 Reigate & Banstead BOROUGH COUNCIL Banstead Horley Redhill Reigate	TO:	PLANNING COMMITTEE
	DATE:	24 th July 2024
	REPORT OF:	HEAD OF PLANNING
	AUTHOR:	Matthew Sheahan
	TELEPHONE:	01737 276514
	EMAIL:	Matthew.sheahan@reigate-banstead.gov.uk
AGENDA ITEM:	10	WARD: EWB - Earlswood And Whitebushes

APPLICATION NUMBER:	24/00313/F	VALID:	28/02/2024
APPLICANT:	Surrey And Sussex Healthcare NHS Trust	AGENT:	Fulkers Bailey Russell
LOCATION:	EAST SURREY HOSPITAL, CANADA AVENUE, REDHILL, SURREY, RH1 5RH		
DESCRIPTION:	The project involves re-siting and upgrading an existing three-storey modular building to East Surrey Hospital including recladding the staircores and installing a new platform lift for enhanced accessibility.		
All plans in this report have been reproduced, are not to scale, and are for illustrative purposes only. The original plans should be viewed/referenced for detail.			

This application is referred to Committee in accordance with the Constitution as the development exceeds 250sq.metres of additional floor space.

SUMMARY

This is a full application for a three storey modular building to East Surrey Hospital to provide additional office space for administrative staff to support the clinical services and the continued effective operation of the hospital.

The proposed building would be of functional/ utilitarian appearance due to its modular form, however given the mix of architectural design of buildings across the site this would not be objectionable. The building has been previously used at another site and would be purchased by the Trust and upgraded for use at the hospital. A previous application (22/01792/F) granted consent for a range of modular buildings which are of similar appearance in terms of form and materials. These are currently in situ throughout the site. The building would be contained within the hospital campus and would be well screened from wider vantage points by existing mature vegetation along Three Arch Road to the south.

It would be a significant distance from the nearest residential properties such that there is not concern that it would give rise to harm to the amenity of neighbouring dwellings.

Whilst the development would require the removal of two existing staff spaces to allow safe pedestrian access, this would not have substantial impact on the wider provision of parking across the site, which would number 2085. The hospital would be subject to a travel plan to manage traffic and parking for both staff and visitors which, considered alongside the number of parking spaces across the hospital, the loss of two spaces would not be significant.

There would be opportunity to improve the level of soft landscaping in the vicinity of the application site through the imposition of a landscaping condition which would secure details of any hard landscaping and soft landscape planting.

For the reasons set out above the proposed development is considered acceptable in terms of design, impact on amenity and parking.

RECOMMENDATION(S)

Planning permission is **GRANTED** subject to conditions.

Consultations:

The Ramblers Association: There are no objections to this application however it should be noted that the roadway entrance shown on the site location plan is also the access for walkers using the footpath designated UF110/51/80 (FP no. 523) which runs inside the southeast perimeter boundary of the hospital grounds.

Representations:

Letters were sent to neighbouring properties on the 29th February 2024. No responses have been received.

1.0 Site and Character Appraisal

- 1.1 The application site comprises an area of land to the south east of the East Surrey hospital site, accessed via Canada Drive. The site is located in the southern half of the Borough between Redhill and Salfords and occupies a large site to the south of Royal Earlswood Park. The site features many buildings serving different uses, reflecting a range of architectural styles. The scale of buildings ranges from single storey to three storeys in height. There are a number of car parks around the hospital site, with the main car parks to north and east, with smaller areas for parking to the south, including a staff car park adjacent to the application site. The site is located to the east of the A23 Horley Road, which is one of the main roads running north/ south through the Borough.
- 1.2 The site lies within the urban area however it is surrounded by the Green Belt on all sides. The site itself is no longer located within the Green Belt. To the west and southeast is a Site of Nature Conservation Importance (SNCI). The site is located within Flood Zone 1, the lowest risk of flooding, and is not in an area prone to surface water flooding, however it is noted that pockets of surface water flooding effect other areas of the hospital.

2.0 Added Value

- 2.1 Improvements secured at the pre-application stage: The applicant did not approach the local planning authority for advice prior to submission of the application.
- 2.2 Improvements secured during the course of the application: None as the application is deemed to be acceptable and meets the hospitals requirements in delivering essential services.
- 2.3 Further improvements could be secured: Further improvements can be secured by way of appropriately worded conditions and informatives, including a condition requiring the submission of landscaping details.

3.0 Relevant Planning and Enforcement History

There is extensive planning history associated with the site. The most recent applications are listed below.

3.1	05/02366/F	Single storey extension to existing school sports hall to serve as equipment store.	Granted 21/12/2005
3.2	08/00892/F	Construction of a hard surface play area, access pathway and a 2.75m high chain link fence (As amended on 18/06/2008 to show revised siting.	Granted 09/09/2008
3.3	12/00939/F	Parking infrastructure and new road layout	Granted 09/04/2014
3.3	13/00292/F	Proposal to extend the existing western car park to East Surrey Hospital to increase the available staff, visitor and disabled parking and to ease vehicle congestion on the access roads leading to these areas	Granted 09/04/2014
3.3	20/01008/F	Demolition of an existing building enclosure and construction of a replacement two storey building and enclosure to house the new energy facilities and facilitate the relocation of ground floor storage/office to first floor. The energy facilities will include the removal of existing steam boilers and installation of 2x 3,000kg/h steam boiler, the installation of a new CHP plant comprising 1.5 MWe natural gas plant and 1x 2400kg/h composite boiler, the installation of 2x standby oil tanks and a new Transformer Enclosure and associated works. As amended on 27/08/2020, 11/09/2020, 06/10/2020 and on 07/10/2020.	Granted 29/10/2020
3.4	21/01862/F	Construction of single storey substation with pitched roof.	Granted 01/10/ 2021
3.5	22/00912/F	Minor extension to the existing MRI facility and associated external plant and acoustic screen.	Granted 29/06/2022

- 3.6 22/01792/F Retrospective application for a collection of modular buildings, an extension to the East Entrance, VIE and compound and two car parks. As amended on 22/11/2022 Granted 24/04/2024

4.0 Proposal and Design Approach

- 4.1 This is a full application for a three-storey modular building to the south-east of the hospital site. The building would be purchased and brought in from another site and re-clad and upgraded, and a lift is proposed to be installed.
- 4.2 The proposed building would be three storeys in height with a maximum height of 10.3m, accounting for the variation in ground level, 27m in length and 6m in depth. It would be entirely functional/ utilitarian in form and design given its modular nature. Externally the building would be various shades of grey. The external stairwells on the side of the building would be enclosed.
- 4.3 The purpose of the building is to provide office space for administrative staff. Internally each floor would be largely open plan with separate ancillary spaces such as meeting rooms, private offices and toilets.
- 4.4 Externally the building would be adjacent to an existing car park to the southeast of the wider hospital site, on land currently occupied by grass. Two existing parking spaces would be removed to allow for safe pedestrian access to the building. These would be hatched over in order that the demarcation is clear.
- 4.5 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:
Assessment;
Involvement;
Evaluation; and
Design.
- 4.6 A planning statement has been submitted in support of the application. Evidence of the applicant's design approach is set out below:

Assessment	The application does not include an assessment of local character. It is noted that the hospital site is not listed, in a Conservation Area, nor within the Metropolitan Green Belt or Area of Outstanding Natural Beauty (AONB)
	No site features worthy of retention were identified.
Involvement	It is not indicated that community consultation took place.

Evaluation	The statement does not include any evidence of other development options being considered.
Design	The statement explains that the modular buildings. The proposal to use a pre-constructed modular building has been chosen in order to make effective use of the hospital site, to ensure that the hospital will function well by providing necessary office space and to reuse an existing building which will reduce natural resources, reduce carbon emissions and the carbon footprint created from the manufacturing process and prevent the waste of this redundant building.

4.7 Further details of the development are as follows:

Site area	0.6Ha
Existing use	Hospital (Class E(e))
Proposed use	Hospital (Class E(e)) Unchanged

5.0 Policy Context

5.1 Designation

Urban Area
Adjacent to ancient semi-natural woodland

5.2 Reigate and Banstead Core Strategy

CS1(Sustainable Development)
CS5 (Valued People/Economic Development),
CS10 (Sustainable Development),
CS11 (Sustainable Construction)

5.3 Reigate & Banstead Development Management Plan 2019

Design	DES1
Transport, Access and Parking	TAP1 Annex 4
Community Facilities	INF2
East Surrey Hospital	RED9

5.4 Other Material Considerations

National Planning Policy Framework
2023

National Planning Practice Guidance

Supplementary Planning Guidance

Surrey Design

Local Distinctiveness Design Guide

Other

Human Rights Act 1998

Community Infrastructure Levy

Regulations 2010

6.0 Assessment

6.1 The application seeks planning permission for the re-siting a three-storey modular building to East Surrey Hospital including recladding the staircores and installing a new platform lift for enhanced accessibility. The building would be re-located from outside the hospital site and upgraded.

6.2 The main issues to consider are:

- Design Assessment
- Impact on Neighbour Amenity
- Parking and Highway Matters
- Landscaping

Design Assessment

6.3 East Surrey Hospital is classed as a community facility for the purposes of Policy INF2 of the Councils Development Management Plan 2019 (DMP). Under this policy proposals for the provision of new community, sports and recreational facilities will be encouraged provided:

- a. There is an identified local need which cannot be met from the use of the existing stock of community premises.
- b. The site would be easily and safely accessible to the local community; and
- c. The proposed development would have no adverse impact on residential amenity or character of the area.

6.4 Policy RED9 relates specifically to the continued development of East Surrey Hospital as an allocated site. The site is allocated for hospital uses, medical related ancillary uses and key worker accommodation. New development should be designed and laid out to achieve an appropriate transition to, and relationship with, neighbouring residential and countryside areas including being of an appropriate height, massing and siting and give suitable consideration of shared boundaries (including measures to reinforce existing tree and hedgerow screening). Development must seek to retain the principal hospital building and allow for extensions that are well designed and sympathetic to the character and style of the existing development.

- 6.5 The applicant advises that the proposed building and its location make the most effective use of the hospital site, it ensures that the hospital will function well by providing necessary office space for administrative staff, and it proposes the reuse of an existing building which will reduce impact on natural resources, reduce carbon emissions and the carbon footprint created from the manufacturing process and prevent the waste of this redundant building.
- 6.6 Policy DES1 requires development to, amongst other things, respect the character of the surrounding area, and provide an appropriate environment for future occupants whilst not adversely impacting upon the amenity of occupants of existing nearby buildings, including by way of overbearing, obtrusiveness, overshadowing, overlooking and loss of privacy.
- 6.7 The proposed building is very functional in its form and is not of particular architectural merit. However, it is the case that the hospital does currently feature a number of modular buildings of varying sizes spread throughout the site, therefore the appearance of the building in and of itself would not be objectionable. The most recent planning application for the site, approved by committee in April, granted consent for a range of modular buildings of varying sizes. The existing external stair wells either side of the building would be clad, which would be a visual improvement to the existing building. A condition requiring the submission and approval of materials is suggested.
- 6.8 The three-storey scale of the building would be tall however there are other buildings of three storey across the site therefore this would not be out of character. The southern boundary between the hospital and Three Arch Road is lined by trees and other mature vegetation which, with the exception of the entrance to Canada Drive, would obscure the building from view from the road.
- 6.9 In view of the above considerations, together with the significant weight to be attributed to meeting the healthcare needs of the community, the design, siting and appearance of the building would be acceptable and would satisfy the requirements of Policies INF2, DES1 and RED9 of the Development Management Plan 2019.

Impact on neighbouring amenity

- 6.10 The proposed building would be located approx. 57m from the nearest residential buildings to the west, which comprises key worker accommodation. This would be more than sufficient to avoid any adverse impacts on their amenity. Similarly the building would be in excess of 130m from residential dwellings occupying Bushfield Drive to the south. The building would be near to other non-residential hospital buildings, it is not considered that there would be amenity issues as a result of this.
- 6.11 On this basis it is the view that the proposed building would not give rise to harm to the amenity of neighbouring properties and would accord with Policy DES1 of the DMP in this regard.

Highway/ Parking matters

- 6.12 It is proposed that in order to provide the building two of the existing spaces within the car park would be lost to provide safe pedestrian access. The car park affected is a staff car park that currently provides 114 spaces, reduced to 112 as a result of the works. There are currently 2087 car parking spaces across the site for both staff and visitors. It is not considered that a reduction of two spaces for staff would have a detrimental impact on parking provision at the hospital and in light of the operational benefits of the proposal is acceptable.
- 6.13 Planning application 22/01792/F granted consent for, amongst other things, an additional 182 parking spaces, including 166 staff spaces. In granting this application a condition was applied requiring the submission of an up-to-date travel plan, to be secured by a section 106 agreement. This is currently in the process of being agreed. The travel plan aims to effectively manage how users of the hospital travel to the site and measures to reduce car reliance and encourage more sustainable modes of travel, as well as car sharing initiatives. With the implementation of an appropriate travel plan it is not considered that the loss of two spaces would be objectionable.
- 6.14 In view of the above proposal is deemed to comply with policy TAP1 of the DMP 2019.

Landscaping

- 6.15 At present the location of the proposed building is largely devoid of meaningful landscaping, comprised as it is of grass as part of the wider landscaping of the site. Whilst this would remain largely unchanged there is opportunity to improve the level of soft landscaping, which would help to soften the appearance of the building to a degree. Therefore, if the application were to be approved this would be subject to a condition requiring the submission of a landscaping scheme to be approved prior to the commencement of development. Subject to this detail being acceptable the development would comply with Policies DES1 and NHE9 of the DMP 2019.

CONDITIONS

1. The development hereby permitted shall be carried out in accordance with the following approved plans.

Reason: To define the permission and ensure the development is carried out in accord with the approved plans and in accordance with National Planning Practice Guidance.

Note: Should alterations or amendments be required to the approved plans, it will be necessary to apply either under Section 96A of the Town and Country Planning Act 1990 for non-material alterations or Section 73 of the Act for minor material alterations. An application must be made using the standard

application forms and you should consult with us, to establish the correct type of application to be made.

Plan Type	Reference	Version	Date
Block Plan	02001	P02	16.02.2024
Location Plan	02000	P02	16.02.2024
Elevation Plan	30000	P04	16.02.2024
Elevation Plan	30001	P04	16.02.2024
Floor Plan	20000	P06	16.02.2024
Section Plan	35000	P04	16.02.2024
Other Plan	16000	P02	16.02.2024

2. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

3. No development shall take place above slab level until written details of the materials to be used in the construction of the external surfaces, including fenestration and roof, have been submitted to and approved in writing by the Local Planning Authority, and on development shall be carried out in accordance with the approved details.

Reason: To ensure that a satisfactory external appearance is achieved of the development with regard to Reigate and Banstead Development Management Plan 2019 policy DES1.

4. No development shall commence on site until a scheme for the landscaping of the site including the retention of existing landscape features has been submitted to and approved in writing by the local planning authority. Landscaping schemes shall include details of hard and soft landscaping, including any tree removal/retention, planting plans, written specifications (including cultivation and other operations associated with tree, shrub, and hedge or grass establishment), schedules of plants, noting species, plant sizes and proposed numbers/densities and an implementation and management programme.

All hard and soft landscaping work shall be completed in full accordance with the approved scheme, prior to first occupation or within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing with the local planning authority.

All new tree planting shall be positioned in accordance with guidelines and advice contained in the current British Standard 5837. Trees in relation to construction.

Any trees shrubs or plants planted in accordance with this condition which are removed, die or become damaged or become diseased within five years of planting shall be replaced within the next planting season by trees, and shrubs of the same size and species.

Reason: To ensure good arboricultural and landscape practice in the interests of the maintenance of the character and appearance of the area and to comply with Reigate and Banstead Borough Development Management Plan 2019 policies NHE3, DES1 and DES3, and the recommendations within British Standards including BS8545:2014 and British Standard 5837:2012.

INFORMATIVES

1. Your attention is drawn to the safety benefits of installing sprinkler systems as an integral part of new development. Further information is available at www.firesprinklers.info.
2. The applicant is encouraged to provide renewable technology within the development hereby permitted in order to reduce greenhouse gas emissions.
3. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).
4. Section 59 of the Highways Act permits the Highway Authority to charge developers for damage caused by excessive weight and movements of vehicles to and from a site. The Highway Authority will pass on the cost of any excess repairs compared to normal maintenance costs to the applicant/organisation responsible for the damage.
5. The applicant is expected to ensure the safe operation of all construction traffic in order to prevent unnecessary disturbance obstruction and inconvenience to other highway users. Care should be taken to ensure that the waiting, parking, loading and unloading of construction vehicles does not hinder the free flow of any carriageway, footway, bridleway, footpath, cycle route, right of way or private driveway or entrance. Where repeated problems occur the Highway Authority may use available powers under the terms of the Highways Act 1980 to ensure the safe operation of the highway.
6. The use of landscape/arboricultural consultant is considered essential to provide acceptable submissions in respect of the above landscaping condition. The planting of trees and native hedging shall be in keeping with the character and appearance of the locality. There is an opportunity to incorporate structural landscape trees into the scheme to provide for future amenity and long term continued structural tree cover in this area. It is expected that the replacement structural landscape trees will be of [Semi-Mature/Advanced

Nursery] stock /[Extra Heavy Standard/Heavy Standard] size with initial planting heights of not less than [6m/4.5m/4m/3.5m] with girth measurements at 1m above ground level in excess of [20/25cm/16/18cm/14/16cm/12/14cm].

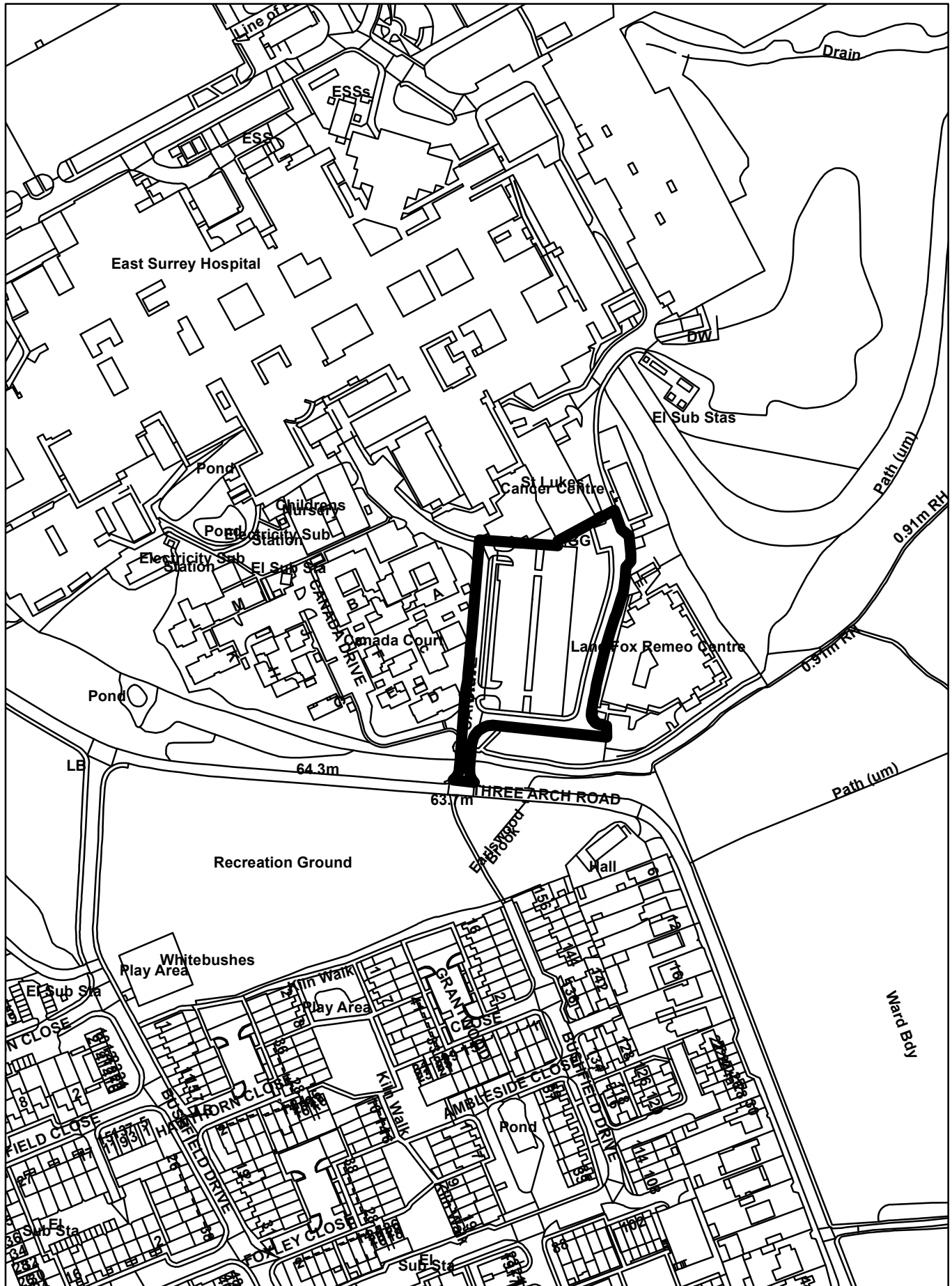
REASON FOR PERMISSION

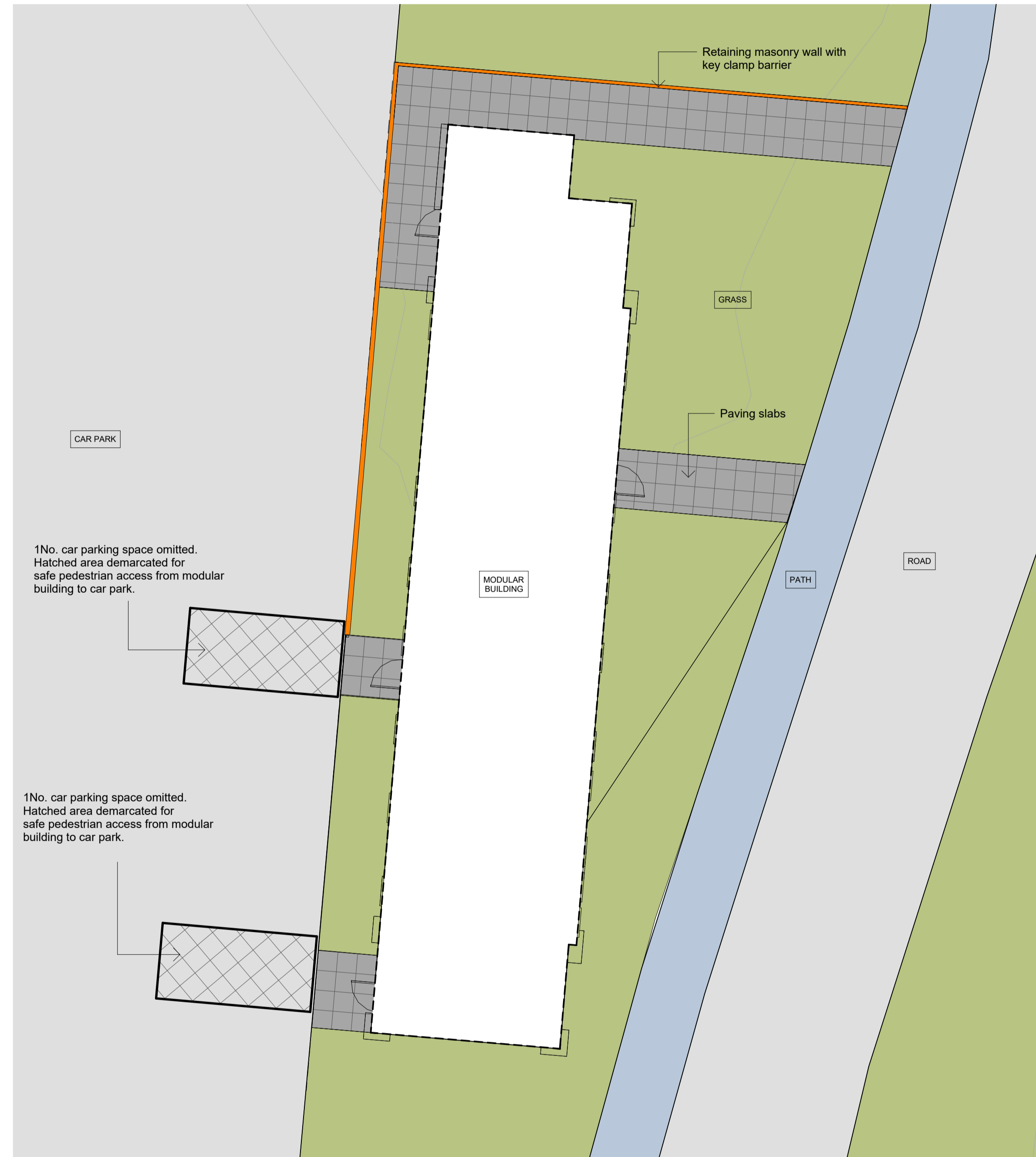
The development hereby permitted has been assessed against Development Management Plan policies DES1, NHE9, TAP1, and INF2 and material considerations, including third party representations. It has been concluded that the development is in accordance with the development plan and there are no material considerations that justify refusal in the public interest.

Proactive and Positive Statements






The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development where possible, as set out within the National Planning Policy Framework.

24/00313/F - East Surrey Hospital, Canada Avenue, Redhill

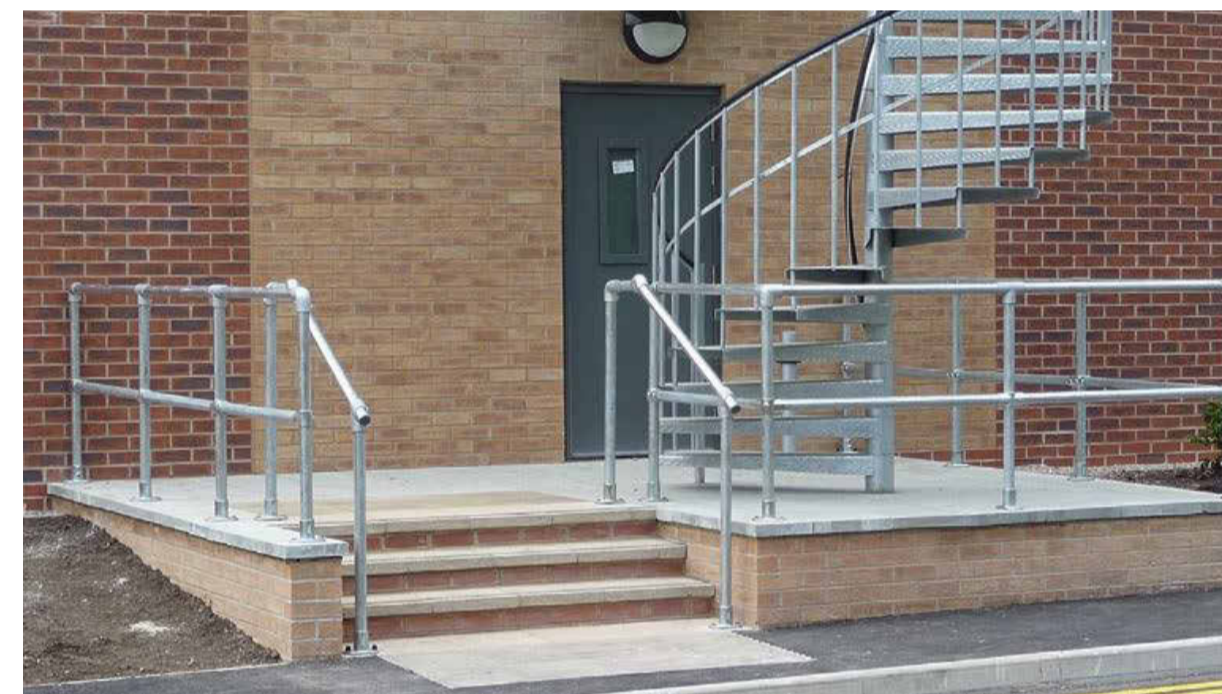




Landscaping Key

-  Grass
-  Existing Road/Parking
-  Retaining Masonry wall with galvanised key clamp barrier above (1100mm high)
-  600mm square concrete paving slab
-  Existing Ashpalt Path

Material Imagery



Retaining Masonry wall with galvanised key clamp barrier above (1100mm high)



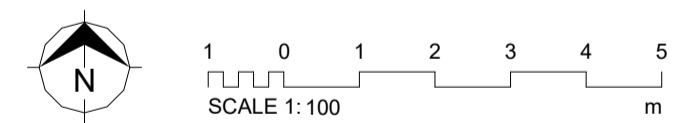
600mm square concrete paving slab

Note: images are for illustration purposes only. Samples can be provided upon request.

1 Proposed Landscape Plan
 1 : 100

P02	17/01/23	For stage approval	DJ	CJ
P01	10/01/23	For Planning	DJ	CJ

Rev	Date	Notes	Dm	Chk'd



Document Originator

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Client
 Surrey and Sussex Healthcare NHS Trust

AWW Project Number 4761 Project Stage Stage 2

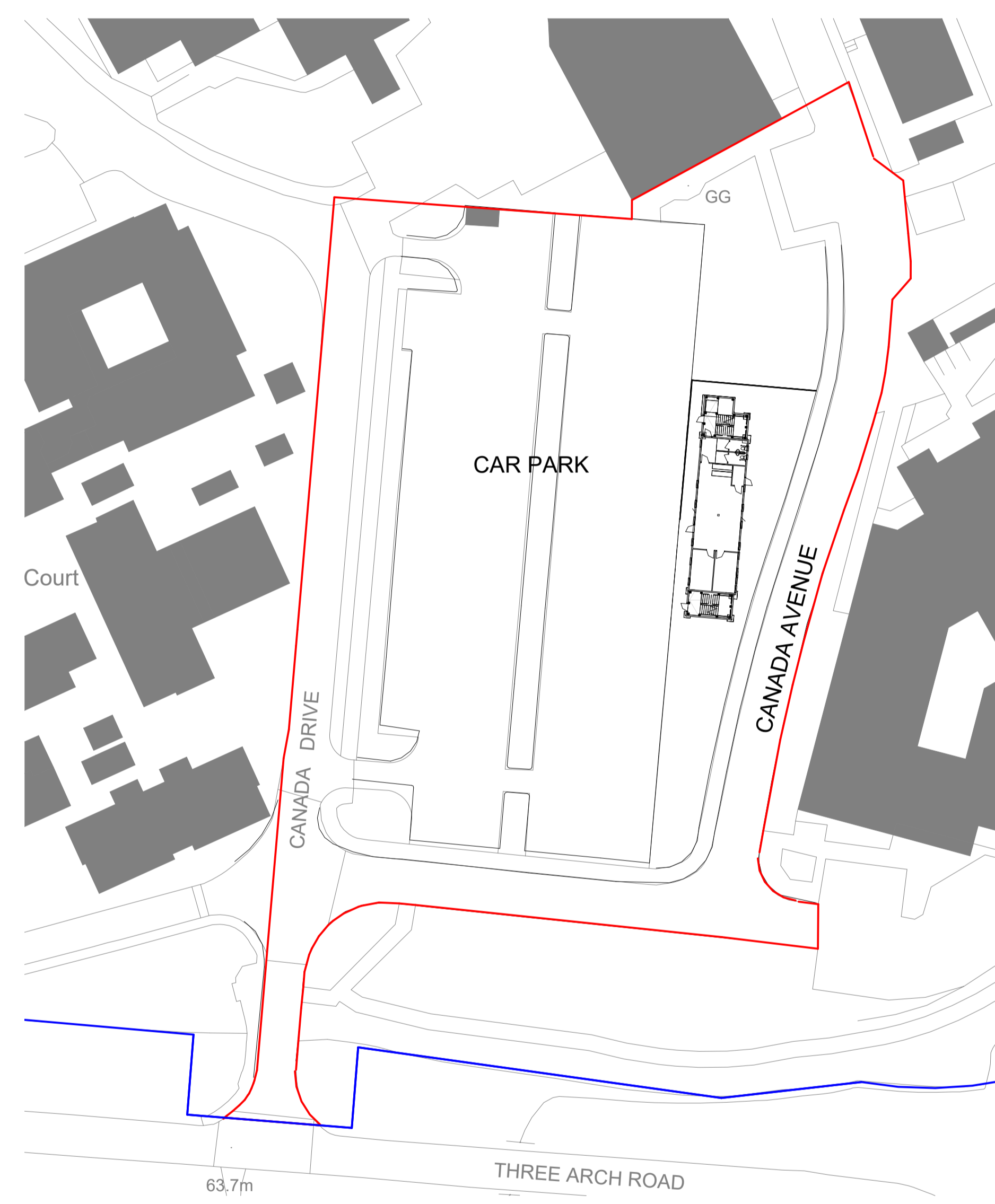
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 East Surrey Hospital- Modular Office
 Canada Ave, Redhill RH1 5RH

Title
 Landscaping

Scale @ A1 Document Status
 1 : 100 S4 - Suitable for Stage Approval

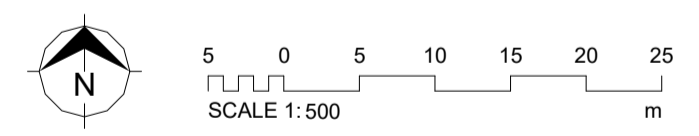
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P01	10/01/23	For Planning	DJ	CJ

Rev	Date	Notes	Dm	Chk'd



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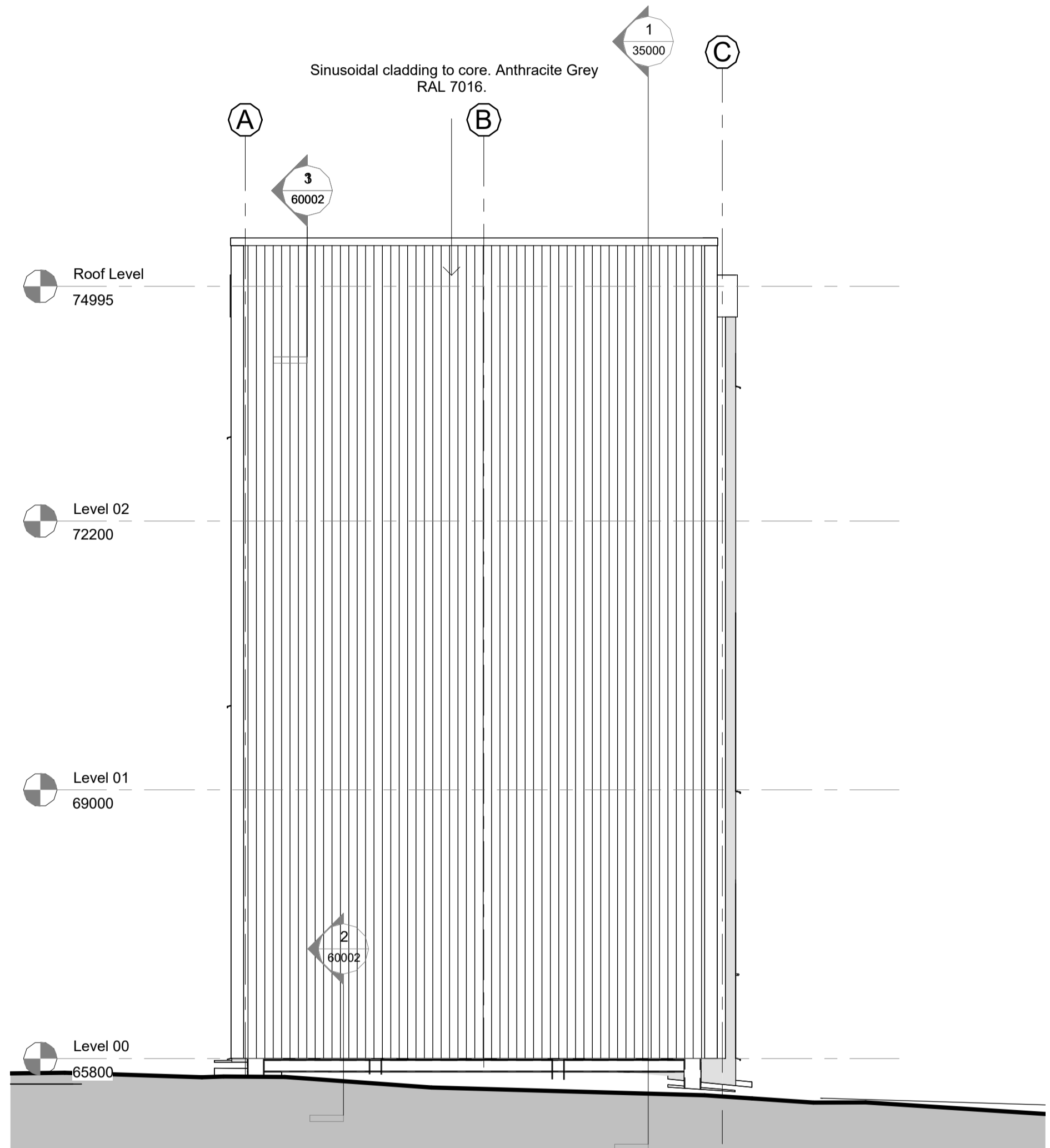
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Title
Proposed Block Plan

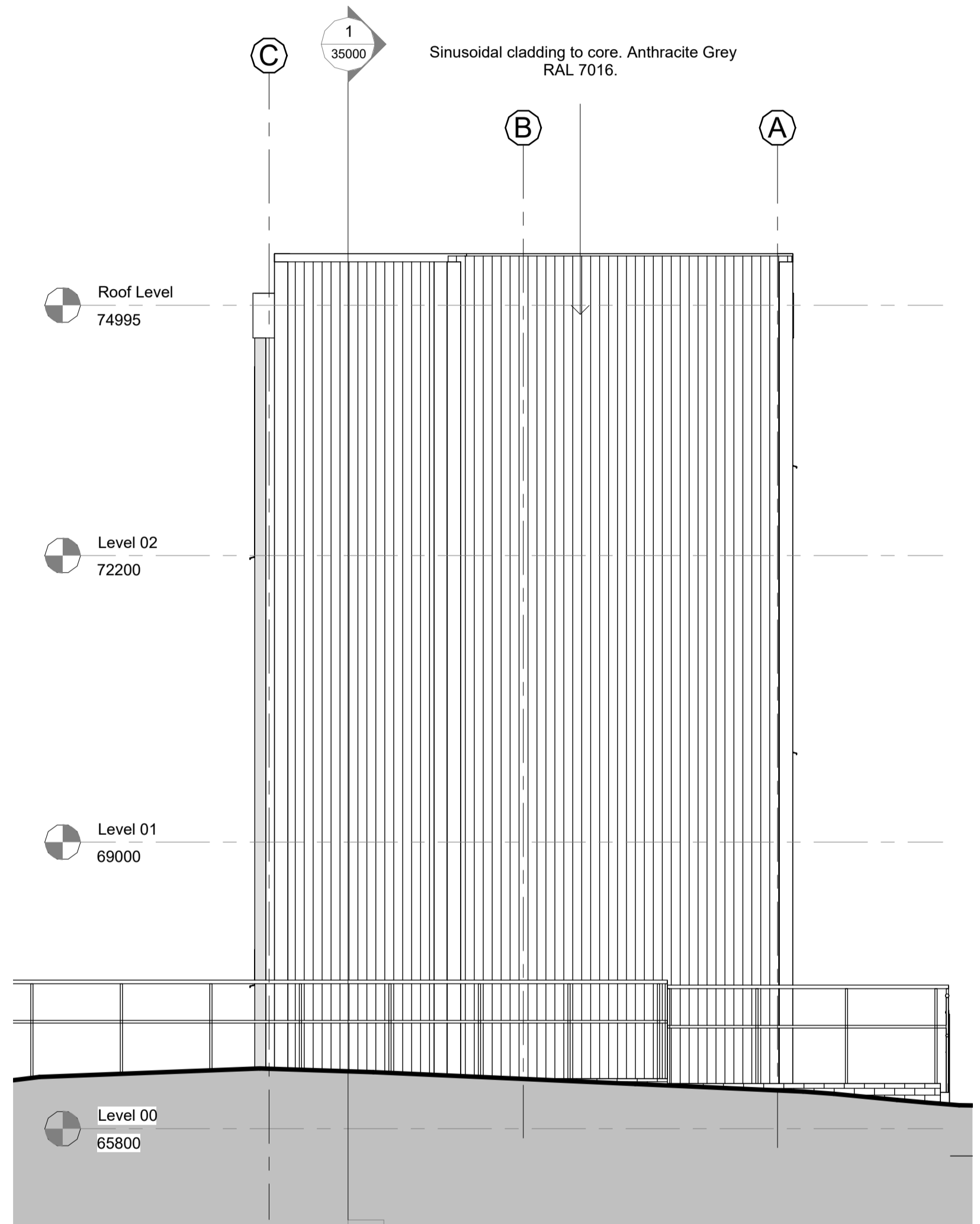
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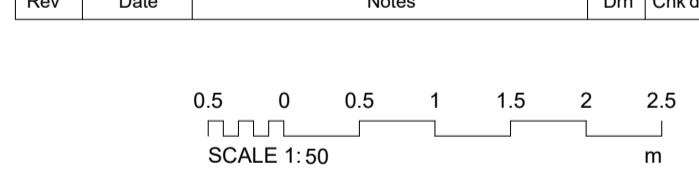


1 South Elevation
1 : 50



2 North Elevation
1 : 50

Rev	Date	Notes	Dm	Chk'd
P04	17/01/23	For stage approval	DJ	CJ
P03	10/01/23	For Planning	DJ	CJ
P02	06/12/23	Stair & lift arrangement revised	DJ	CJ
P01	13/11/23	First Issue	DJ	CJ



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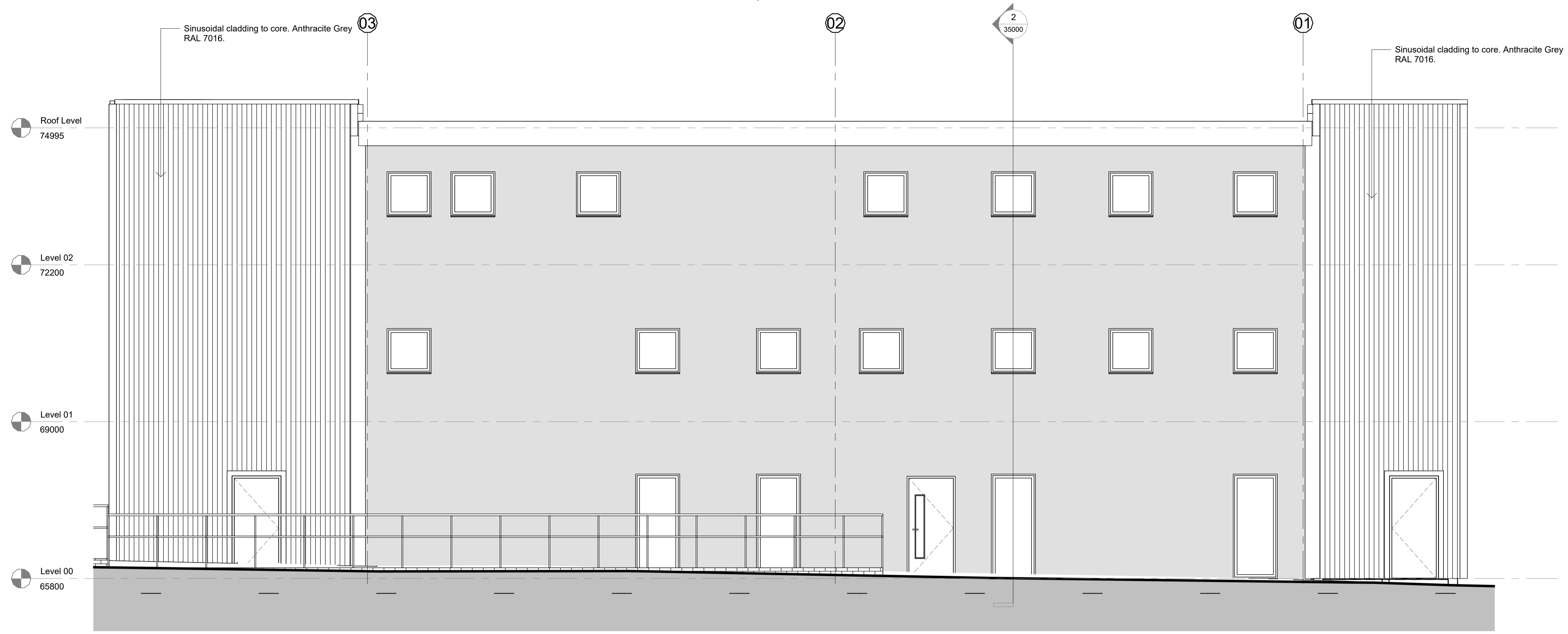
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Title
 Proposed External Elevation 2 of 2

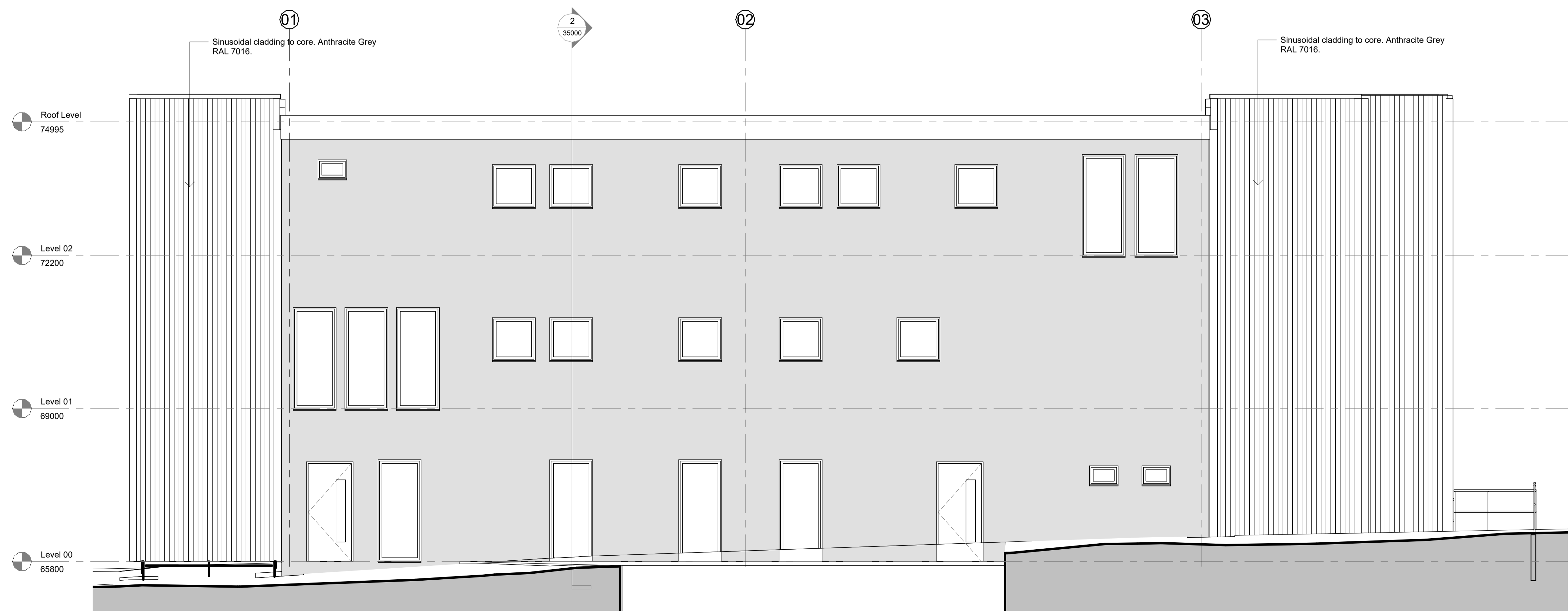
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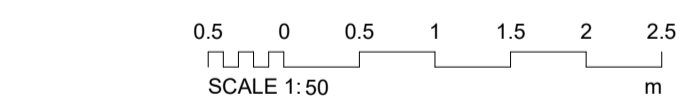
1 West Elevation
 1 : 50



3 East Elevation
 1 : 50

P04	17/01/23	For stage approval	DJ	CJ
P03	10/01/23	For Planning	DJ	CJ
P02	06/12/23	Stair & lift arrangement revised	DJ	CJ
P01	13/11/23	First Issue	DJ	CJ

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AWW Project Number 4761 Project Stage Stage 2

Project Title
 East Surrey Hospital- Modular Office
 Canada Ave, Redhill RH1 5RH

Title
 Proposed External Elevations 1 of 2

Scale @ A1 Document Status
 1 : 50 S4 - Suitable for Stage Approval

Project	Origin	Volume	Level	Type	Role	Number	Rev
4761	AWW	XX	XX	DR	A	30000	P04