's character and appearance as well as meeting the Council's wider Biodiversity Action Plan objectives.
- 6.19 It is envisaged that biodiversity enhancements could be brought forward through a number of measures/ improvements – for example through appropriate tree planting/ natural landscaping, the incorporation of appropriate design features such as bird/ bat bricks, and sustainable design features such as green walls/ roofs. All existing significant trees, on both sites, should be retained. We believe that this could, over time, help create a new green infrastructure network that would not only result in biodiversity enhancements for the area but also help to draw people across the site, providing a link between the new uses (including the foodstore) and the wider Town Centre.
- 6.20 Dulshott Green is an important green space in the immediate area and opportunity should be taken to extend this green space across the road to create a green corridor/ green link through the Depot Road and Upper High Street site.





1. Environmental improvements to Upper High Street car park including biodiversity enhancements. These will include new tree planting, which would follow defined pedestrian and cycleway desire lines across the car park, making for a safer and more pleasant thoroughfare. Existing mature trees along the southern boundary should be retained and complementary planting introduced where feasible.
2. The redevelopment for a new foodstore (Options A1-A3) or housing (Options B1 and B2) should include a green space/focal point which could take the form of domestic gardens, public open space, green walls/ roofs or denser tree planting. A new access to Upper High Street should be thoughtfully designed and planted with trees. The Road frontage onto Upper High Street provides scope for new planting and the retention of an existing mature tree.
3. The redevelopment for new housing (Options A1-A3) and a new foodstore (Options B1 and B2) provides an opportunity for another green space/focal point. These focal points should be seen as a series of “outdoor rooms” that would add interest and variety to the pathways and link together in a series of pleasant tree-lined urban spaces. Careful attention to hard and soft landscaping in these spaces and along the interconnecting pathways/cycleways should create a visually appealing environment and places where people will want to linger as well as passing through. Further new tree planting should continue along the line of the new access route from Church Street.
4. Potential improvements to existing planting and green space at Hope Lodge car park.
5. Dulshott Green.
6. Enhancements to existing planting will help define the route between Town Hall Square and Dulshott Green/ Hope Lodge.
7. Town Hall Square enhancements, as set out under Plan E Policy E17J.
8. The redevelopment of the former Police Station site for housing will provide an opportunity to deliver another greenspace/focal point.

## Townscape/ Streetscape

6.21 The development must have particular consideration to the sensitivity of the site in relation to the adjacent Conservation Areas. Consequently, the character, appearance and design of future redevelopment proposals will be an important consideration. Any proposals should carefully consider the prevailing character and design of properties in the adjacent Conservation Areas. The development brief sites lie on the outer edges of three Conservation Areas – The Town Centre, Pikes Hill and Church Street Conservation Areas. More information can be found in the Conservation Area Appraisals and Management Plans listed below:

[Church Street, Epsom](#)

[Pikes Hill, Epsom](#)

[Epsom Town Centre](#)

6.22 Higher density housing is acceptable in principle in this location, and the height, massing and building design must be in line with current planning policy. The impact of the height of new buildings upon the existing townscape has been identified as a key consideration. To address this issue Plan E introduces a building height policy approach, which identifies the locations where taller buildings may be considered. Any proposals must not exceed the maximum building heights set out in Plan E Policy E7. This generally allows a building 12m high (from ground to eaves height) which could potentially accommodate four domestic-scale storeys.

6.23 For sensitive frontages the building heights will be much lower than Plan E Policy E7 allows. We envisage graduated building heights being used to define the transition between Epsom Town Centre and the areas beyond. For example, the redevelopment of the Fire Station will provide an opportunity for lower, smaller-scale buildings that will define a clear transition in visual character and appearance between the higher density commercial uses found in the Town Centre and the domestic scale offices and residential properties located along Church Street (coming out of the Town Centre). In a similar vein, most of the Upper High Street/ Depot Road site will be redeveloped with buildings that effect a transition between higher density Town Centre uses and the neighbouring residential areas.

6.24 In particularly sensitive locations adjacent to the Conservation Area boundaries building to the maximum potential building height will not be considered appropriate and lower density development will be required. The Emergency Services, which bounds the Church Street Conservation Area, is an example of a location where this is the case. More guidance is provided at 5.5.

6.25 The former Print Works site on Depot Road has the potential to accommodate new buildings that could have an absolute height limit of 16m in line with adjoining Kilmuir House. We believe that a new taller building in this location will not necessarily have a harmful impact on the two adjoining Conservation Areas because of the site's topography, which means that any building will be lower than the surrounding townscape. Homewater House is an example of where this approach has previously

been applied. Nevertheless careful consideration will need to be given to the impact on views from the South, within the Church Street Conservation Area. Site specific advice is given in relation to the Church Street Emergency Service land above.



*Homewater House and Renaissance House (to the rear): illustrating how graduated building heights and stepped back roof lines can help define the visual transition from the commercial character of the Town Centre to the domestic scale of the surrounding residential areas.*

## Urban design

6.26 Both development sites offer the opportunity to create new townscape that will significantly enhance Epsom Town Centre. The quality of the buildings and the spaces between them should follow principles of good urban design such as those espoused by the Commission for Architecture and the Built Environment's (CABE) former Chief Executive – Richard Simmonds – see the [following link](#).

6.27 Robustness, usefulness and beauty are the central guiding principles. We will expect the basics of good design to be incorporated in any scheme and we will strive for excellence so that the end result looks good, works well and is safe and secure for the benefit of all users. In order to meet the latter, we recommend that prospective developers engage with Surrey Police's local Crime Prevention Design Advisor from the outset with a view to meeting the principles set out in [Secured by Design](#).

6.28 We expect that the new townscape created will be executed to a high standard using quality materials and a close attention to detail so that the public spaces remain durable and long lasting.

6.29 To maximize the urban design benefits of the scheme we will seek and promote the creation of a new access to the Depot Road car park land via the Fire Station site. Without this new access, any options for development of the "back land" will not realise the full potential for enhancement of the town centre. Realisation of this new access point is therefore one of our key urban design objectives.

6.30 The Conservation Area Character Appraisals mentioned above identify the building materials that are typical for those areas. In general terms, we believe that the following building materials are locally distinctive:

- Flint;
- Brick;
- Slate;
- Tile hanging;
- Render.

We will seek new developments to incorporate any one, or a limited appropriate mixture of these materials. We are not encouraging developers to use combinations of all of these materials. We actively welcome innovation in design and believe that these locally distinctive materials can be positively incorporated into modern designs.



*Left: an example of brick and stone work found on a modern building located in the Parade.*



*Right: a historic wall in the Church Street Conservation Area illustrating the use of brick and flint.*



*Left: an example of a slate roof found in the Church Street Conservation Area, immediately adjoining the Development Brief site area.*

### **Source Protection Zone**

- 6.31 Epsom Town Centre is built over a Major Aquifer, a natural underground water source which supplies drinking water for human consumption. As a result, the majority of the Town Centre is identified within an Inner Source Protection Zone that serves the East Street Pumping Station. This has implications for the design of new developments and certain types of renewable energy sources, specifically ground source heat pumps

### **Critical Drainage Area and Surface Water Flood Risk**

- 6.32 A significant area of Epsom Town Centre has been identified as a Critical Drainage Area by the Borough-wide Strategic Flood Risk Assessment (SFRA). These sites do not fall within the Critical Drainage Area and have not been identified as an area at risk of Surface Water Flooding. Nevertheless any proposals will be required to be accompanied by a site specific Flood Risk Assessment that considers all sources of flood risk and drainage mitigation measures.

### **Developer Contributions**

- 6.33 The Council's Core Strategy Policy CS12 sets out the requirement for Developer Contributions. This is supported by the Developer Contributions SPD. In this instance a specific Section 106 agreement will be required, particularly in relation to the necessary improvements to the junction at The Quadrant (to be provisionally agreed with the Highway Authority – Surrey County Council at the pre-application stage). Schemes to improve The Quadrant, associated with earlier proposals for a superstore on Upper High Street, can be used as a guide to the sort of alterations that may be required, depending upon the exact traffic impact of the development option pursued.
- 6.34 We envisage that all the component Development Brief sites will contribute towards the infrastructure costs associated with the whole site. These contributions will be secured through the S.106 legal agreement process. Principally, contributions will be used to secure highway and pedestrian improvements at the Quadrant Junction and the delivery of the new junction onto the site at the Fire Station, together with any necessary improvements to bus stops next to the site in order to promote public transport use.
- 6.35 Please note that the Community Infrastructure Levy will be introduced in Epsom and Ewell in 2014 and this will largely replace the existing Developer Contributions regime with a charge on new development calculated at a particular rate per square metre. At the time of writing, the likely charging rate applicable to these sites is not known.

## 7. Towards Implementation

### a. Sequence of Development

7.1 We expect that the development will be essentially developer-led. This may be through the auspices of a development partner procured by us but it may equally result, in whole or in part, from proposals developed by parties that already have a vested interest in the land. At present we do not envisage the use of compulsory purchase powers to enable the process.

7.2 There are two immediate drivers for development to take place:

- i) Where and when the foodstore comes forward for development. This will determine which option will be pursued and how the rest of the site comes forward to provide a mix of new housing and improved car parking provision.
- ii) Meeting Rosebery Housing Association's needs and where they will re-provide the homelessness prevention accommodation. We cannot allow for this type of accommodation to be lost and therefore re-provision is a key objective of regenerating this site.

7.3 When preparing the options we have tried to ensure that they are financially viable and can be delivered. As part of this process we commissioned a strategic-level viability appraisal of the original three options. Our advisers assumed that:

- Planning permission will be granted
- There are no abnormal ground conditions
- Landowners will work with the Council to deliver the options, and
- If necessary underground electrical cabling can be moved at a reasonable cost.

7.4 This viability testing shows that the proposed schemes are all broadly viable, given the scheme and unit mix. The overall viability of individual schemes will depend on the potential to buy adjoining sites from other land owners and the cost of moving underground cabling to facilitate development in some instances. Any other abnormal costs such as land clean-up could impact negatively on viability. Our strategic-level viability appraisal can be supplied to enquirers but should only be used as a guide; it is not intended as a formal valuation and should not be relied upon as such.

### b. Pre-application Procedure

7.6 Any prospective developer is encouraged to meet with us at the earliest opportunity. We provide a pre-application advice service and information on this can be found at the [following link](#).

7.7 For an initial conversation, free of charge, you should contact us on the telephone number below and ask for the Planning Policy Manager.

### c. Submitting a Planning Application

7.8 It is likely that the development of these sites will come forward in increments, subject to the general principles above. Each stage of development will require planning permission and each application will need to be self-contained whilst incorporating legitimate requirements that may apply to other parts of the wider site/s.

7.9 Planning application should be made electronically, using the Planning Portal. This assists us in the administration of the process and reduces cost and waste for the applicant and us. Details of the requirements for an application are set out on the Council's website at the [following link](#).

7.10 Details of the relevant fees and application forms may be found at the [following link](#).

## 8. Contact Details

The Planning Department  
Planning Policy  
Epsom & Ewell Borough Council  
The Town hall  
The Parade  
Surrey  
KT18 5BY  
[LDF@epsom-ewell.gov.uk](mailto:LDF@epsom-ewell.gov.uk)

01372 732000

## **Appendix 1 List of Relevant Local Plan Policies and Other Key Documents**

### **Core Strategy 2007**

CS1 Creating Sustainable Communities in the Borough  
CS3 Biodiversity  
CS5 Conserving and Enhancing the Quality of the Built Environment  
CS6 Sustainability in New Developments  
CS7 New Housing  
CS9 Affordable Housing  
CS11 Employment  
CS12 Developer Contributions  
CS14 Epsom Town Centre  
CS16 Managing Transport and Travel

### **Plan E Epsom Town Centre Area Action Plan**

E2 Housing Capacity in the Town Centre  
E3 Town Centre Retail Capacity  
E4 Town Centre Primary Shopping Area and Primary & Secondary Retail Frontages  
E5 Town Centre Employment Floorspace Provision  
E7 Town Centre Building Height  
E8 Town Centre Energy Generation  
E9 Public Realm  
E10 Improving Accessibility and Facilities for Cyclists  
E11 Deliveries to Premises  
E12 Town Centre Parking  
E13 Changes to the Road Network  
E14 Depot Road and Upper High Street Strategic Opportunity Site  
E17g Emergency Service Uses, Church Street Opportunity Site

### **Other documents**

Sustainable Design Supplementary Planning Document  
Church Street, Epsom Town Centre and Pike's Hill Conservation Area Appraisals and Management Plans  
Shopfront Design Guide  
Epsom & Ewell Strategic Flood Risk Assessment  
Epsom & Ewell Surface Water Management Plan  
Biodiversity & Planning Good Practice Guide