

# CHAPTER 8 - THE EPSOM HOSPITALS CLUSTER

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## **8.1**                    **INTRODUCTION**

- 8.1.1            In December 1997, the Borough Council granted outline planning permission for the development of about 1500 dwellings and associated facilities in the area known as the Epsom Hospitals Cluster. The Hospitals Cluster encompasses four former NHS establishments and their grounds within the Green Belt to the west and north-west of Epsom. This chapter, together with the Hospitals Cluster Proposals Map Inset, sets the framework for the drawing-up of more detailed proposals. The development will involve a mixture of new and converted buildings. The area covered by the Proposals Map Inset adjoins the present built-up residential area to the east and Horton Country Park to the west. It is bounded by Chessington Road to the north and Christ Church Road to the south. A fifth NHS establishment at West Park lies outside the Cluster and is not part of the residential development proposals.
- 8.1.2            Closure of the hospitals is a consequence of Government policy to reduce the use of large institutions for people with mental illnesses or learning disabilities, and provide those services as far as possible within the community. The transfer will take until at least the end of the century and the phasing of development at the hospitals will therefore be determined partly by the changing pattern of care and the needs of patients.
- 8.1.3            The release of such a large area of land, including extensive buildings, poses a considerable challenge in planning for their future use and redevelopment. A co-ordinated plan is, therefore, needed to provide a framework for the location and composition of the development, to protect key open areas and buildings of historic, architectural or townscape importance, and to conserve the semi-rural environment of the area. The local plan has also had to consider the traffic implications of new development.
- 8.1.4            New development within the Metropolitan Green Belt is strictly limited. However, the former NHS establishments constitute major developed sites within the Green Belt. Government guidance and the Surrey Structure Plan recognise the exceptional circumstances created by large building complexes which are no longer required for their original use. The other hospital nearby, West Park, constitutes a major developed site in the Green Belt, although residential development there is not planned at present. Guidance on redevelopment of the major developed sites outside the Cluster, including West Park Hospital, is contained in Chapter 3 - Green Belt, and in particular Policies GB7 and GB8.
- 8.1.5            The hospitals and related sites within the Cluster are as follows:  
                    Horton Hospital  
                    Long Grove Hospital  
                    The Manor Hospital  
                    St. Ebba's Hospital  
                    Hollywood Lodge  
                    Central Boiler House

The sites do not include all land and buildings owned by the Health Authorities, as a substantial part has not been used for health service purposes. Ownership is not a

land use planning matter and these areas of land are not considered to be any different from other land within the Green Belt.

- 8.1.6 Horton and Long Grove Hospital sites each centre on an integrated building complex broadly grouped around a semi-circular corridor arrangement which differ in detail but show common origins in design and concept. Other buildings have been added from time to time in the large grounds surrounding the original buildings. Both integrated complexes have some architectural merit: particularly worthy buildings include Horton Hospital, Horton Chapel and the main halls. Horton Chapel is listed as a building of special architectural or historic interest. Both sites have many interesting and unusual tree species, and Long Grove has particularly extensive tree cover.
- 8.1.7 The Manor and St. Ebba's Hospitals were developed in a more ad hoc manner, with a connected arrangement of originally temporary buildings on the Manor site and a scatter of individual buildings across almost all of the St. Ebba's site. Most of the buildings on these two sites are undistinguished, with the exception of the remaining part of the original Manor which has been incorporated into that hospital. However, there are listed buildings of special architectural or historic interest on these sites. The Manor site also has some interesting trees, open spaces and a medieval moated area.
- 8.1.8 Hollywood Lodge is a large house set in open grounds that has been used by the Health Authorities and lies at the southern end of the Proposals Map Inset area. The Health Authorities have also operated a common heating system from the Hospitals' Boiler House site which lies on the western edge of the Proposals Map Inset area close to Horton Hospital.

## **8.2 POLICY CONTEXT**

### Government Policy

- 8.2.1 The Government guidance on Green Belts includes an annex dealing specifically with the future of major developed sites (Planning Policy Guidance on *Green Belts* is available from HMSO). The annex recognises that limited infilling and redevelopment of these sites may be appropriate and defines the constraints and considerations to be taken into account.
- 8.2.2 The purposes and objectives of Green Belt policies are fully explained in section 3.2 of the Plan. Purposes include protecting the countryside from urban sprawl and preventing neighbouring towns from merging. Objectives include providing access to the countryside and opportunities for outdoor recreation, providing for attractive landscapes and nature conservation, and retaining land for agriculture and forestry.
- 8.2.3 The annex advice on limited infilling is that, compared with the existing development, it should have no greater impact on the purposes of the Green Belt, be no greater in height, and not involve a major increase in the developed proportion of the site. The advice on redevelopment is that, compared with existing development, it should have no greater impact on the openness or purposes of the

Green Belt, contribute to achieving the Green Belt objectives, be no greater in height, and be no greater in ground-floor "footprint" area (unless compensated by a visually beneficial height reduction).

- 8.2.4 The annex also refers to a number of other factors to be considered in the case of redevelopment. The character and dispersal of the proposals is important, particularly in the case of residential development which may be unacceptable if it has an impact on a greater area of the site or involves enclosure of open land for gardens. Partial redevelopment should only be considered in the context of comprehensive plans for the whole site. Suitable re-use rather than redevelopment should be sought for buildings of architectural or historic interest. Proposals should not overload local facilities such as schools and should not impose a need for additional public expenditure on infrastructure.
- 8.2.5 The Government's guidance for the western part of the South East region indicates that firm protection of Green Belt land should remain, and additional development growth should be limited to avoid stress on the available infrastructure. However, it also promotes the recycling of land at major institutions in large grounds provided that important historic buildings are re-used, and notes particularly that redevelopment on hospital sites in the Green Belt may be appropriate.

#### County Structure Plan Policy

- 8.2.6 The Surrey Structure Plan supports strong restraint on development in the Green Belt and confirms that existing Green Belt boundaries should only be changed exceptionally, but allows for development of redundant hospital sites. Specific provision for housing development in the County includes about 2000 dwellings at the Hospitals Cluster. Phasing is anticipated to involve 1000 homes up to 2001 and a further 1000 up to 2006. It is now believed that no more than 1300 dwellings will be provided at the Hospitals Cluster. The shortfall will be provided for at other appropriate locations in Surrey, and need not be within the Borough.

### **8.3 OBJECTIVES**

- 8.3.1 The principle of redeveloping the Cluster has been firmly established over 10 years, with consultation on the general objectives commencing in November 1986, a public inquiry into the Borough Local Plan between April and September 1992, adoption of the Borough Local Plan in February 1995 and the granting of outline planning permission for about 1500 homes and associated development in December 1997. There has been some public concern regarding the closure of the hospitals and the impact of any new development in terms of traffic and road alterations. However, there has been general public support for re-use of hospital sites following closure, and for the objectives agreed between the Borough and County Councils. The Borough Council has therefore negotiated to minimise the impact of highway proposals whilst catering for the needs generated by redevelopment.

### 8.3.2

This chapter is based upon Volume Two of the Borough Local Plan. The text has been considerably shortened on the basis that much of its content now forms a commitment through the granting of planning permission. The objectives remain essentially those agreed in 1986:

- (1) To reaffirm the present Green Belt policies of the County and the Borough, including defining all land to which these policies apply;
- (2) To examine the status of the existing built-over areas of the Hospitals land relative to the Green Belt, to identify those buildings which are suitable for retention and set out a range of new uses to be encouraged in them;
- (3) To develop a policy for the use of the remaining open areas within the Green Belt which are currently part of the Hospital lands;
- (4) To identify those areas where redevelopment for new uses will be permitted;
- (5) To identify a mix of land uses and locations laid out in such a way as to preserve and enhance existing and proposed areas of open space, ensure a satisfactory landscape environment and provide opportunities for local shopping, education, light industrial, recreation and social welfare uses;
- (6) To provide for a highway and public transport network to support existing and new uses safely and efficiently;
- (7) To provide for an infrastructure network laid out in a way which does not adversely affect the loading or distribution of power, water and drainage in the surrounding areas and in Epsom and Ewell in particular;
- (8) To take account of the employment implications of the Hospitals closure;
- (9) To provide for the retention of trees and hedgerows and the preservation of the semi-rural environment as seen from the existing road network, and for sufficient new planting to protect open spaces and roads from the visual impact of any new development;
- (10) To take account of the phased closure of the Hospitals to achieve a balanced solution to the planning of the Cluster area.

### 8.3.3

This chapter will form the basis for considering any further applications relating to the Hospitals Cluster, either modifying those matters covered by the outline application, relating to detailed matters not yet submitted, dealing with the needs of remaining healthcare uses in the area, or involving further changes to land and buildings in the Cluster after they have been developed. However, other chapters in the plan also contain policies which are relevant to decisions regarding the Cluster, in particular Chapter 6 - Built Environment, Chapter 12 - Movement and Chapter 14 - Control of Development.

**8.4**                    **GENERAL POLICY**

8.4.1                    The Council has developed a comprehensive approach for re-use of the Hospitals sites which is in accordance with Government advice outlined in paragraphs 8.2.1 to 8.2.5 of this chapter, including the purposes of including land in Green Belts and the objectives for the use of land in Green Belts. The approach was originally devised to follow Government guidance in Circular 12/91. Although this guidance has now been superseded, the central tenet remains that the new uses should be no more harmful to the Green Belt than the existing development.

8.4.2                    The Government guidance that total redeveloped area or footprint should be no greater than that of existing buildings is accompanied by a definition of the term "footprint". This is the aggregate ground floor area of the existing buildings *excluding* temporary buildings, open spaces with direct external access between the wings of a building, and areas of hardstanding. However, new hardstanding areas are not to be encouraged within the Green Belt. The needs of new development should be met by reusing or relocating existing hardstanding areas wherever possible. If extensive new areas of hardstanding are proposed, the Council will seek removal of an equivalent area of hardstanding or of footprint to ensure that the new development has no greater impact on the character of the Green Belt than the existing development. To enable the total developed area to be kept under control, the Council may impose conditions to ensure that redundant buildings are demolished and hardstandings removed as new construction takes place.

8.4.3                    A survey of the hospital sites has established the following footprint areas:

Horton Hospital	40,130 sq.m.
Long Grove Hospital	38,710 sq.m.
The Manor Hospital	34,470 sq.m.
St. Ebba's Hospital	29,510 sq.m.
Hollywood Lodge	310 sq.m.
Central Boiler House	1,750 sq.m.

8.4.4                    Although the Council has granted planning permission for the provision of about 1500 homes on the Hospitals Cluster site, it is now believed that no more than 1300 dwellings will be developed. Layout proposals have only been agreed for some areas, and policies are needed to guide consideration of applications for more detailed aspects of the development. In considering applications, the Council will take account of Government guidance and will seek to achieve the strategic aim of creating an attractive residential community by sympathetically integrating new and existing buildings into the Green Belt. The Council will seek to ensure that the redeveloped footprint is distributed in the best manner to preserve the character of the Green Belt and that infrastructure and service provision is co-ordinated. The detailed proposals will be expected to conform with the development concept set out in this chapter, and the development briefs being prepared for each hospital.

**HC1 PROPOSALS FOR THE REDEVELOPMENT AND RE-USE OF THE AREA OF THE HOSPITALS CLUSTER PROPOSALS MAP INSET WILL NOT BE PERMITTED UNLESS THE DEVELOPMENT WOULD:**

- (I) **HAVE NO GREATER IMPACT THAN THE EXISTING DEVELOPMENT ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT, AND WHERE POSSIBLE HAVE LESS;**
- (II) **CONTRIBUTE TO THE ACHIEVEMENT OF THE OBJECTIVES FOR THE USE OF LAND IN GREEN BELTS;**
- (III) **NOT EXCEED THE HEIGHT OF THE EXISTING BUILDINGS, ESPECIALLY RETAINED BUILDINGS IN THE IMMEDIATE VICINITY;**
- (IV) **NOT OCCUPY A LARGER AREA OF THE SITE THAN THE EXISTING BUILDINGS BEING REPLACED (UNLESS THIS WOULD ACHIEVE A REDUCTION IN HEIGHT WHICH WOULD BENEFIT VISUAL AMENITY);**
- (V) **PROVIDE FOR DEVELOPMENT OF THE PROPOSAL SITE IN ACCORDANCE WITH THE HOSPITAL CLUSTER DEVELOPMENT CONCEPT AND ANY DEVELOPMENT BRIEFS APPROVED BY THE COUNCIL.**

## **8.5 THE DEVELOPMENT CONCEPT**

8.5.1 The plan provides for housing as the principal form of redevelopment for the four Cluster Hospitals, conveniently laid out to include supporting service uses. Consideration is also given to highways and infrastructure. The development should preserve and enhance the character of the Green Belt, and therefore environmental concerns are considered to be of paramount importance. A key element of the enhancement will be to increase the area's amenity value and provide new opportunities for public access and recreation. Other forms of development are therefore identified for the Cluster to provide for re-use of many of the existing buildings and open areas. These include recreational activities associated with the Country Park and existing sports pitches, pavilions and halls.

8.5.2 The local plan provides a broad development concept which sets the framework for development briefs and consideration of planning applications. The concept is geared to creating a distinct community at the Hospitals Cluster whilst enhancing the area as a resource for the whole Borough. It involves clear separation of the new residential areas from the existing edge of the built-up area, formation of highly individual residential areas which mix conversions and new buildings, provision of complementary local facilities some of which may re-use the most distinctive existing buildings, retention of mature garden areas, enhancement of the surrounding countryside, and provision of a comprehensive range of Borough wide and local recreational and leisure facilities within the open land. The aim is to promote a new residential community with a strong local identity.

8.5.3 Various elements make up the concept:



- (a) Maintenance of the existing Green Belt boundary;
- (b) Retention of existing buildings and their settings which are of architectural, townscape, landscape or historic interest, and their conversion for residential and ancillary uses;
- (c) Siting of new build development for residential or ancillary uses where existing buildings and settings are unsuitable for re-use and where the mature landscape of the site and the open character of the Green Belt can be respected;
- (d) Retention and conversion of areas of open land, sports grounds and tree planting to provide residential amenity areas and local and Borough wide recreational and leisure uses, both public and private;
- (e) Expansion of the main road network within a landscaped setting and with landscaped access junctions to the new residential areas;
- (f) Provision of a public footway/ cycleway and bridleway network throughout the open lands providing access to the built-up area and recreational routes linked to the Country Park and Epsom Common.

8.5.4

The closure of the Hospitals is proceeding in phases and is unlikely to be completed before the end of the plan period. Throughout the redevelopment process, it is anticipated that some healthcare needs of existing patients and new residents will be met on the site. This will involve a process of relocation and consolidation of health facilities. The Borough Council will seek to facilitate this process by allowing conversion, extension and redevelopment of buildings for health use, but only within the existing footprint specified in paragraph 8.4.3, and only provided the other criteria for protection of the Green Belt are met. Similarly, agricultural needs associated with Horton Farm will continue to be met.

**HC2 PLANNING PERMISSION WILL ONLY BE GRANTED FOR THE FOLLOWING DEVELOPMENT WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA:**

- (I) CONVERSION OR REDEVELOPMENT FOR HOUSING AND ASSOCIATED USES SPECIFICALLY PROVIDED FOR IN THE LOCAL PLAN;**
- (II) OUTDOOR SPORT, OUTDOOR RECREATION, AGRICULTURE AND OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT, AND ESSENTIAL SUPPORTING FACILITIES;**
- (III) CONVERSION, REDEVELOPMENT, OR LIMITED INFILLING OF THE BUILT FOOTPRINT FOR CONTINUING HEALTHCARE REQUIREMENTS;**

**(IV) SUPPORTING INFRASTRUCTURE ASSOCIATED WITH (I), (II) AND (III), INCLUDING HIGHWAY, FOOTWAY, CYCLEWAY AND BRIDLEWAY PROVISION.**

Retention and Enhancement of Open Space, Landscaping and Buffer Zones

- 8.5.5 All of the hospital sites contain extensive areas of open lands; some were laid out as sports grounds and bowling greens or enclosed gardens while other lands were left as parkland or agriculture. These make an important contribution to the landscaped setting of the hospitals, and some are sites of nature conservation value. To protect the natural environment features of the Cluster, extensive and linked areas of open lands are identified for retention and enhancement, either as landscape features, as residential amenity space or as public recreational facilities. Retention of existing features is secured by Chapter 5 - Natural Environment, particularly policies NE1 and NE4 of the plan. Enhancement of the open areas will be linked to development proposals: the proposals will be expected to include provision for management schemes and legal agreements which ensure that the identified land remains open and is properly maintained.
- 8.5.6 The Council will also expect the design of residential development in the Hospitals Cluster to incorporate integral open space, including children's playspace and areas for local residents' informal recreation. This open space may be developed around existing environmental features of interest or be newly established. Requirements for open space provision within residential developments are set out in Chapter 4 - Open Space and Recreation, particularly Policy OSR3.
- 8.5.7 Established landscaping on all the hospital sites includes small areas of woodland, extensive lengths of tree belts, particularly along the perimeter boundaries, and groups of trees. These make a considerable contribution to the semi-rural character of the Cluster area and should be retained. Tree and woodland surveys have been conducted, and many trees are protected by Tree Preservation Orders. Parts of the Cluster have been designated as conservation areas, and work to trees within these areas also requires consent. The Council's policies for conservation areas are given in section 6.5 of Chapter 6 - Built Environment.
- 8.5.8 Existing hospital buildings are mostly sited well away from roads and built-up residential areas. However, there are some peripheral buildings, especially at The Manor and St. Ebba's. To maintain the separate identity of the replacement development at the Hospitals and protect the privacy and amenity of existing built-up areas, landscaped buffer zones will be maintained around all the hospital sites. The width and treatment of the buffer zone needed will vary at different points within and around the development. At sensitive places, particularly where existing houses are close to the boundary or there would otherwise be a view of buildings that does not exist at present, a 30m width may be needed to secure the rural appearance of the Green Belt. This width will not be necessary or appropriate all the way around the sites. Consideration may be given to the removal of some peripheral buildings and their replacement transferred to the more urban areas of the site where this would enhance the rural character of the boundaries of hospital sites.

**HC3 PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA UNLESS IT INCORPORATES THE FOLLOWING:**

- (I) THE MAINTENANCE AND ENHANCEMENT OF THOSE AREAS IDENTIFIED AS OPEN LAND AND THE PROVISION OF ADDITIONAL SMALLER OPEN AREAS, TO CREATE RECREATIONAL AND RESIDENTIAL AMENITY SPACE;**
- (II) THE RETENTION WHERE APPROPRIATE OF EXISTING WOODLANDS, TREE BELTS AND GROUPS, IN ACCORDANCE WITH A DEVELOPMENT BRIEF APPROVED BY THE COUNCIL;**
- (III) THE RETENTION WHERE APPROPRIATE OF INDIVIDUAL TREES AND HEDGEROWS, IN ACCORDANCE WITH A DEVELOPMENT BRIEF APPROVED BY THE COUNCIL;**
- (IV) THE PROVISION AND ENHANCEMENT OF LANDSCAPING TO INTEGRATE THE BUILDINGS, AMENITY AREAS, CAR PARKING AND ROADS WITH THEIR SURROUNDINGS;**
- (V) RETENTION OF A LANDSCAPE BUFFER ZONE ALONG ALL BOUNDARIES WITH THE EXISTING BUILT-UP AREAS AND ROAD NETWORK, TO BE ENHANCED WHEREVER DEVELOPMENT IS SITED NEAR THE BUILT-UP AREA; AND**
- (VI) APPROPRIATE MANAGEMENT SCHEMES FOR ALL OPEN AREAS, ESTABLISHED LANDSCAPING AND NEW LANDSCAPING.**

Retention of Existing Buildings

8.5.9

Government advice indicates that suitable re-use is to be preferred to redevelopment where the buildings in a Green Belt major developed site are of architectural or historic interest. The merits and re-use potential of all buildings on the site have therefore been assessed with regard to their possible contribution to an attractive and convenient residential area.

8.5.10 The assessment involved identifying the four categories of buildings shown on the Hospitals Cluster Proposals Map Inset.

- (i) **Listed buildings:** these should be retained in accordance with Policies BE7 and BE8.
- (ii) **Buildings of townscape interest:** these are buildings of architectural quality which, by virtue of their appearance and siting, make a positive contribution to the landscape and character of the area. These should be retained unless the Borough Council considers that conversion to a suitable use would not be viable. The criteria to be applied in assessing viability are those set out in paragraph 8.5.11 (b) – (e) below.
- (iii) **Buildings subject to detailed appraisal:** these are buildings of limited intrinsic value and landscape interest. In many cases their form and structure would make conversion difficult and they would be less able to contribute to an attractive residential area than replacement buildings. The criteria to be applied in the detailed appraisal are set out in paragraph 8.5.11 (a) – (e) below.
- (iv) **Buildings which may be removed:** these are largely service buildings and prefabricated buildings which, by virtue of their form, appearance and siting, are not suitable for retention and re-use.

8.5.11 The criteria referred to in (ii) and (iii) of the previous paragraph are:

- (a) whether the converted building would contribute positively to the character or appearance of the area;
- (b) the suitability of the building for residential or associated uses in terms of its size, scale, form and appearance;
- (c) the economic viability of conversion relative to replacement;
- (d) the convenience in use of the building if converted relative to a replacement;
- (e) the attractiveness and marketability of the building if converted relative to a replacement.

8.5.12 In the grounds of all of the hospitals, particularly in the settings of the architecturally interesting buildings, there are small structures and shelters, metal railing fences and small walled or sunken gardens. These are visually interesting and contribute directly to the character of the landscape surrounding the hospitals. Every effort should be made to conserve these features and incorporate them in any development proposals. Parts of the Cluster have been designated as conservation areas, and work in these areas is therefore subject to more detailed controls. The Council's policies for conservation areas are given in section 6.5 of Chapter 6 - Built Environment.

**HC4 WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA, PLANNING PERMISSION WILL NOT BE GRANTED FOR PROPOSALS THAT INCLUDE THE PARTIAL OR COMPLETE DEMOLITION OF:**

- (I) A LISTED BUILDING; OR**
- (II) A BUILDING THAT IS IDENTIFIED ON THE INSET MAP AS BEING OF TOWNSCAPE INTEREST, UNLESS ITS CONVERSION TO A RESIDENTIAL OR ASSOCIATED USE IS NOT VIABLE;**
- (III) A BUILDING THAT IS IDENTIFIED ON THE INSET MAP AS BEING SUBJECT TO DETAILED APPRAISAL, WHERE THE APPRAISAL INDICATES THAT IT SHOULD BE RETAINED.**

Archaeology

8.5.13 Parts of the Hospitals Cluster which will be disturbed by development are worthy of archaeological assessment with a view to preservation or investigation of remains. An area of high archaeological potential has been identified at the former Manor Hospital, centred on a medieval moated site. Development briefs for all parts of the Cluster will be expected to identify arrangements for archaeological, assessment, preservation and management and all proposals will be expected to conform with Policy BE17 in Chapter 6 - Built Environment.

**8.6 HOUSING**

8.6.1 As indicated in paragraph 8.2.6 of this chapter, the Surrey Structure Plan provides for about 2000 homes at the Hospitals Cluster. In December 1997, the Borough Council granted outline planning permission for about 1500 dwellings, together with ancillary uses. It is now believed that no more than 1300 dwellings will be developed. Studies have indicated this to be a level of development appropriate to the four Proposals Map Inset Hospitals without overall harm to the Green Belt.

8.6.2 The Borough Council has decided not to fix the number of dwellings to be provided at each site, as a number of factors could influence the final figure:

- a) the balance of new build to conversion;
- b) the extent of ancillary uses;
- c) the mix of dwelling sizes; and
- d) the extent of retained or replacement healthcare facilities.

8.6.3 In considering the dwelling mix on each hospital site, the Borough Council will have regard to the needs identified in Chapter 7 - Housing, particularly relating to affordable housing, young people, elderly people and special needs groups (Policies HSG5, HSG6, HSG7, HSG8, and HSG9). The Council will seek a high proportion of one and two bedroom dwellings in order to provide a wider choice of

accommodation for smaller households: the semi-circular structures of the urban core to Long Grove and Horton Hospitals and the large buildings in parkland settings on all sites may well be suited to flats and town house style conversions for these purposes. The provision of small dwellings is needed to redress the imbalance between the decreasing household size and the existing domination of the Borough by large houses (Chapter 7 paragraphs 7.1.2 and 7.1.4).

- 8.6.4 Overall, the Borough Council considers that of the order of 25% of the total provision should be affordable housing. The definition of affordable housing and the explanation of the proportion sought is explained in Chapter 7 - Housing, particularly Policy HSG5. This Hospitals Cluster as a whole is considered to be highly suitable for the provision of an average of 25% affordable housing, and the Borough Council will therefore assist in the identification of suitable sites through development briefs, and work to direct resources to approved housing agencies who will construct or manage these units.
- 8.6.5 The Council also expects that the Cluster redevelopment will include at least 40% one or two-bedroom dwellings, and at least an additional 10% dwellings designed as special needs housing, such as dwellings for elderly or disabled people (including an element of sheltered accommodation). These dwellings may form part of the 25% affordable housing provision, or may be developed without subsidy for sale/rent on the open market.
- 8.6.6 A significant number of the buildings forming the Hospitals Cluster will not be suitable for conversion, and therefore the local plan aims to identify the pattern of new development that would be acceptable. The existing built areas of the Cluster fall into two distinct character types:
- (a) compact and fairly dense development of an urban character;
  - (b) freestanding buildings in open settings.
- 8.6.7 The Hospitals Cluster Proposals Map Inset identifies the areas of urban character as **Residential Development Areas**. Where assessment of existing buildings and their settings in these areas determines that replacement development is appropriate, the Council will seek to control the density of development individually for each of the four Hospital sites. The density for each Hospital site, averaged across all developed parts, will be limited to a maximum of 37 dwellings per hectare (15 dwellings per acre). To minimise the impact of development on the Green Belt, the Council will give favourable consideration to layouts for each Residential Development Area which are graded from higher densities at the centre to lower densities at the edge.
- 8.6.8 The Hospitals Cluster Proposals Map Inset also identifies the freestanding buildings in open settings, known as **Residential Development Sites**. Where assessment of existing freestanding buildings determines that replacement development is appropriate, residential development will be expected to occupy an equivalent "footprint" area to the original building, and have no greater impact on the Green Belt.

- 8.6.9 The Horton and Long Grove sites have clearly defined areas of urban character. Although there are areas of urban character at The Manor and St. Ebba's sites, development is more dispersed and the essentially urban parts are less clearly distinct. In considering replacement development, particularly at The Manor and St. Ebba's, the Council will therefore give favourable consideration to layouts which enhance the character of the Green Belt by securing the removal of peripheral buildings (whether on Residential Development Sites or at the edge of Residential Development Areas), and their replacement by new development within the core of the Residential Development Areas.
- 8.6.10 The developers of each Cluster site will be expected to submit a development brief for the Council's approval in accordance with Policies HC13 to HC16 and paragraphs 8.11.10 to 8.11.12. At this stage, the Council may consider changes to the detailed boundaries and shapes of the Residential Development Areas and Sites and the relocation of "footprint" from peripheral locations. In considering detailed proposals for the replacement development in the Residential Development Sites and Areas, Government guidance relating to the "footprint" of existing buildings will be taken into account, particularly the requirement that new buildings occupy no greater area of the site than those removed, and the need for new development to be integrated with its surroundings. Paragraphs 8.2.3, 8.2.4 and 8.4.2 of this chapter explain the relevant Government advice more fully.
- 8.6.11 The Council is concerned that conversion and redevelopment proposals may have an impact on the open character of the Green Belt through the subsequent proliferation of house extensions, freestanding garages, hardstanding areas, garden structures and fences. Many of these works fall within the permitted development rights of individual dwellings. The Council will therefore consider withdrawing these rights by condition, in accordance with Policy DC16 of Chapter 14 - Control of Development.

**HC5 PLANNING PERMISSION FOR NEW RESIDENTIAL DEVELOPMENT WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA WILL ONLY BE GRANTED PROVIDED THAT IT:**

- (I) PROVIDES FOR ABOUT 1500 DWELLING UNITS TO BE DEVELOPED ACROSS THE CLUSTER AS A WHOLE;**
- (II) FALLS WITHIN THE RESIDENTIAL DEVELOPMENT AREAS AND RESIDENTIAL DEVELOPMENT SITES IDENTIFIED ON THE PROPOSALS MAP INSET OR IN A DEVELOPMENT BRIEF APPROVED BY THE COUNCIL; AND**
- (III) PROVIDES FOR A LIMITED RESIDENTIAL DENSITY ACROSS THE DEVELOPED AREA OF THE FOUR FORMER HOSPITALS, THE DENSITY NOT TO EXCEED 37 DWELLINGS PER HECTARE (15 DWELLINGS PER ACRE) OVERALL ON EACH.**

**PROVISION OF A PROPORTION OF THE DWELLINGS AS AFFORDABLE HOUSING WILL BE EXPECTED, OF THE ORDER OF 25% OF THE TOTAL. THE PROVISION OF AT LEAST 40% OF DWELLINGS AS 1 OR 2 BEDROOM UNITS AND AT LEAST AN ADDITIONAL 10% OF DWELLINGS AS SPECIAL NEEDS HOUSING (INCLUDING AN ELEMENT OF SHELTERED HOUSING) WILL ALSO BE SOUGHT: THESE DWELLINGS MAY BE SUBSIDISED OR OPEN MARKET HOUSING.**

## **8.7 SHOPPING, EMPLOYMENT AND COMMUNITY FACILITIES**

### Local Centre

8.7.1 Residential development at the Hospitals Cluster will create demands for support services such as shopping, education, health and other community facilities. Some needs may be met through conversion of existing buildings, however others will be best provided in a purpose-built local centre, within a reasonable walking distance of those areas not served by an existing centre. St. Ebba's has reasonable access to existing shops and services at Chessington Road and Hollymoor Lane (Longmead), but all sites would benefit from provision at the core of the Cluster area, and a location for a new centre has therefore been identified at Horton Hospital.

8.7.2 The Local Centre is intended primarily to serve the day-to-day needs of Hospitals Cluster residents. The precise nature of shopping provision cannot be prescribed at this stage given the rapid rate of change in the retail sector and shopping patterns, and will be detailed in development briefs. Broadly, the Council would expect the scale of the convenience goods store to reflect the intention to serve local day-to-day needs providing, for example, fresh foods, top-up grocery shopping, and sundries such as newspapers and over-the-counter medicines. The store would not need to be at a scale to provide the full range of goods generally purchased on a weekly visit to the supermarket. An additional group of about four unit shops may also be appropriate, at a scale appropriate to complement the convenience goods store by providing outlets such as video shop, off licence or hairdresser. The Council will require all shopping and community facilities including the new centre to be in accordance with the general requirements and the development concept for the Hospitals Cluster set out in Policies HC1, HC2 and HC3, and will count the developed area as part of footprint of the original hospitals.

**HC6 PLANNING PERMISSION WILL BE GRANTED FOR A LOCAL CENTRE AT THE SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET INCLUDING ELEMENTS AMONGST THOSE LISTED:**

- (I) A CONVENIENCE GOODS STORE;**
- (II) A LIMITED NUMBER OF UNIT SHOPS;**
- (III) A HEALTH CENTRE;**
- (IV) A LOCALITY TEAM CENTRE (AREA SOCIAL SERVICES);**
- (V) A PUBLIC HOUSE;**
- (VI) PLACES OF WORSHIP; AND**



**(VII) OTHER SOCIAL OR COMMUNITY USES,**

**PROVIDED THAT THE DEVELOPMENT IS OF AN APPROPRIATE SCALE TO CATER PRIMARILY FOR THE HORTON, LONG GROVE MANOR AND ST EBBA'S HOSPITAL SITES, AND IS IN ACCORDANCE WITH A DEVELOPMENT BRIEF COVERING THE SITE AND APPROVED BY THE COUNCIL.**

Additional Employment, Shops, Social and Community Provision

- 8.7.3 For many years the Hospitals were amongst the larger employers in the Borough. Whilst the principal purpose of the redevelopment is to provide for housing, the retention of local employment uses within the Cluster will help to reduce the impact of the hospitals' closure, provide opportunities for new residents which may reduce the need for commuting to other areas, and provide new uses for redundant buildings of value.
- 8.7.4 Much of the potential for new employment opportunities on the Hospitals Cluster will be in the ancillary facilities such as the local centre and the primary school. In addition, a number of large buildings are identified as buildings of townscape interest on the Proposals Map Inset and protected under Policy HC3. A limited commercial element in the re-use of buildings will therefore be considered in appropriate settings where the character or location of existing buildings makes them inappropriate for residential conversion, however its extent would normally be limited to the core of the building.
- 8.7.5 Buildings which may be more appropriate for commercial than residential use include an imposing administration block near the entrance of each hospital site. In addition, each hospital has its own workshop unit which is used for the servicing and repair of the hospital buildings and equipment, which may be suitable for continued small scale light industry, storage, or craft workshops with ancillary sales. Further, no allocation has been made for shopping and community facilities at Long Grove, St. Ebba's or The Manor Hospital, and small-scale provision of this nature may be appropriate to serve local needs.
- 8.7.6 The Council will require all business, shopping and community facilities to be in accordance with the general requirements and the development concept for the Hospitals Cluster set out in Policies HC1, HC2 and HC3, and will count the developed area as part of footprint of the original hospitals.

**HC7 WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA, ON SITES OTHER THAN THAT IDENTIFIED FOR A LOCAL CENTRE, PLANNING PERMISSION WILL ONLY BE GRANTED FOR BUSINESS USES, LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES PROVIDED THAT THE DEVELOPMENT SATISFIES THE FOLLOWING CRITERIA:**

- (I) THE PROPOSAL FALLS WITHIN THE IDENTIFIED RESIDENTIAL DEVELOPMENT AREAS AND RESIDENTIAL DEVELOPMENT SITES;
- (II) WHERE THE PROPOSAL IS FOR RE-USE OF AN EXISTING BUILDING, THE BUILDING WOULD NOT BE MORE SUITABLE FOR CONVERSION TO RESIDENTIAL USES;
- (III) THE PROPOSAL DOES NOT PREJUDICE THE DEVELOPMENT OF ABOUT 1500 DWELLINGS WITHIN THE AREA OF THE HOSPITALS CLUSTER IN ACCORDANCE WITH ALL RELEVANT PLAN POLICIES;
- (IV) THE SCALE OF THE PROPOSAL IS IN KEEPING WITH THE CREATION OF AN AREA WHICH IS RESIDENTIAL IN CHARACTER, AND IN THE CASE OF LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES, IS APPROPRIATE TO CATER PRIMARILY FOR THE HOSPITAL SITE ON WHICH IT IS SITUATED; AND
- (V) THE PROPOSAL IS IN ACCORDANCE WITH A DEVELOPMENT BRIEF COVERING THE SITE AND APPROVED BY THE COUNCIL.

#### New Primary School

8.7.7

The Local Education Authority considers that the development of the Horton, Long Grove and Manor sites may generate the need for an additional primary school. A site is shown on the Hospitals Cluster Proposals Map Inset at Horton Hospital where there is potential for re-use of existing open land as part of the school. The Council will require the school to be in accordance with the general requirements and the development concept for the Hospitals Cluster set out in Policies HC1, HC2 and HC3, and will count the developed area as part of footprint of the original hospitals. If the Local Education Authority does not consider the provision of a new school is justified, the developers of the Cluster will be expected to fund any expansion at existing primary schools nearby needed to cater for the Cluster.

~~HC8 PLANNING PERMISSION WILL BE GRANTED FOR A PRIMARY SCHOOL AT THE SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET PROVIDED THAT THE DEVELOPMENT IS OF AN APPROPRIATE SCALE TO CATER PRIMARILY FOR THE HORTON, LONG GROVE, MANOR AND ST EBBA'S HOSPITAL SITES, AND IS IN ACCORDANCE WITH A DEVELOPMENT BRIEF COVERING THE SITE AND APPROVED BY THE COUNCIL.~~

## **8.8**                    **RECREATION AND LEISURE**

8.8.1                    Recreational activity has traditionally been associated with the Hospitals Cluster. All the hospital sites include a range of indoor and outdoor recreational facilities, whilst Horton Country Park (including areas used for specialist activities) occupies some 160 hectares (400 acres) immediately to the north-west. The Cluster development offers potential for extension of the Country Park and opening up the hospital facilities to provide for the needs of new residents and the wider Borough population.

### **Indoor Recreation Facilities**

8.8.2                    Each hospital once contained a recreation hall with adjacent ancillary buildings. Some of these remain and may be suitable for conversion to cater for play groups, nurseries, youth clubs, social clubs, elderly persons clubs or day centres, operated by voluntary groups or the Borough Council. On some hospital sites, other buildings may now be more appropriate for conversion to meet these needs, or new-build facilities may represent the most suitable form of provision. The potential for re-use, conversion or new-build development providing indoor recreation will be identified in development briefs. In addition, specific provision is made for recreational use of the Central Boiler House Site in Policy HC17.

**HC9    PLANNING PERMISSION WILL BE GRANTED FOR INDOOR RECREATION WITHIN THE HOSPITALS CLUSTER PROPOSALS MAP INSET AREA PROVIDED THAT IT SATISFIES THE FOLLOWING CRITERIA:**

- (I)    THE PROPOSAL UTILISES SUITABLE EXISTING BUILDINGS WHEREVER FEASIBLE;**
  
- (II)   THE SCALE OF THE PROPOSAL IS IN KEEPING WITH THE CREATION OF AN AREA WHICH IS RESIDENTIAL IN CHARACTER, AND IS APPROPRIATE TO CATER PRIMARILY FOR THE HORTON, LONG GROVE, MANOR AND ST. EBBA'S HOSPITAL SITES; AND**
  
- (III) THE PROPOSAL IS IN ACCORDANCE WITH A DEVELOPMENT BRIEF COVERING THE SITE AND APPROVED BY THE COUNCIL.**

### **Existing Outdoor Recreation Facilities**

8.8.3                    Each of the hospital sites has existing sports grounds for cricket, football, bowls and other games. These make important contributions to the character of the area, and provide potential to meet the needs of new residents of the Cluster and the wider Green Belt objective for land to provide opportunities for outdoor sport and recreation near urban areas. The nature and extent of this provision and the means by which it will be operated and maintained will be considered in development

briefs. The Council will normally seek to enter into legal agreements providing for management and maintenance of these open lands before granting planning permission relating to their development, in accordance with Policy HC3.

**HC10 EXISTING OUTDOOR LEISURE AND RECREATION FACILITIES WILL, WHERE APPROPRIATE, BE RETAINED AND ENHANCED TO MEET GREEN BELT OBJECTIVES AND THE REQUIREMENTS OF NEW DEVELOPMENT, IN ACCORDANCE WITH A DEVELOPMENT BRIEF COVERING THE SITE AND APPROVED BY THE COUNCIL.**

#### Horton Country Park

- 8.8.4 Horton Country Park provides for large numbers of people to enjoy the countryside and to take part in formal recreation such as golf and horseriding. The Borough Council intends to allow a greater range of activities in the Park to the extent that this is compatible with a rural Green Belt setting. Open land adjacent to the Park within the Cluster may provide opportunities to extend the park at a "pinch point" and to provide a south-eastern extension linking to Epsom Common. The Borough Council will therefore seek to acquire appropriate land within the Cluster and incorporate it within Horton Country Park. Acquisition will, as far as possible, take place by legal agreement. Development of land transferred to the Park will be strictly limited under the policies in Chapter 3 - Green Belt, and will only be permitted where it is compatible with existing recreational uses in the area.

**HC11 HORTON COUNTRY PARK WILL BE EXTENDED BY ACQUISITION OF APPROPRIATE LAND WITHIN THE HOSPITALS CLUSTER. WITHIN THE HORTON COUNTRY PARK EXTENSION, PLANNING PERMISSION WILL ONLY BE GRANTED FOR DEVELOPMENT WHICH:**

- (I) IS COMPATIBLE WITH THE COUNTRY PARK'S RECREATIONAL USES;**
- (II) HAS NO GREATER IMPACT THAN EXISTING DEVELOPMENT ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT; AND**
- (III) CONTRIBUTES TO THE OBJECTIVES OF INCLUDING LAND IN THE GREEN BELT.**

#### **8.9 MOVEMENT, HIGHWAYS, FOOTPATHS, CYCLEWAYS AND BRIDLEWAYS**

- 8.9.1 Movement issues throughout the Borough are considered in Chapter 13 - Movement. General policies with the greatest relevance to the Hospitals Cluster

area are MV1, MV2, MV3, MV8, MV12, MV14, MV16 to MV19 and MV21 to MV25.

- 8.9.2 In addition, Chapter 13 contains a specific package of major highway works required for the redevelopment of the Hospitals Cluster. This is set out in Policy MV30.
- 8.9.3 The need for a number of other highway schemes will be increased by the traffic generated by and attracted to the development at the Hospitals Cluster. These schemes are identified in Policies MV28 (IV) and MV29.
- 8.9.4 There are already some public footpaths and bridleways within the Hospitals Cluster Proposals Map Inset area, many linking into Horton Country Park. The local plan aims to secure a comprehensive network of public footpaths, cycleways and bridleways throughout the Borough, linking new and existing development and providing opportunities for local travel, recreation and leisure. Provision for these networks is made by Policies MV17, MV18, MV21 and MV23.
- 8.9.5 The detail of these networks within the Cluster will be developed in conjunction with the County Council and in consultation with local rambling, cycling and horseriding groups, and will be incorporated in development briefs. Particular consideration will be given to avoiding potential security problems relating both to users of the remote parts of these and to any residential properties close to the networks. Development proposals will be required to include the relevant schemes, and the Council will normally seek to enter into legal agreements providing for management and maintenance of these routes as part of the management of the open lands before granting planning permission relating to their development, in accordance with Policy HC3.

**HC12 IN CONSIDERING APPLICATIONS FOR DEVELOPMENT WITHIN THE AREA OF THE HOSPITALS CLUSTER PROPOSALS MAP INSET, COMPREHENSIVE NETWORKS OF PUBLIC FOOTPATHS, CYCLEWAYS AND BRIDLEWAYS WILL BE SOUGHT. PARTICULAR PRIORITY WILL BE GIVEN TO THE CREATION OF LINKS BETWEEN THE EXISTING URBAN AREA, HORTON COUNTRY PARK AND EPSOM COMMON. DETAILS OF THE NETWORKS SHALL BE IN ACCORDANCE WITH DEVELOPMENT BRIEFS COVERING THE AREA AND APPROVED BY THE COUNCIL.**

## **8.10 SITE DETAILS**

- 8.10.1 Policies HC1 to HC12 and HC18 apply throughout the area of the Hospitals Cluster Proposals Map Inset, and will be applied to the individual sites through the consideration of planning applications and the drawing up of detailed development briefs. The following sections identify some of the features of each individual site which will have relevance in the formulation of the briefs and planning decisions, and summarise the land-uses which are considered to be appropriate in each case.

## Horton Hospital Site

- 8.10.2 Subject to the proportion of buildings re-used, studies have shown that up to 350 dwellings could be provided at Horton Hospital without harm to the character of the Green Belt. In addition, the site is likely to provide for limited retention of healthcare facilities, and land has been identified for a primary school and a local centre.
- 8.10.3 It is anticipated that the local centre will provide shopping and community uses to serve the day to day needs of residents on Horton, Long Grove, The Manor and parts of St. Ebba's sites. Access to the local centre will be from a priority junction on Long Grove Road. In accordance with Government guidance that public costs should not be incurred by new infrastructure, nor existing infrastructure overloaded, the key local centre facilities will be funded by the development. The car parking associated with the centre will be treated with special care in accordance with Policies HC1, HC2 and HC3.
- 8.10.4 There is potential for community use of existing buildings on the site. Possible uses for the listed Chapel include retention as a place of worship and the creation of a range of community uses. The administration block and the water tower are identified as **buildings of townscape interest**: by virtue of their scale and character they are unlikely to be suitable for residential conversion, but may be judged suitable for commercial use in accordance with Policy HC7.
- 8.10.5 The Borough Council will seek to enhance the open character of the Green Belt by resiting the "footprint" area of some peripheral buildings to the core Residential Development Area in accordance with Policy HC1 and paragraph 8.6.9. Such an approach may be appropriate for removing footprint along part of the northern boundary with Long Grove Road.
- 8.10.6 In considering approval of development briefs and detailed applications for planning permission, the Borough Council will have regard to the above considerations, the plan as a whole, and the site-specific summary of appropriate uses set out below. The Borough Council approved a development brief for the Horton Hospital site in January 2000, and therefore applications in accordance with this brief would normally satisfy the Council's range of concerns.

### **HC13 WITHIN THE HORTON HOSPITAL SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET, PLANNING PERMISSION WILL ONLY BE GRANTED FOR THE FOLLOWING TYPES OF DEVELOPMENT:**

- (I) HOUSING;**
- (II) OUTDOOR SPORT AND RECREATION AND OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT;**
- (III) CONTINUING HEALTHCARE REQUIREMENTS;**

- (IV) ESTABLISHMENT OR ENHANCEMENT OF OPEN AREAS, WOODLANDS AND LANDSCAPING;
- (V) A LOCAL CENTRE AT AN APPROPRIATE SCALE;
- (VI) BUSINESS USES, LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES AT AN APPROPRIATE SCALE;
- (VII) A PRIMARY SCHOOL AT AN APPROPRIATE SCALE;
- (VIII) INDOOR RECREATION AT AN APPROPRIATE SCALE; AND
- (IX) SUPPORTING INFRASTRUCTURE ASSOCIATED WITH THE ABOVE, INCLUDING HIGHWAY, FOOTWAY, CYCLEWAY AND BRIDLEWAY PROVISION.

**PLANNING PERMISSION WILL NOT BE GRANTED PRIOR TO APPROVAL BY THE COUNCIL OF A DEVELOPMENT BRIEF FOR THE SITE IDENTIFYING APPROPRIATE USES FOR BUILDINGS TO BE RETAINED, INDICATING THE SCALE AND SITING FOR EACH COMPONENT ABOVE, AND PROVIDING OTHER RELEVANT LAND-USE AND MANAGEMENT DETAILS.**

Long Grove Hospital Site

- 8.10.7 Subject to the proportion of buildings re-used, studies have shown that about 300 dwellings could be provided at Long Grove Hospital without harm to the character of the Green Belt. Given the presence on the site of many buildings of townscape interest, the Council anticipates that a significant element of residential conversion will be involved.
- 8.10.8 There may be a need for small-scale shopping and community facilities to serve the day-to-day needs of residents at the north-west of the site, who will be some distance from the proposed local centre at Horton Hospital. Proposals will be assessed under Policy HC7.
- 8.10.9 The administration block is an identified **building of townscape interest** which, by virtue of its scale and character, is likely to be more suitable for commercial than residential conversion, in accordance with Policy HC7. This use could be an office use, restricted to the core of the building, or a small hotel/ guest facility to serve outdoor recreation and leisure uses nearby.
- 8.10.10 The Borough Council will seek to enhance the open character of the Green Belt by resiting the "footprint" area of some peripheral buildings to the core Residential Development Area in accordance with Policy HC1 and paragraph 8.6.9. Such an

approach may be appropriate for removing footprint along the north-western boundary of the Long Grove site.

8.10.11 The Long Grove site includes extensive areas of land with recreational potential, including open land adjacent to Horton Country Park on the western boundary of the site and playing fields in the north-eastern part of the site. The Borough Council will consider acquisition of these areas by legal agreement as appropriate to provide for extension of the Country Park and for other recreational needs, in accordance with Policies HC10 and HC11. Where there are buildings within the land to be acquired which are not to be used in connection with the Country Park, subject to Policy HC4, these will be demolished and their "footprint" transferred to allow construction of replacement buildings at suitable locations within the Long Grove site.

8.10.12 In considering approval of development briefs and detailed applications for planning permission, the Borough Council will have regard to the above considerations, the plan as a whole, and the site-specific summary of appropriate uses set out below. The Borough Council approved a development brief for the Long Grove Hospital site in January 1999, and therefore applications in accordance with this brief would normally satisfy the Council's range of concerns.

~~HC14 WITHIN THE LONG GROVE HOSPITAL SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET, PLANNING PERMISSION WILL ONLY BE GRANTED FOR THE FOLLOWING TYPES OF DEVELOPMENT:~~

- ~~(I) HOUSING;~~
- ~~(II) OUTDOOR SPORT AND RECREATION AND OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT;~~
- ~~(III) ESTABLISHMENT OR ENHANCEMENT OF OPEN AREAS, WOODLANDS AND LANDSCAPING;~~
- ~~(IV) BUSINESS USES, LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES AT AN APPROPRIATE SCALE;~~
- ~~(V) INDOOR RECREATION AT AN APPROPRIATE SCALE;~~
- ~~(VI) AN EXTENSION TO HORTON COUNTRY PARK; AND~~
- ~~(VII) SUPPORTING INFRASTRUCTURE ASSOCIATED WITH THE ABOVE, INCLUDING HIGHWAY, FOOTWAY, CYCLEWAY AND BRIDLEWAY PROVISION.~~

~~WHERE A PROPOSAL IS RECEIVED WHICH SUBSTANTIALLY DEPARTS FROM THE DEVELOPMENT BRIEF, AN ADDITIONAL DEVELOPMENT BRIEF WILL BE SOUGHT FOR~~



~~**THE PROPOSAL SITE IDENTIFYING APPROPRIATE USES FOR BUILDINGS TO BE RETAINED, INDICATING THE SCALE AND SITING FOR EACH COMPONENT ABOVE, AND PROVIDING OTHER RELEVANT LAND USE AND MANAGEMENT DETAILS.**~~

The Manor Hospital and Hollywood Lodge Sites

- 8.10.13 Development of 342 dwellings is currently underway at The Manor Hospital, and it is estimated that a further 8 could be achieved by conversion or redevelopment of Hollywood Lodge without harm to the character of the Green Belt. However, it is currently anticipated that Hollywood Lodge will continue in institutional use either as part of West Park Hospital or independently. In addition, the Manor Hospital site provides for some retained healthcare facilities (eg Ethel Bailey Close, Pine Lodge, Old Moat Garden Centre).
- 8.10.14 It is considered that day-to-day shopping needs of the residents at The Manor will be met by the local centre at Horton Hospital. However, there may be potential for community, commercial or recreation use of existing buildings on the site. The administration building, The Manor and stables are identified buildings of townscape interest: by virtue of their scale and character they are unlikely to be suitable for residential conversion, but may be judged suitable for commercial use in accordance with Policy HC7. Other buildings on the site may also be appropriate for indoor leisure under Policy HC9.
- 8.10.15 The Manor includes significant areas of land with recreational potential, including open land and playing fields close to Hollywood Lodge and Horton Lane, running between Horton Country Park and Epsom Common. The Borough Council may consider acquisition of open land in this area by legal agreement as appropriate to provide for recreational needs, in accordance with Policies HC10 and HC11.
- 8.10.16 The Borough Council will seek to enhance the open character of the Green Belt by resiting the "footprint" area of some peripheral buildings to the core Residential Development Area in accordance with Policy HC1 and paragraph 8.6.9. Such an approach may be appropriate for the south of the site close to Christ Church Road and the eastern part of the site close to Christ Church Mount. Proposals for resiting development "footprint" in these areas will be considered carefully to ensure that new development has no greater impact on the Green Belt than existing development, as seen from Christ Church Road and nearby dwellings. Account will be taken of Policy HC3 (V) and the usual requirement for a 30m landscape buffer strip.
- 8.10.17 In considering approval of development briefs and detailed applications for planning permission, the Borough Council will have regard to the above considerations, the plan as a whole, and the site-specific summary of appropriate uses set out below. The Borough Council approved a development brief for the Manor Hospital site in March 1997, and therefore applications in accordance with this brief would normally satisfy the Council's range of concerns.

**HC15 WITHIN THE MANOR HOSPITAL AND HOLLYWOOD LODGE SITES SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET, PLANNING PERMISSION WILL ONLY BE GRANTED FOR THE FOLLOWING TYPES OF DEVELOPMENT:**

- (I) HOUSING;**
- (II) OUTDOOR SPORT AND RECREATION AND OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT;**
- (III) CONTINUING HEALTHCARE REQUIREMENTS;**
- (IV) ESTABLISHMENT OR ENHANCEMENT OF OPEN AREAS, WOODLANDS AND LANDSCAPING;**
- (V) BUSINESS USES, LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES AT AN APPROPRIATE SCALE;**
- (VI) INDOOR RECREATION AT AN APPROPRIATE SCALE;**
- (VII) AN EXTENSION TO HORTON COUNTRY PARK; AND**
- (VIII) SUPPORTING INFRASTRUCTURE ASSOCIATED WITH THE ABOVE, INCLUDING HIGHWAY, FOOTWAY, CYCLEWAY AND BRIDLEWAY PROVISION.**

**WHERE A PROPOSAL IS RECEIVED FOR PART OF EITHER SITE NOT COVERED BY A DEVELOPMENT BRIEF, AN ADDITIONAL DEVELOPMENT BRIEF WILL BE SOUGHT FOR THE PROPOSAL SITE IDENTIFYING APPROPRIATE USES FOR BUILDINGS TO BE RETAINED, INDICATING THE SCALE AND SITING FOR EACH COMPONENT ABOVE, AND PROVIDING OTHER RELEVANT LAND-USE AND MANAGEMENT DETAILS.**

St. Ebba's Hospital Site

8.10.18 Subject to the proportion of buildings re-used, studies have shown that about 350 dwellings could be provided at St. Ebba's Hospital without harm to the character of the Green Belt. The south-west part of the site contains the characteristics of both Residential Development Areas and Residential Development Sites (paragraphs 8.6.7 and 8.6.8) and development proposals can be expected to reflect this. In addition, the site is likely to provide for significant retention of healthcare facilities. The retained healthcare facilities may involve both a core facility (in a retained or redeveloped building) and a range of dispersed facilities.

8.10.19 Parts of the St. Ebba's site are some distance from the proposed local centre at Horton Hospital. Day-to-day shopping and community needs of residents in these

areas are likely to be met by existing local centres at Chessington Road and Hollymoor Lane (Longmead). Accordingly, access to those facilities will be enhanced as provided for by section 8.9 of this chapter, and Chapter 13 - Movement. In addition, there may be a need for small-scale shopping and community facilities to serve the needs of less mobile residents, in accordance with Policy HC7.

- 8.10.20 The northern part of the site is also at some distance from the proposed primary school facilities at Horton Hospital. It is expected that the neighbouring educational facilities of the Danetree County First and Middle School will serve residents in this area.
- 8.10.21 The administration block is an identified **building of townscape interest** which, by virtue of its scale and character, is likely to be more suitable for commercial than residential conversion, in accordance with Policy HC7. Other buildings on the site may also be appropriate for commercial use. In addition, the recreation hall may be retained for indoor leisure under Policy HC9.
- 8.10.22 The Borough Council will seek to enhance the open character of the Green Belt by resiting the "footprint" area of some peripheral buildings to the core Residential Development Area in accordance with Policy HC1 and paragraph 8.6.9. Such an approach may be appropriate along the frontage with Hook Road and along the northern edge of the site bordering the playing fields. In the latter area, the Council will aim to retain and enhance open land as a "Green Link" between Hook Road Arena and Chessington Road Recreation Ground.
- 8.10.23 The eastern part of the St. Ebba's site is close to existing housing at Longmead. Proposals for resiting development "footprint" to this area will be considered carefully to ensure that new development has no greater impact on the Green Belt than existing development, as seen from the dwellings on the Longmead Estate. Account will be taken of Policy HC3 (V) and the usual requirement for a 30m landscape buffer strip.
- 8.10.24 In considering approval of development briefs and detailed applications for planning permission, the Borough Council will have regard to the above considerations, the plan as a whole, and the site-specific summary of appropriate uses set out below.

**HC16 WITHIN THE ST. EBBA'S HOSPITAL SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET, PLANNING PERMISSION WILL ONLY BE GRANTED FOR THE FOLLOWING TYPES OF DEVELOPMENT:**

- (I) HOUSING;**
- (II) OUTDOOR SPORT AND RECREATION AND OTHER USES WHICH PRESERVE THE OPENNESS OF THE GREEN BELT;**
- (III) CONTINUING HEALTHCARE REQUIREMENTS;**

- (IV) ESTABLISHMENT OR ENHANCEMENT OF OPEN AREAS, WOODLANDS AND LANDSCAPING;
- (V) BUSINESS USES, LOCAL SHOPS AND SOCIAL OR COMMUNITY FACILITIES AT AN APPROPRIATE SCALE;
- (VI) INDOOR RECREATION AT AN APPROPRIATE SCALE; AND
- (VII) SUPPORTING INFRASTRUCTURE ASSOCIATED WITH THE ABOVE, INCLUDING HIGHWAY, FOOTWAY, CYCLEWAY AND BRIDLEWAY PROVISION.

**PLANNING PERMISSION WILL NOT NORMALLY BE GRANTED PRIOR TO APPROVAL BY THE COUNCIL OF A DEVELOPMENT BRIEF FOR THE SITE IDENTIFYING APPROPRIATE USES FOR BUILDINGS TO BE RETAINED, INDICATING THE SCALE AND SITING FOR EACH COMPONENT ABOVE, AND PROVIDING OTHER RELEVANT LAND-USE AND MANAGEMENT DETAILS.**

#### Central Boiler House Site

- 8.10.25 The Hospitals Cluster was served by a Central Boiler House off Horton Lane, opposite Horton Hospital, which is now being decommissioned. In the same area, there are two Residential Development Sites (freestanding buildings in open settings), Sherwood and The Elms. The three buildings have a significant built footprint, but a large area of open land is attached. The whole site is subject to Policies HC1, HC2, HC3, HC4 and HC5 of this chapter, and could therefore provide an element of housing and open space through conversion and redevelopment. However, Sherwood is a substantial Grade II Listed Building, once used as the Hospitals' water, gas and electricity station. In addition, past uses of the site might be expected to leave contamination, and the site will therefore have to be demonstrated to be suitable for use without risk in accordance with Policy DC7 of Chapter 14 - Control of Development. It is considered that indoor and outdoor leisure and recreation facilities, possibly in association with Horton Country Park, are likely to present a better prospect than residential development for securing the beneficial use and restoration of the Listed Building and any contaminated land.
- 8.10.26 The Borough Council has authorised the granting of planning permission for a new ground for Epsom and Ewell Football Club at the Central Boiler House Site. The authorisation provides for an outline permission for a football ground with covered and open stands, clubhouse, tennis courts, all-weather pitch and conversion of the Listed Building to form a museum and leisure centre. The open uses are considered to be compatible with the general Local Plan policies for the Green Belt and the Hospitals Cluster. The other components of the proposal are considered to be justified by the priority which the Borough Council places upon restoration of

the Listed Building and providing for the Football Club to play within the Borough instead of sharing a ground elsewhere. If the Football Club proposal is not implemented, alternative sites for a Football Club would be considered under the terms of Policy OSR5 in Chapter 4 - Open Space and Recreation. In considering alternative recreational proposals for the Central Boiler House site which secure restoration of Sherwood, the Borough Council will pay particular attention to the policies for Listed Buildings in Chapter 6 - Built Environment, the general Hospitals Cluster Policy HC1 concerning impact on the Green Belt, and policies in Chapter 13 - Movement intended to minimise the need to use the private car.

~~**HC17 WITHIN THE CENTRAL BOILER HOUSE SITE SHOWN ON THE HOSPITALS CLUSTER PROPOSALS MAP INSET, PLANNING PERMISSION WILL BE GRANTED FOR DEVELOPMENT OF INDOOR AND OUTDOOR SPORTS FACILITIES AND SPORTS RELATED BUILDINGS PROVIDED THAT THE DEVELOPMENT WOULD SECURE THE RESTORATION OF THE LISTED BUILDING AND BE CONSISTENT WITH THE GREEN BELT LOCATION AND ACCESSIBILITY OF THE SITE.**~~

## **8.11 IMPLEMENTATION**

8.11.1 There is a series of elements involved in moving from the local plan's general principles for the development of the Hospitals Cluster to implementation of the development itself. These include:

- decision to grant outline planning permission for development
- preparation of planning conditions and legal agreements to secure protection of the environment and provision of all the necessary infrastructure
- preparation and approval of development briefs for each site
- granting of detailed planning permission for individual sites

### Planning permission

8.11.2 The Borough Council granted outline permission for development at the Hospitals Cluster in December 1997, subject to compliance with planning conditions and legal agreements. The outline permission covers the entire Cluster area, and provides for the development of all the features proposed in the local plan: conversion and construction to create about 1500 dwellings, healthcare facilities, limited commercial facilities, community and recreational facilities, ancillary shopping facilities, a primary school, highways, footpaths, cycleways and bridleways, sewers and service infrastructure, and landscaping. It is now believed that no more than 1300 dwellings will be provided at the Hospitals Cluster.

8.11.3 The outline planning application provides details of the new highways but not of any other features of the development, which are "reserved matters". Detailed applications will therefore have to be submitted for the siting, design and

appearance of the housing, supporting facilities plus each site's landscaping, internal circulation and accesses. Before these detailed applications are submitted, the Council expects to approve development briefs for each hospital site, which will provide guidance on what the applications should include. The detailed applications are likely to be for individual hospital sites or parts of hospital sites, but will have to be at a sufficient scale to allow for the comprehensive development of the Cluster area and necessary supporting infrastructure, as required by Policy HC1.

- 8.11.4 All planning permissions, whether outline, detailed, or for "reserved matters", will be affected by planning conditions and linked to legal agreements. The main purpose of these is to protect the environment and to ensure that the development funds all the necessary infrastructure and supporting services for the new residents.

#### Planning conditions and legal agreements

- 8.11.5 Government guidance indicates that where major sites in the Green Belt are redeveloped, the development should not overload local facilities such as schools and should not impose a need for additional public expenditure on infrastructure (see section 8.2 of this chapter). This local plan seeks to ensure that all development funds the necessary supporting infrastructure, including highway alterations, in Chapter 13 - Movement (Policy MV2) and Chapter 14 - Control of Development (Policy DC2). Planning conditions and legal agreements will be used to achieve this aim. These have been prepared in conjunction with the decision to grant outline permission for the Cluster development, and will also be prepared in conjunction with the determination of detailed planning applications.

- 8.11.6 The role of planning conditions is strictly circumscribed, and therefore many infrastructure provisions will be subject to a specific form of legal agreement, known as a planning obligation. The relationship between planning conditions and obligations is explained under section 14.5 of this plan in Chapter 14 - Control of Development. Developers will commonly be expected to make a contribution towards those facilities indicated in section 14.5.

- 8.11.7 In the case of the Hospitals Cluster, the development will be expected particularly to provide for the following:

- school, health and community facilities
- highways and access
- affordable and special needs housing
- footpaths, cycleways and bridleways
- recreational and sporting facilities
- protection and enhancement of landscape features and buffer zones

Foul water from the development will discharge via the existing hospital sewers, and if discharge rates from these are assessed to exceed existing public sewer capacity, Thames Water will seek additional provision.

8.11.8 Planning conditions and legal agreements will be used to ensure that provision of the necessary infrastructure and facilities is co-ordinated with phases in the residential and ancillary development. Conditions and agreements may be used to ensure that supporting facilities are in place before dwellings are occupied, and in some cases before construction begins. This approach will be particularly important in ensuring that each phase of the development is co-ordinated with the relevant components of the highway package, and ensuring the safe and efficient flow of traffic throughout the development.

8.11.9 Planning conditions may also be used to require the demolition of redundant buildings as new ones are erected, ensuring that the developed footprint area is effectively controlled.

#### Development briefs

8.11.10 It would be inappropriate for the local plan to include all the detail relating to the future development of the Hospitals Cluster, especially given the long timescale of development, uncertainty over future health service requirements and the phasing of site disposal and the need for flexibility to accommodate changes in the market. However, these matters will be considered through development briefs before any detailed planning applications are determined. In March 1997, the Council approved a development brief for the Manor Hospital site, and future development briefs are expected to meet or exceed the standards of guidance and environmental protection which it sets.

8.11.11 The development briefs will build upon the framework provided by the local plan. They will generally include details of:

- the landscape features to be retained and enhanced, and the arrangements for their management
- the buildings to be retained and their possible uses
- the density, layout, and housing types for each residential areas
- the siting of affordable housing
- the details of internal road, footpath, cycleway and bridleway links, access and parking
- the provision of recreational and sporting facilities
- arrangements for the study, preservation and management of archaeology and historic landscape features
- arrangements for control of surface water drainage where appropriate

- 8.11.12 Each development brief will be prepared in conjunction with interested parties, and will be subject to a public consultation process, including exhibitions and presentations. Following consideration of public comments and incorporation of any necessary amendments, each brief will be formally approved by the Borough Council. The briefs will then form part of the planning framework for the development of the Hospitals Cluster, and each detailed planning application will be prepared to conform with the relevant brief.

#### Phasing

- 8.11.13 The phasing of the development will depend largely on continuing health service requirements and market conditions. However, the Borough Council will expect the provision of the new infrastructure and facilities needed for development to remain "in-step" with residential provision. As indicated previously, planning conditions will be used as far as possible to ensure that phasing of residential development is co-ordinated with ancillary provisions. However, the granting of new planning permissions will also be subject to the satisfactory completion of preceding infrastructure and service developments.

**HC18 PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT IN THE AREA OF THE HOSPITALS CLUSTER PROPOSALS MAP INSET UNLESS THE COUNCIL IS ABLE TO SECURE A SATISFACTORY PHASING OF THE NECESSARY SUPPORTING INFRASTRUCTURE AND FACILITIES. THE PHASING WILL BE REQUIRED TO ENSURE THAT EACH SITE IS ADEQUATELY SERVED BEFORE OPERATIONS COMMENCE OR BEFORE THE DEVELOPMENT IS OCCUPIED, DEPENDING ON THE NATURE OF THE INFRASTRUCTURE AND FACILITIES INVOLVED.**

- 8.11.14 Although plans for the overall phasing of the development must be expected to vary with changing economic circumstances and health service requirements, the current expectation is broadly that the first housing should be constructed in 1998 and proceed at between 100 and 300 dwellings per year thereafter. Construction work began on The Manor in 1998 and on Long Grove in 2000, and is likely to begin on Horton in 2000 and on St. Ebba's in 2001. Completion of work at The Manor is not expected until at least 2000, with completion of other sites following later.