

ANGUS COUNCIL

PLANNING AND TRANSPORT POLICY COMMITTEE

17 OCTOBER 2002

**SUBJECT: FINALISED DEVELOPMENT BRIEF
LAND AT SUNNYSIDE HOSPITAL, HILLSIDE**

REPORT BY DIRECTOR OF PLANNING AND TRANSPORT

Abstract: This report outlines and comments on the responses to consultation on the draft development brief and finalises the planning requirements that will guide the reuse and regeneration of land and buildings at Sunnyside Hospital Estate, Hillside, by Montrose.

1 RECOMMENDATION

It is recommended that the Committee –

1. note the response to the consultation draft brief;
2. agree the finalised development brief as detailed in Appendix 1.

2 INTRODUCTION

- 2.1 The Planning and Transport Policy Committee at their meeting of 13 June 2002 approved a draft development brief for Land at Sunnyside Hospital, Hillside, as a basis for consultation (report 709/02 refers).
- 2.2 The draft development brief was circulated to a range of organisations including Hillside, Dun, Logie Pert & Craigo Community Council, Tayside Primary Care NHS Trust as landowner, Scottish Natural Heritage, Historic Scotland and service providers. Copies of the brief were also requested by several Hillside residents. In addition a public meeting was held at Rosemount Primary School, Hillside, to discuss the draft brief. Comments on the draft brief were requested by 31 July 2002. The list of organisations circulated and a summary of their responses is outlined in Table 1. A full set of responses together with a summary note of the points raised at the public meeting is available for reference in the Members Lounge.
- 2.3 This report summarises and discusses main points arising from the responses and sets out a finalised development brief that will guide development of the site.

3 RESPONSE TO DRAFT DEVELOPMENT BRIEF

- 3.1 Seven written responses to the draft development brief were received including comments from Scottish Natural Heritage, SEPA, Scottish Water, Tayside Police, the Community Council and two Hillside residents. A summary of the written responses is shown in Table 1 attached to this report. Some of the comments relate to technical issues which require only minor rewording of the brief whilst others relate to detailed matters which are more appropriately dealt with once a master plan has been prepared for the site by a developer and or landowner. A number of comments from the Community Council also focused on health related issues rather than land use planning matters which are not directly relevant to finalising the brief.

- 3.2 Many of the points raised at the public meeting held on 4 July 2002 are also reflected in the written comments received on the draft brief as summarised in Table 1. These have been taken into account as appropriate in finalising the brief.
- 3.3 Consultation with SNH have highlighted the possibility of bats which are a protected species roosting in Carnegie House and other buildings within the site. Accordingly additional wording has been inserted into the finalised brief to ensure that appropriate safeguards are put in place to protect the species.
- 3.4 While the draft brief states that surface water should be dealt with in accordance with SUDS best practice, the wording in the finalised brief emphasises the requirement to control the rate of surface water run off and the preference for the use of end-of-pipe SUDS to provide new habitat areas.
- 3.5 The Council is committed to sustainable waste management including waste minimisation, reuse and recycling in support of the Tayside Area Waste Plan and the Council's Environmental Strategy Action Plan and LA21 Strategy. Whilst the retention of key buildings is a principle requirement of the brief it is likely that some of the less important buildings on the site could be demolished as part of the overall development of the estate. In seeking to promote the prudent use of resources and further encourage the recycling of household waste, the finalised brief encourages developers to reuse/recycle any demolition material and requires suitably located mini-recycling points to be provided within the site.
- 3.6 The draft brief indicates that the estate is capable of accommodating around 320 residential units from the reuse of existing buildings as well as new build. The finalised brief has been amended to highlight that this provides potential for a range of house type and affordability including flatted, rented and sheltered accommodation.
- 3.7 The land use strategy of the draft brief indicates that whilst housing is likely to be the principle use a range of other uses such as business, community facilities, leisure and recreation uses would also be acceptable. However given that the site could potentially accommodate 320 residential units if no other land uses were introduced, additional ancillary community facilities such as a local shop or community centre may be required to support a significant level of new housing at Sunnyside to supplement the facilities which already exist within the village. The finalised brief highlights that depending upon the scale of housing proposed developers may be required to provide additional community facilities.

4 FINANCIAL IMPLICATIONS

- 4.1 There are no financial implications arising from this report.

5 HUMAN RIGHTS IMPLICATIONS

- 5.1 There are no human rights implications arising directly from this report and should any implications arise from the development brief itself these will be dealt with through the development control process in consideration of the relevant applications for planning permission.

6 CONSULTATION

- 6.1 The Chief Executive, Director of Finance, Director of Law & Administration, Director of Roads, Director of Leisure Services, Director of Education, Director of Property Services and Director of Environmental & Consumer Protection have been consulted in the preparation of this report.

7 CONCLUSION

- 7.1 The preparation of a development brief forms an initial stage in developing and agreeing land use planning guidance for the future regeneration of Sunnyside Hospital. The finalisation of the development brief is the next step in the process and will inform the preparation of a master plan and subsequent planning applications for agreement by the Council.

NOTE

The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973, (other than any containing confidential or exempt information) were relied on to a material extent in preparing the above Report.

- Angus Local Plan – Adopted November 2000
- Report 709/02, Angus council Planning & Transport Policy Committee, June 2002

AA/FL/KW
8 October 2002

Alex Anderson
Director of Planning and Transport

TABLE 1 : CONSULTEES AND RESPONSES

Organisation	Nature of Comment	Response
Scottish Natural Heritage	Support for retention and enhancement of existing policy woodland and open space areas. Native species should be used where additional or replacement planting is required.	The policies of the Sunnyside Estate are characterised by planting schemes which typically include a range of tree and shrub species, many of which are non-native. Therefore a planting scheme comprising a mixture of both native and non-native species may further enhance the setting of the listed buildings. The specific balance between native and non-native species will be informed by the tree survey to be carried out and will be agreed at the detailed planning application stage.
	Welcome the requirement for provisions for pedestrians and cyclists with transport links.	Comments noted.
	Brief should include requirement for a bat survey to be carried out at an early stage prior to work being carried out.	The comments regarding bat survey are noted and agreed. Amendments made to brief to require bat survey.
Tayside Police	Reinforcing the importance of "Secured by Design" principles in developing a safe and secure environment.	Noted. No change need to the wording of the brief. Developers will require to consider this at the detailed design stage.
Scottish Water	Note and welcome that the brief encourages developers to contact Scottish Water to discuss details at early stage.	Noted. No amendments required.
Scottish Environment Protection Agency	Brief should emphasise requirement for attenuation of water flows to mimic the Greenfield run off rate and for end of pipe SUDS to provide new habitat areas such as wetlands and ponds. Brief should also state requirement for management plan to reflect ground conditions and topography.	Noted and agreed. Amendments made to emphasise these requirements.

Organisation	Nature of Comment	Response
Hillside, Dun, Logie Pert & Craigo Community Council	Suggest that reference be made to opportunities for reuse/recycling of demolition materials and potential for provision of a mini-recycling point within the development.	Angus Council supports the principles of sustainable waste management practices. Whilst the retention of a number of key buildings is a principle requirement of the brief it is likely that some of the less important buildings may be demolished as part of the overall development of the site. Consequently in seeking to promote the prudent use of resources it is agreed that the brief should encourage the reuse/recycling of demolition material. Furthermore, given the potential scale of housing developments it is agreed that the provision of mini-recycling points for material waste should also be sought to encourage the recycling of household waste.
Community Council (letter dated 28 June 2002)	Two letters have been submitted by the Community Council in response to the Draft Brief, one of which was submitted prior to the public meeting (letter dated 28 June 2002) and sets out a number of questions and points relating to patients, access roads, future development, drainage and environment. Whilst many of these points were dealt with at the public meeting through the presentations and question and answer session that followed thereafter, the main points raised by the Community Council are as follows:-	This issue was addressed by Tayside Primary Care NHS Trust at the public meeting. As it focuses on health related issues rather than land use planning matters, no amendment is required to the brief.
	<ul style="list-style-type: none"> Concern over future care of existing patients and the continuing need for mental health residences. 	
	<ul style="list-style-type: none"> Concern at suitability of existing access roads and need for road layout master plan for site as a whole. 	Angus Council Roads Department were fully consulted on the preparation of the draft brief and had indicated support for the objectives of the brief and operational access arrangements which are set out. The brief already stipulates that a Transport Assessment will be required to accompany development proposals for the whole site which will

Organisation	Nature of Comment	Response
		<p>assess the likely impact of development on the transport network and highlight any improvements/ mitigation measures that would be required. No amendment required to brief.</p>
	<ul style="list-style-type: none"> • Queries regarding:- 	
	<ul style="list-style-type: none"> o Area of Greenfield/brownfield 	<p>These issues were addressed at the public meeting as follows:-</p> <p>Total area of Greenfield – 4.6ha</p> <p>Total area of brownfield – 4.32ha</p>
	<ul style="list-style-type: none"> o What are figures showing shortfall of houses required at present and figures assessed as being future requirement 	<p>The Dundee and Angus Structure Plan forecasts a requirement for approximately 1200 houses for the period to 2016 across the Brechin/Montrose Housing Market Area. Sites across the Housing Market Area identified through the review of the Angus Local Plan can most appropriately contribute towards the requirement for 1200 units with opportunities at Hillside playing a part in this.</p>
	<ul style="list-style-type: none"> • Concern over the ability of Rosemount School to cope with new influx of population. 	<p>An assessment of the capacity of the school, the school roll (at 2001) and average number of pupils per household indicates school has capacity for an additional 395 units. The brief also requires development to be phased.</p>
	<ul style="list-style-type: none"> • Availability of suitable policing. 	<p>This is not a land use matter however development proposals will be required to comply with “Secured by Design” principles (see response to Tayside Police above).</p>

Organisation	Nature of Comment	Response
	<ul style="list-style-type: none"> Will houses be private, public or mixed. 	<p>There is potential for a mixture of housing opportunities including affordable, rented, flatted and sheltered properties through the conversion of existing buildings as well as new build. It is acknowledged that it would be beneficial to state this in the brief. The brief has been amended to highlight the potential for a range of house types and affordability.</p>
	<ul style="list-style-type: none"> Concerned at potential overcrowding by too high density of houses and number of housing units proposed. 	<p>While the brief indicates that the site is capable of accommodating around 320 units if this is the sole use and no other uses are introduced, it highlights the Council's preference for a mixture of uses, including local shopping facilities, employment, leisure and community uses. Therefore the number of houses will be reduced if other uses are introduced. No amendment required.</p>
	<ul style="list-style-type: none"> Concerned at ability of existing drainage network to cope with new development. 	<p>Consultation with Scottish Water have indicated that the capacity of the site for redevelopment is dependent upon surface water from existing and proposed development being taken out of the current system. The brief indicates that the developer will be required to undertake a full drainage assessment to establish the overall capacity for residential and other development. No amendment required.</p>
	<ul style="list-style-type: none"> Preservation of listed buildings must be the first priority and any adaptation of them secured against future demolition. 	<p>The retention, conversion and re-use of important existing buildings is a key requirement of the brief and indicates that developers will</p>

Organisation	Nature of Comment	Response
Community Council (letter dated 5 July 2002)	<ul style="list-style-type: none"> <li data-bbox="549 600 1015 660">• Do not want wholesale lopping of trees. <li data-bbox="549 1267 1015 1417">• Concern over future health care provision for patients at Sunnyside and NHS plans to dispose of the estate despite community concerns. <li data-bbox="549 1547 1015 1697">• Future planning of the area must be subject of another meeting following progress regarding future uses of existing buildings and desired development. 	<p data-bbox="1038 416 1399 566">be required to enter into a Section 75 Agreement on the phasing of the overall development of the site. No amendment required.</p> <p data-bbox="1038 600 1399 1238">Retention of open space areas and woodlands which provide the setting for important buildings is a key requirement of the brief and a number of requirements in terms of landscaping and open space are specified. These include a survey of all woodland within the site and a comprehensive scheme of landscaping together with a plan for their future maintenance. The brief highlights that Section 75 Agreement may also be used where appropriate to ensure the long term maintenance of existing and proposed areas of woodland. No amendment required.</p> <p data-bbox="1038 1267 1399 1509">As these points are health related issues rather than land use planning matters they are not directly relevant in finalising the brief. No amendment required (letter forwarded to Tayside Primary Care NHS Trust).</p>
Mrs. V. Norrie	<ul style="list-style-type: none"> <li data-bbox="549 1910 1015 1971">• Concern at loss of trees and impact of flora and fauna. 	<p data-bbox="1038 1910 1399 2060">It is recognised that existing woodland and trees make a substantial contribution towards the overall amenity of the estate consequently</p>

Organisation	Nature of Comment	Response
Mr. E. Smith	<ul style="list-style-type: none"> Existing paths and nature trails should be utilised in plans. 	<p>the retention of existing areas of woodland and landscape features is a key requirement of the brief. These areas comprise approximately 22% of the overall area of the Sunnyside Estate and the developer will require to establish measures for the future maintenance of landscaping and open space areas within the site (see also response to points raised by Community Council above). No amendment required.</p>
		<p>The brief requires developers to submit a roads and accessibility strategy for the whole site which will indicate the location of footpath and cycle links and bus stopping areas.</p>
		<p>It is anticipated the existing access points, paths and internal roadways will be utilised as transport links as well as for recreational purposes.</p>
	<ul style="list-style-type: none"> The location plans in the development brief are not up to date as they do not show all of the houses in Downie Way. 	<p>The map base used in producing the plans in the development brief is the most up to date map base available to the Council from the Ordnance Survey however the Department are aware that additional houses to those shown on the plans have been built at Downie Way. No amendment required.</p>
	<ul style="list-style-type: none"> Could some of the existing buildings be used for sheltered housing. 	<p>The brief indicates that residential uses would be acceptable either through the conversion of existing buildings or new build. Sheltered housing would therefore be acceptable in terms of the brief (see also response to comments raised by Community Council). No amendment required.</p>

Organisation	Nature of Comment	Response
	<ul style="list-style-type: none"> Concerned that the increase in hardstanding from new build would increase the speed of surface water run-off. 	<p>Brief amended to emphasise the requirement for attenuation of water flows to mimic the Greenfield run off rate (see also response to comments raised by SEPA). No amendment required.</p>
	<ul style="list-style-type: none"> The brief indicates that the existing access to the A937 from Downie Way can be used for some of the development however the Roads Department have recommended that vehicular access from this road should only be for 30 houses. 	<p>Comments noted. Brief amended to clarify that access from Houghton Drive/ Downie Way could serve up to an additional 30 houses over and above existing houses at Downie Way.</p>
	<ul style="list-style-type: none"> What provisions would be put in place to prevent an excess amount of vehicles using this as an access from other areas of the development. 	<p>As stated in the brief the next stage of development should be the preparation of a master plan for the Sunnyside estate as a whole and this should include a roads and accessibility strategy agreed by all parties. At that stage the Council can indicate that only a restricted level of development will be permitted served from Houghton Drive and ensure that the road layout does not link to any other development area or is so laid out as to make the 'rat-run' undesirable.</p>
	<ul style="list-style-type: none"> Downie Way and Houghton Drive are currently maintained by Stewart Milne Homes and to date is not yet a public road. If the road is not adopted by the Council before access is required to the new development what rights does a developer have to use this "private" road. Would the residents of Houghton Drive/Downie Way have any rights to determine who can legally use this "private" road if it is not adopted by the Council. 	<p>It is expected that Downie Way and Houghton Drive will be adopted by the Council early next year and well ahead of any development at Sunnyside. Whilst it can be anticipated that some heavy construction traffic may use Houghton Drive it will affect only that short length of road between the site access and Marykirk Road. There is also a traffic calming feature on that length of road which should restrict all traffic speeds in this vicinity. Notwithstanding this, depending on the phasing of the development it may be</p>

Organisation	Nature of Comment	possible to direct much of the Response
Mrs. V. Norrie (resident) Mr. E. Smith (resident)	<ul style="list-style-type: none"> Concern at loss of football pitch. Proposals should include provision of football pitch and children's play areas. What provisions would there be for the inclusion of further amenities such as shops, community facilities. Proposals should include use of building for a village hall. 	<p>construction traffic via the Carnegie Clinic access to reduce impact on Houghton Drive. Houghton Drive whether adopted or not would remain a 'road' which permits public right of passage and as such any restrictions on its use would not be appropriate. No amendments required.</p> <p>The retention of existing areas of open space that provide the setting of important buildings is a key requirement of the brief. These areas comprise approximately 32% of the overall area of the Sunnyside Estate and provide opportunity for both passive or active recreational uses including children's play areas for use by the wider community. The brief also indicates that additional recreational facilities will be encouraged where they are compatible with the character of the site. No amendment required.</p>
		<p>The brief seeks to indicate the types of land uses that would be acceptable including small scale retail, community facilities, educational and recreational uses but does not specify in detail the mix and location of different land uses within the site. Whilst there is capacity in the school to accommodate new housing development at Sunnyside, depending on the level of housing proposed, ancillary community facilities may require to be provided by developers. Brief has been amended to highlight this requirement.</p>

SUNNYSIDE HOSPITAL, HILLSIDE

DEVELOPMENT BRIEF

1.0 INTRODUCTION

Setting

- 1.1 Prominently located on the northern edge of Hillside village (approximately 2km north-west of Montrose) Sunnyside Hospital estate extends to some 21 hectares (52 acres). The estate includes a number of substantial hospital buildings (several of which are listed as being of special architectural or historical interest and of considerable floor area) in a formal open space and woodland setting. Around the south-eastern and eastern fringes of the site is an area of open space, a fruit orchard and a playing field. An area of vacant land is located on the northern boundary of the site. The site is bounded to the south by modern housing development, to the east by the A937 Montrose to Marykirk road and to the west by Hospital Road and the village of Hillside. Immediately to the north are the grounds of Howden Villa, a small part of the original hospital site currently being developed for housing with open countryside and farmland beyond.
- 1.2 As a result of the establishment of community based mental health care facilities several of the buildings at Sunnyside Hospital have become surplus to the requirements of NHS Tayside Primary Care. Although currently still in partial use it is expected that the hospital will close in the near future. However a final decision has yet to be made by NHS Tayside Primary Care on the future use of the area at the south-west corner of the site occupied by the Nurses' Accommodation (this area is shown as a dotted boundary on the attached maps). Whilst it is anticipated that a decision will be made in the near future, this draft brief gives guidance on the options of the retention or release of this area.

Policy Background

The following policy statements contained in the adopted Angus Local Plan are of relevance to the preparation of this draft development brief.

INFRASTRUCTURE, ENERGY AND COMMUNITY SUPPORT SERVICES

Policy INF16 : Reuse of Hospital Land and Buildings

Buildings and grounds associated with Angus NHS Trust property will continue to be reserved primarily for health care use. Sites released for alternative use, within towns will be considered as windfall/opportunity sites in the context of the development strategy and policies of the Local Plan. Reuse of sites in the open countryside or on edge of settlements will only be considered in a comprehensive manner in the context of a development brief and where the proposed land use(s) meet the strategy and policies of the Local Plan.

HILLSIDE VILLAGE STATEMENT

Recommendation H/INF4 : Sunnyside Hospital

It is recommended to Angus NHS Trust that a feasibility study be undertaken as soon as possible to establish the potential reuse of Sunnyside Hospital buildings and grounds.

ENVIRONMENT

Policy ENV 42: Change of Use, Alterations and Extensions

Change of use of, or alterations and extensions to a Listed Building will only be permitted where there is no detrimental effect to either the fabric, character or appearance of the building or its setting.

Alterations to Listed Buildings that require to meet other legislative requirements particularly the Building (Scotland) Acts must be undertaken sensitively and ensure that the impact on either internal or external features is minimised. Particular attention should be given to fire precautionary and acoustic upgrading measures.

ENVIRONMENT

Policy ENV 43: Curtilage Development

Within the curtilage of a Listed Building development proposals will not be permitted which adversely affect the setting of the building, in terms of scale, massing, form, siting, design and materials of construction. New development should avoid building in front of important elevations, felling mature trees and breaching boundary walls to provide access.

- 1.3 An initial Feasibility Study (December 2001) has been undertaken by Montgomery Forgan Associates in conjunction with Graham & Sibbald Chartered Surveyors on behalf of NHS Tayside Primary Care. This provides a historical analysis and an assessment of the physical characteristics of the site and general principles for future development. The study is to be expanded further by Montgomery Forgan Associates to explore the market for alternative uses on the site. From the initial work carried out it is considered that Sunnyside Estate represents a unique opportunity for new uses because of its attractive location, mature setting and proximity to Montrose, Brechin and Aberdeenshire.

Purpose and Objective of Brief

- 1.4 The purpose of this Brief is to establish development principles that will inform the preparation of a Master Plan to guide the future regeneration of the site and ensure that development is of a quality which fully respects the distinguished character of the site and integrates with the community.
- 1.5 The key objectives of the Brief are to:-

- provide prospective developers with clear guidance of the Councils requirements in terms of land uses and form of development;
- secure the future of important buildings on the site and safeguard their landscape setting;
- provide for the appropriate re-use of existing buildings and development of associated parcels of land;
- provide the basis for a managed/phased release of land and buildings at Sunnyside for residential and mixed use development.

2.0 SITE ANALYSIS

Hospital Complex

- 2.1 The core of the hospital complex comprises the Main Building and the Hospital Block together with a series of ancillary buildings grouped in the north-west part of the site. To the east of the main complex is a range of other buildings including Northesk Villa, Carnegie House, the Occupational Therapy Unit and Angus House whilst the Nurses Home is located to the south. In addition a number of small buildings including pavilions (associated with the recreational use of the open spaces) and cottages are located within the grounds. The Main Building is a Category B listed building and Carnegie House is listed Category C(S). In addition a number of the other buildings identified in paragraph 2.4 below are considered to be of architectural or historic merit and as they lie within the curtilage of the primary listed subjects these are afforded the protection of listing.
- 2.2 National policy on listed buildings as contained in the Memorandum of Guidance on Listed Buildings and Conservation Areas indicates that:-
- “Any object or structure which is fixed to a listed building, or which falls within the curtilage of such building and, although not fixed to the building, has formed part of the land since before 1 July 1948, shall be treated as part of the building.”
- 2.3 The Guidance also indicates that:-
- “The protection afforded by the listing extends to historic fixtures and fittings, and to such items within a curtilage as stables, mews buildings, garden walls, or stone setts. Protection extended to objects or structures within the curtilage covers only those which pre-date the original protective legislation, the relevant provisions of which commenced on 1 July 1948.”
- 2.4 In view of the above and in particular the quality of the buildings at Sunnyside Angus Council has concluded that the following important buildings on the site should be retained and reused.
1. Main Block – Listed Category B
 2. Carnegie House – Listed Category C(S)
 3. Hospital Block
 4. Nurses Home
 5. Northesk Villa
 6. Workshop
 7. Chapel

8. Garage
9. Home Lodge

The three pavilions should also be retained and offer potential to be utilised in association with the recreational use of the open space areas.

10. Recreation Ground Pavilion
11. Curling Pond Pavilion
12. Carnegie House Pavilion

2.5 The location of these buildings is indicated on Map 1.

Landscape and Open Space

2.6 The landscape and open space character of the site comprises three main areas:-

- (i) Formal open space and gardens designed in terraces and located to the front of key buildings. This designed landscape provides the setting to the historic buildings and allows for passive recreational use by patients, visitors and staff at Sunnyside.
- (ii) Policy woodlands which define the site and form the setting to key buildings by framing views of their public facades; and also visually separate the complex buildings and associated open space areas.
- (iii) Other functional open space areas contained within woodlands and therefore not directly visually associated with the prominent buildings on the site. These areas by virtue of their wooded setting are visually self-contained and provide opportunity for new development.

2.7 Trees, woodland and open space at Sunnyside contribute towards the setting and attractiveness of the site and are also important nature conservation and recreational resources. Angus Council will seek to ensure that the key features outlined in (i) and (ii) above are retained and protected from development whilst allowing new development within the less important areas of open space (iii) around the periphery of the site. The landscape features and open spaces to be retained are shown on Map 2 whilst areas with development potential are shown on Map 3.

3.0 DEVELOPMENT PRINCIPLES

Introduction

3.1 Sunnyside Hospital was developed as a self-contained community with its own farm, recreation facilities, and infrastructure within a designed landscape of terraced gardens, formal lawns, axial footpaths, woodlands and tree belts. The challenge is to establish new uses for the estate which obtains the maximum benefits from the assets of the site and yet enhances these to provide a development of quality that integrates with the village of Hillside and the surrounding area, including Montrose.

Land Use Strategy

- 3.2 Hillside with an estimated population of 1,353 (1999) is one of the larger villages in Angus. Although the village has a number of local services including a primary school, post office, shop, church and hotel, it is largely dependent upon Montrose for employment, shopping and community facilities.
- 3.3 In considering the regeneration of the hospital estate, the scale of new development and its impact on the existing character of Hillside is of considerable importance. The Finalised Dundee and Angus Structure Plan indicates that provision for 240 housing units in addition to the effective supply of 595 (June 2001) should be made in the Brechin/Montrose Housing Market Area in the period 2001-2011 and that Local Plans should identify the majority of sites in the main settlements of Montrose and Brechin. Identification of sites to meet the Structure Plan figures for the housing market area will be undertaken as part of the Angus Local Plan review process. This review will determine the location, scale and phasing of housing development across the area including consideration of opportunities presented at Hillside.
- 3.4 From an initial assessment it is considered that the estate is capable of accommodating around 320 units comprising 130 flats from the reuse of existing buildings and 190 houses on development areas and provides opportunity for a range of house types and affordability including flatted, rented and sheltered accommodation. Given the substantial scale of the site, the number and size of the buildings involved and the proximity of Hillside village it is considered that the site could be developed for a mix of uses. Whilst residential would be the principal use, other land uses and activities such as business uses, educational, conference, small scale retail, community facilities, leisure and recreational uses are also likely to be acceptable where they are compatible in terms of use and scale and with the overall objectives for the site. Depending upon the scale of housing proposed related ancillary community facilities may require to be provided by developers.
- 3.5 This Brief does not specify in detail the mix and location of different land uses within the site. It does however demonstrate to prospective developers the Council's key requirements in terms of retention and reuse of buildings, areas of open space, landscape features and development opportunities. These requirements are shown graphically on Map 4.
- 3.6 The Council requires this mixture of uses to be brought together in an imaginative design through:-
- the retention, conversion and reuse of existing buildings;
 - retention of open spaces that provide the setting of important buildings;
 - redevelopment of appropriate brownfield sites; and
 - development of previously undeveloped parcels.
- 3.7 The retention of existing key buildings and their landscape setting is an important requirement of this Brief and the conversion and reuse of these buildings is therefore regarded as a priority. The challenge at Sunnyside is to effectively fit new uses into old buildings which were originally built for a specific purpose. The reuse of the existing buildings for housing is one option, however the number, scale and character of the buildings provide opportunities for a range of other uses including hotel, holiday accommodation, office leisure or community facilities provided they are compatible with adjacent land uses. The suitability of any use will be dependant upon its ability

to be accommodated without compromising the setting or character of the listed buildings.

- 3.8 The release of the site for new development will be phased to ensure the conversion of the listed buildings and other buildings of merit are undertaken at an early stage. Developers will be required to enter into a Section 75 Agreement on the phasing of the development.
- 3.9 Development proposals for the site should recognise the proximity of Hillside and Montrose which will not only provide supporting services and facilities for additional housing development at Sunnyside but whose communities may in turn benefit from any new community facilities to be developed on site. The use of a Section 75 Agreement may be used to secure the provision and maintenance of community facilities as an integral part of the comprehensive redevelopment of Sunnyside Estate.
- 3.10 In view of its landscape setting, quality of buildings and proximity to Montrose, Brechin and Aberdeenshire, the hospital estate provides opportunities for a range of business uses looking for an attractive environment and accessible location. The buildings are self contained and may be suitable for office, research or IT uses.
- 3.11 The small shop and part-time post office at Hillside provides a range of convenience goods for the village however most residents rely on Montrose for a more extensive range of shopping. Local shops can offer an important service for nearby residents, for those who are less mobile and those without access to a car. Given the development potential at Sunnyside, proposals for additional local shopping facilities (up to 200 square metres) to augment the existing provision at Hillside may be acceptable provided they are of a local nature and compatible with the retailing policies of the Adopted Angus Local Plan.
- 3.12 Sunnyside already benefits from a range of open space and recreational facilities;-
- managed lawns;
 - woodland;
 - recreation ground;
 - recreation hall;
 - bowling green; and
 - tennis courts.

These will be retained and integrated with new uses and development proposals to provide facilities for new residents as well as neighbouring communities. Provision of additional recreation facilities will also be encouraged where they are compatible with the character and quality of the site and adjacent buildings.

- 3.13 The parcels of land on the south and south eastern periphery of the site (Areas A, B and C) are visually and physically separated from the building complex by landscaping and therefore provide potential for development. Areas A and B are adjacent to housing and are accessible through the existing housing area from Houghton Drive/Downie Way. It is considered that these areas have potential for residential development however Angus Council's Roads Department have indicated that the existing access from Houghton Drive/Downie Way could only serve up to an additional 30 houses. Area B can however also be accessed from the Carnegie Lodge junction which would allow for additional housing in this area.

- 3.14 Area C provides a large but discreet area accessible only from the A937 (Carnegie Lodge) junction. Whilst residential use would be acceptable other uses such as business or leisure facilities would also be considered. Any requirement for the upgrading of the Carnegie Lodge junction would be dependent upon the nature of development within Area C and would require to be provided at the developer's expense.
- 3.15 The area occupied by Angus House and the Rehabilitation Unit (Area D) also provides an opportunity for development. Although the buildings in this area are not of the same architectural quality as the other hospital buildings, in the interest of sustainability Angus Council would welcome proposals for their reuse. Angus House is a two storey stone built building and may be adaptable to flats whilst the design of the rehabilitation unit may lend itself to business use.
- 3.16 The area of vacant land to the rear of the hospital (Area E) is physically divorced from the main complex of buildings by the main access road and its development would not conflict with the visual integrity of the site. This area is accessible from Hospital Road and has potential for a range of uses including housing, business, community or leisure uses.
- 3.17 Area F is currently occupied by a range of ancillary buildings which are considered to be of little architectural merit and may be removed. Redevelopment of this area will be dependant upon the nature of development proposals for the adjacent buildings i.e. Main Building, Northesk Villa and the Workshop and compatibility with these uses. Given the requirement to protect the landscape setting in front of the principal buildings this area (Area F) may be suitable for car parking associated with the proposed reuse of the principle buildings.
- 3.18 Part of the open space in front of Northesk Villa (Area G) has been developed as allotment gardens, ancillary land and buildings and currently detracts from the linear flow of open space across the site. Whilst Angus Council would prefer to see the reinstatement of this area to improve the setting of Northesk Villa, it is recognised that the area has potential for development provided it is both sympathetic to the character and setting of the nearby buildings (i.e. Main Building, Carnegie House and Northesk Villa) and compatible with their proposed use. Given the scale of these buildings, Area G may also be suitable for car parking associated with their reuse.
- 3.19 Area H - the Nurses' Accommodation and associated open space - may be retained by NHS Tayside Primary Care for future hospital use and may involve some new build development. The Nurses Home is an attractive building and its retention and reuse for health care purposes would be in accordance with this brief. Proposals for additional development for health care facilities within this area should be sympathetic to the character and setting of the Nurses Home and nearby listed buildings in terms of scale and design.

Protected Species

- 3.20 The possibility of bats roosting in Carnegie House and other buildings within the Sunnyside Estate has been highlighted by Scottish Natural Heritage. All bats are protected by the Wildlife & Countryside Act 1981 and by the Conservation (Natural Habits and Conservation) Regulations 1994 which indicates that it is an offence to:-
- intentionally or deliberately kill, injure or capture (take) a bat;
 - deliberately disturb a bat (whether in roost or not);

- damage, destroy or obstruct access to a bat roost.

3.21 The law also indicates that it is a legal requirement to consult Scottish Natural Heritage before taking any action which might affect bats or their roosts. Angus Council will seek to ensure that appropriate steps are taken to protect the species. Consequently, a bat survey will require to be carried out prior to any work commencing to highlight this issue to developers at an early stage. Should any bat be found, work would need to be stopped and Scottish Natural heritage would require to be informed so recommendations for appropriate safeguards to protect the species can be made and allow work to continue.

4.0 GENERAL REQUIREMENTS

4.1 In taking forward the development of this site there are several important matters which need to be addressed through the preparation of a Master Plan on a “whole site” basis and which will have an impact for both landowners and developers. These matters include:-

- a conservation plan that provides sufficient information on the historical, architectural, environmental and archaeological significance of the site along with details of the scale and types of proposed development so that the impact of the proposals can be assessed and proposals justified.
- establishment of infrastructural requirements including a full drainage assessment (for foul and surface water drainage) and other services;
- full landscape plan outlining the retention of existing natural features and provision of new planting;
- buildings to be retained;
- location of housing areas, community facilities, open space and other compatible uses proposed as outlined in Section 3 – Development Principles;
- phasing of development; this will specifically link the timing of release and development of the larger areas with development potential (Sites B, C, D, E) with the reuse and conversion of buildings to be retained (particularly the Main Block and Carnegie House);
- clearly defined responsibilities for the funding of the community facilities and maintenance of open space;
- access points and internal arrangements for traffic, pedestrian and cyclist circulation;
- transport assessment including accessibility by an effective choice of transport and impact on major junctions in the area;
- a bat survey to establish whether any bats are present.

5.0 SITE SPECIFIC REQUIREMENTS

Landscaping, Open Space Provision and Boundaries

- 5.1 Existing woodland and trees make a substantial contribution towards the overall amenity of the estate and provide an important enclosure for the buildings. Accordingly, development proposals will require to include a survey of all woodland within the site together with a plan for their future management. A survey of individual trees in accordance with Angus Council Advice Note 22: The Survey of Trees on Development Sites will also be required where trees are either specimen trees, groups of trees or are within woodland and affected by or adjacent to development.
- 5.2 The provision of additional landscaping will help to integrate new development into the existing landscape framework of the estate and the surrounding area. A comprehensive scheme of landscaping for the whole site as outlined in Angus Council Advice Note 23: The Specification of Landscaping Proposals for Development Sites will be required. Particular attention should be given to site boundaries which require strengthening to soften or screen development as appropriate. Careful consideration will also be required within the site where different land uses abut.
- 5.3 The extensive lawns and gardens in front of the principal buildings are an important feature of the landscape setting and overall amenity of the area. Landscape proposals should also incorporate the retention and enhancement of the lawns and gardens in front of the principal buildings.
- 5.4 The long-term maintenance of existing and proposed areas of open space and woodland are important to sustaining the character of the Sunnyside Estate. Angus Council will require developers to establish measures for the future maintenance of landscaping and open space areas within the site and may consider the use of a Section 75 Agreement where appropriate.

Drainage and Waste Management

- 5.5 The hospital estate has its own drainage system which connects into the wider Hillside drainage network. This currently operates on a combined system for foul and surface water. The network is at capacity and flooding occurs at times of peak volume (during heavy rainfall). There are no plans by Scottish Water to upgrade the existing sewerage system, consequently, Scottish Water has indicated that no additional loading or new connections are available.
- 5.6 A large proportion of the overall peak volume (both surface and foul waters) from the hospital estate is the surface water element therefore the capacity of the site for redevelopment is dependant upon surface water from existing as well as proposed development being taken out of the current system. Site redevelopment will require to be phased so that existing surface water is removed from the sewerage system before new foul flows are added. The developer will require to undertake a full drainage assessment to be agreed with Scottish Water and SEPA in order to establish the overall site capacity for residential and other development taking into account landscaping considerations, site layout and phasing. The separate system for surface water would need to be carried out in accordance with SUDS best practice and a model will be required to be undertaken by an engineer in relation to the

existing system to ascertain where the surface water currently goes. The timing quantity and quality of the surface water should also be checked in order to ascertain the nature of the drainage required.

- 5.7 A surface water management plan will require to be submitted as part of any planning application. The management plan should demonstrate that surface water flows would be attenuated to mimic the greenfield run-off rate. Emphasise on end-of-pipe SUDS techniques such as ponds for wetlands to provide new habitat areas and enhance the setting of the development is preferred. The management plan should seek to implement such features subject to appropriate hydraulic assessment and should reflect ground conditions and topography to ensure that the SUDS achieve the best fit with the landscape and provide maximum habitat opportunity.
- 5.8 Developers should attempt to use existing resources effectively and seek to reuse demolition materials such as stone and slate within the overall development of the estate.
- 5.9 In order to encourage the recycling of household waste proposals should seek to provide mini-recycling points which are suitably located in terms of accessibility for residents and waste collection and should seek to minimise environmental impact on adjacent land uses through appropriate screening.

Access and Circulation

- 5.10 The main existing access to the hospital is from Hospital Road (north end) which operates as a one way rotational arrangement with in only at the south access and in and out at the north access. Whilst the continuation of a separate in/out system would be acceptable, such an arrangement should be operated on the basis of in at the north access and out at the south in the interest of traffic safety and free traffic flow. Visibility improvements at the south access will be required in both directions.
- 5.11 Access is also available from the A937 at Carnegie Lodge which could be upgraded to satisfactorily provide access for part of the site.
- 5.12 There is also potential for access to be taken off the A937 from Houghton Drive/Downie Way to serve additional housing development of up to 30 houses.
- 5.13 Whilst there is currently an access from the A937 at the north-east corner of the site the visibility sight lines are extremely poor and without significant civil engineering works there is no likelihood of any satisfactory improvements to the situation. Consequently, Angus Council consider that no additional development should be accessed from this junction.
- 5.14 The internal roads currently only allow for low flow vehicular movement and are also used by pedestrians and cyclists. Whilst developers will be required to improve internal roads to serve development areas safely and effectively they should seek to ensure that the existing low key character of the roads is maintained. Given the potential for a mixture of uses with housing as the principle use internal roads should be designed for reduced traffic speeds and with children, pedestrians and cyclists in mind. Provision of safe lit pedestrian cycle routes will be required both within and outwith the site. These should link the various development areas and should also provide linkages between the overall site and the existing village. Links to and from education, community and recreational facilities will be particularly important. The amount of car parking required will depend upon the type and location of

development uses within the site. All matters relating to access, road design, car parking and provision for pedestrians and cyclists must be in accordance with Angus Council's Roads Standards and should be discussed with the Council's Roads Department at an early stage.

- 5.15 In view of the overall scale of the development and the potential for a range of land uses with different traffic generating implications a Transport Assessment will be required to consider the impact of development proposals on the existing road network and to demonstrate accessibility to the site by a range of transport modes.
- 5.16 Hillside is currently well served by public transport largely due to the significant use of buses by day patients visiting Sunnyside Hospital. Whilst the full impact on the schedule of bus services will require to be assessed following the closure of the hospital, it will be important to retain public transport linkages to and from Montrose and the village to allow accessibility for residents to services and employment in Montrose and beyond.

Design Principles

- 5.17 The combination of existing buildings and grounds at Sunnyside Hospital represent a unique opportunity which demands a sensitive and integrated approach to conversion, redevelopment and new development proposals. The Master Plan must therefore clearly demonstrate how it will secure high quality well designed development creating a sustainable mixed residential environment offering a range of house types and community and other uses well related to Hillside and the surrounding area.
- 5.18 This Development Brief sets out the basis for the more detailed Planning and Design Framework which will require to be reflected and amplified in the Master Plan. Particular attention will need to be given to siting, density, scale, massing proportions, materials, landscape setting, access arrangements, and local design characteristics in Hillside and the surrounding area as well as the attributes of the important listed and other buildings on site.
- 5.19 The Master Plan will therefore indicate how elements and qualities of good design – identity, safe and pleasant spaces, ease of movement, a sense of welcome, adaptability and good use of resources are to be combined in practice in development proposals at Sunnyside Hospital. For example this should demonstrate how energy efficiency and conservation are to be tackled through the design, form and layout of development taking full advantage of the topography and south facing aspect of the site.

6.0 MASTER PLAN

- 6.1 To ensure that individual applications for the site conform to the overall development and design principles outlined in this Brief a master plan will be required. The master plan should be prepared by either NHS Tayside Primary Care or a developer and should cover the whole of the area dealt within this Development Brief. The master plan should accord with the principles and content of this Development Brief. Once the master plan is approved by Angus Council, subsequent planning applications would be expected to conform to this. Guidance on the information to be contained within the master plan is outlined in Section 4 –General Requirements.

7.0 IMPLEMENTATION – MAKING IT HAPPEN

The regeneration of the Sunnyside Hospital Estate presents a significant opportunity and one which is likely to call for an innovative approach and tailored implementation mechanism to take the project forward. Given the scale and importance of the site together with the range of implementation issues to be addressed, it is important that early consideration is given to the most appropriate means by which the co-ordinated delivery of the various elements of the project can be secured in practice. For example, the merits of forming a Development Company or Trust to drive forward the project may be worth closer investigation. This will require discussion with the NHS Tayside Primary Care and prospective developer.







