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Hartlepool Local Plan 2017 Examination in Public – Matter 9 – Wynyard

Response on behalf of Wynyard Park
Ltd

September 2017

1. Policy HSG6

1.1 The Inspector is advised that two Statements of Common Ground are currently being prepared on the following:

- 1) Highways - between HBC, SBC, Highways England; and
- 2) Sustainability and the vision for Wynyard Park - between HBC and WPL.

1.2 These documents will address the questions raised in this matter and will be made available as soon as possible.

1.3 In response to points 1 and 2:

- **1.** No, subject to the identified highway mitigation measures being implemented, the traffic generated by the proposed allocation at Wynyard can be accommodated on the local and strategic road networks. The identified mitigation provides the required capacity and no road safety issues have been identified.
- All improvements will be subject to the required Road Safety Audits at the appropriate time.
- It has been confirmed, and agreed by all parties, that the residual impact of the proposed allocation at Wynyard would not be “severe”, in the context of NPPF paragraph 32.
- **2.** HSG6 requires the inclusion of circa 7.7ha of amenity space, green infrastructure and recreational space (inclusive of the green wedge) as opposed to 12ha listed in the MIQ document. Given the distance of the site from the coast, it has been agreed with Officers that a SANG will not be required at WP.

2. Issue 1 - Site Context

Question 1 – What is the chronology to the identification of this strategic site and the process by which it was selected?

2.1 This is principally a matter for HBC, however, from the perspective of WPL the chronology of the site is as follows:

- WP has been identified as a “premier division” strategic development location in regional guidance prior to its allocation for a business park (Ind1) within the adopted Hartlepool

Local Plan (2006) and the Stockton Core Strategy (2010). The Ind1 allocation comprised HSG6, INF4, EMP1 and surrounding land inclusive of the Pentagon.

- Outline consents for a business park were granted by HBC and SBC in 1996 (H/OUT/0583/96) with a ten year extension for reserved matters details also granted in 2000 (HFUL/2000/0006).
- The development of Wynyard Business Park in Stockton has delivered circa 50,000 sqm of B1 office space and 82,000 sqm of B8 distribution space with planning consent obtained speculatively for a further 86,000 sqm of office space and 58,000 sqm distribution space¹ for which there is currently no demand.
- The Hartlepool Local Plan (2006) noted (paragraphs 4.22 and 4.23) that whilst WP was detached from urban Hartlepool, public transport and services could be developed further in order to enhance sustainability credentials. The same principle applies today with the HSG6 allocation.
- It became evident that there was insufficient demand to deliver a prestige business park in HBC (as documented within growth forecasts contained within the ELR) but there was significant demand for new housing in a highly marketable area as demonstrated by the success of Wynyard Village.
- HBC and SBC subsequently granted outline planning consent (and a resolution to grant planning consent) for up to 400 dwellings in Hartlepool and also for 400 dwellings in Stockton. Volume housebuilders and self-build plot owners have since obtained separate planning consents on this land and these developments are currently under construction.
- Both the emerging plans for Hartlepool and Stockton recognise the prevailing market conditions in the Borough and note the significant opportunity that WP presents to address housing needs. This has also been reflected in the emerging development plan for Stockton with the inclusion of a 1,100 dwelling “new settlement” draft allocation on former employment land.
- The strategic allocation of additional land for housing under HSG6 simply allows for the continuation and completion of an already extremely successful and deliverable development with a view to further enhancing the sustainability of the site.

Question 2 – Is the site in a sustainable location? Is the sustainability of the proposed residential development at Wynyard dependent on allocations on adjacent land in Stockton Borough to create a sufficient critical mass?

2.2 The site is in a sustainable location. WP has long been recognised as a strategic development site that provides the opportunity to create a sustainable development. The allocated figure

¹ Floorspace figures include flexible consents where either B1/B8 would be delivered.

of 732 dwellings (in addition to those already consented) would be sufficient to deliver the necessary facilities and infrastructure to make the Hartlepool allocation sustainable and it is not dependent upon the neighbouring allocation in Stockton.

- 2.3 The allocation should be viewed in the context of current national policy namely paragraph 52 of the NPPF, which encourages the delivery of larger scale development and new settlements and more recently within the Housing White Paper (paragraph 1.35) which promotes well-planned and well-designed new communities in order to meet long term housing needs. WPL agree with the Council's response to the Inspector's Initial Observations, that the scale of housing growth proposed at Wynyard and the community facilities is needed to create a sustainable community in this location.
- 2.4 In addition to the supportive Policy background, it is evident from plans 1, 2 and 3 that append our response to Matter 2 (Locational Strategy) that significant progress has already been made toward delivering a new community. It is clear that both HBC and SBC have long since determined WP to be a sustainable location. That is evident in their decisions and the scale of new housing that is underway. It is now important that the necessary infrastructure is provided to ensure that the community infrastructure can be delivered and the large scale site completed. Indeed, halting this progress beyond that which has planning consent and is already under construction is more likely to have an adverse effect upon sustainability than facilitating the development of a holistic community as set out in draft policies HSG6 and INF4.
- 2.5 Please see further details of public transport and shuttle bus provision in answer to Question 12.

Question 3 - Should there be an indicative concept plan or extracts from masterplan work to provide a sound basis for the strategic planning of the site and its sustained delivery during the Plan period?

- 2.6 Whilst WPL have stated in their Publication Draft representations that a flexible approach to the delivery of HSG6 and INF4 would allow them to respond to the requirements of the market (rather than fixed locational requirements within the policy and proposals map), they have prepared 2 indicative feasibility plans which is appended to this statement. These plans (at Appendix 2) demonstrate that:
- Plan 2 reflects the allocation as shown on the proposals map and demonstrates that the quantum of residential development can be delivered comfortably at 27.7 dwellings per hectare (i.e. 573 dwellings plus current live applications on HSG6 to reach the 732 dwelling total²);

² For simplicity, this plan does not explicitly show the live application for 383 dwellings on HSG6b which requires amendment to incorporate the Lyndhurst and the primary school. However, as the outline application constitutes HSG6b in its entirety these areas of land and facilities are included in the calculations in any case.

- Plan 1- Is broadly the same as the above, although it shows that the community facilities required by the policy INF4 can be delivered within a much smaller area than the cited 8.9 hectares and that additional land would be available for housing. In this instance, the allocation could be delivered at 23.4 dwellings per hectare.
- The community facilities required by INF4 and circa 8 hectares of open space/green infrastructure can also be accommodated, together with a landscape buffer to the north of the A689 and an appropriate set back from woodland to the north. Indeed, the plans demonstrate that 8.99ha of green infrastructure, recreational and amenity space could be delivered as per HBC's Habitat Regulations Assessment.
- Given the amount of land available for housing and the densities demonstrated, it is evident that there is sufficient flexibility to deliver the requirements of the allocation and that 732 dwellings would not constitute over development of the site.
- Please note that these plans have been prepared indicatively and the final layout of development will likely change.

Question 4 - Are the Plan proposals reflective of the emerging Neighbourhood Plan?

- 2.7 There are no strategic conflicts as WP is identified for development within the WNP, however, the SDLP should inform the detailed policies of the WNP to avoid conflicts. Please see WPL's response to Matter 2.

Question 5 - Are the boundaries and extent of the sites correctly defined?

- 2.8 The boundaries of the allocation reflect those agreed with HBC and the planning commitments. However, it is noted that a small area of land adjacent to the woodland as shown below falls within the NE3 designation. This now has planning consent for housing (H/2015/0374) and should be shown as white land/committed development (i.e. the area of land shaded green to the immediate west of the red dotted line).

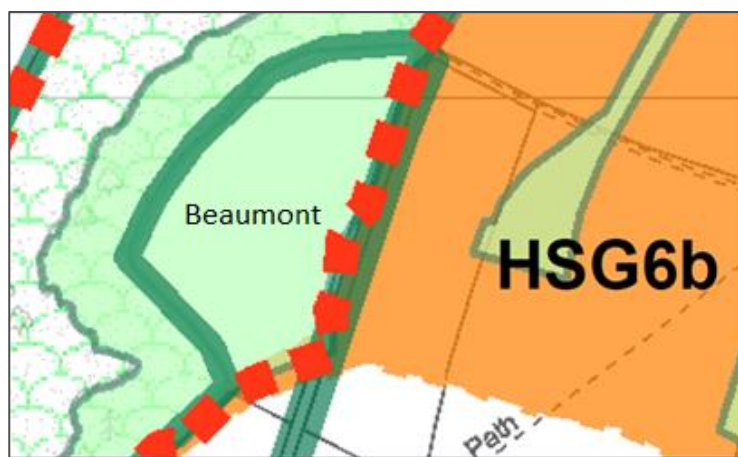


Figure 1 – The Beaumont self build development should be white land

3. Issue 2 - Site Delivery

Question 6 - Is there evidence of need for the employment site at EMP1? Would it enhance containment at Wynyard? Would de-allocating the site undermine the sustainability of the proposed housing allocations?

3.1 No. WPL have previously raised concerns regarding the need for the EMP1 allocation as follows:

- The ELR identified a surplus of employment land within the Borough as of 2014 following suggested de-allocations and prior to the de-allocation of a further 21.3 hectares to facilitate the delivery of 232 dwellings at HSG6c.
- The Draft Plan currently identifies 119.4 hectares of land as being available across Policies EMP1 (Wynyard Park), EMP2 (Queen's Meadow) and EMP3 (General Employment Land).
- The design requirements for "Prestige Employment" at Wynyard and "High Quality Employment" at Queens Meadow are very similar, save for a frontage onto the A689 required under EMP1. As such, there are 77.4 hectares of quality employment land available within the plan period.
- The ELR predicted a likely demand of 19.5ha to 67ha across the plan period for all employment uses. Mindful of a further 42 hectares of land for general employment uses (EMP3) and a further 293.5 hectares reserved for various specialist industries. It is evident that a surplus will remain.

3.2 As of 2017 WPL do not consider there to be sufficient demand to deliver B-class development at WP. However, as stated in answer to Matter 4 WPL note the reduction in the EMP1 allocation in the SDLP and suggest that the allocation be continually reviewed in relation to market demand as required by paragraph 22 of the NPPF.

3.3 With regard to sustainability and containment, WPL wish to make the following comments:

- The housing and employment elements of WP are separate developments and EMP1 would not be required in order to ensure that HSG6 and INF4 were delivered.
- Should the EMP1 land fail to satisfy the requirements of paragraph 22 of the Framework in the future, the size of the strategic site and the amount of development land available would allow for a well contained form of development.
- The loss of employment development would not affect sustainability given the proximity of Wynyard Business Park to the east of the site and Wynyard Village to the south. In addition to proposed INF4 facilities, existing facilities within the vicinity comprise a local co-op,

pharmacy, café, hairdressers, gym, a public house, restaurant and a dentist which serve the growing community in the area.

- From a transport and highway perspective, the de-allocation of EMP1 would not, in itself, undermine the sustainability of the proposed housing allocations as a significant amount of employment already exists, and is planned, across the wider Wynyard area. A significant mix of uses would therefore still be available to ensure a sustainable community is developed.

Question 7- Does transport modelling work assume EMP1 is implemented? Are there consequences for highway capacity (and timing of delivery at HSG6 sites B and C) if the EMP1 site was de-allocated?

3.4 The text below is provided by Aecom:

- Yes, based on the Strategic Economic Plan, the assessments have assumed for demand from a reasonable proportion of EMP1 during the Local Plan period.
- From a transport perspective, a potential consequence of de-allocating the EMP1 site would result in fewer vehicle movements to and from the EMP1 site in the peak hours, albeit in broad terms this would be offset to some extent by a small increase in vehicle movements as residents of Wynyard Park drive between employment opportunities in the Stockton part of Wynyard and the housing areas in both Stockton and Hartlepool in Wynyard.
- Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.

Question 8 -The submissions of Wynyard Park refer to ongoing highways modelling work. Is this progressing? Are there any outputs that can be shared or summarised into the examination?

3.5 The text below is provided by Aecom:

- Yes, the modelling work has progressed.
- Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.

Question 9 -Does transport modelling work and engagement with Highways England demonstrate that on transport grounds, the residual cumulative impact of development at this site would not be severe? (NPPF, paragraph 32)

3.6 The text below is prepared by Aecom:

- Yes, the traffic assessments undertaken demonstrate that, subject to the identified highway mitigation measures being implemented, the traffic generated by the proposed allocation at Wynyard can be accommodated on the local and strategic road networks. The identified mitigation provides the required capacity and no road safety issues have been identified.
- It has been confirmed, and agreed by all parties, that the residual impact of development at Wynyard would not be “severe”, in the context of NPPF paragraph 32.
- Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.

Question 10- Has transport modelling work assessed alternative capacities for the Wynyard site?

3.7 The text below is prepared by Aecom:

- Yes, a range of land use options have previously been assessed, including a number of scenarios which include such uses as employment, housing and a hospital.
- The delivery of a greater mix of land uses at Wynyard offers real opportunities to secure further viable public transport services, promote linked trips and movement by more sustainable means. The benefits of the proposed mix of land uses include:
 - A lower number of commuter trips as a consequence of a reduction in the overall employment component of the development.
 - A greater balance between inbound/outbound trips during the peak periods resulting in reduced congestion, lower emissions, less vehicle delays and the more efficient use of the road network.
 - An increase in the number of internal and linked trips, thus reducing flows on the adjacent road network.
 - The opportunity to deliver sustainable transport infrastructure, principally bus routes, and additional cycle and pedestrian facilities.
 - Lower car ownership as a result of the high quality public transport service and the accessibility of amenities and community facilities.
- Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.

Question 11- In terms of Table 2 of the LIP, page 16-17 refers to Wynyard. When will (or have) the committed highways schemes been implemented? In terms of other funding sources, are

those being actively investigated? Has the Council made a commitment or resolution in respect of prudential borrowing?

3.8 The text below is prepared by Aecom:

- Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.
- The committed highway works along the A689 identified in Table 2 is funded through Local Growth Fund, repayable by a developer contribution (Wynyard Park Ltd).
- To accommodate the additional proposed allocations at Wynyard (including 732 dwellings), further mitigation will be required at the A19/A689 interchange. The form of mitigation is summarised in the LIP (Table 2) and Appendix 1 and has been agreed by the three highway authorities. The improvements will be wholly funded by Wynyard Park Ltd.

Question 12 - What is the public transport provision (bus frequency) in Wynyard and will it serve land north of the A689? Is Wynyard part of Tees Valley Bus Network Improvement Scheme (TVBNI)?

3.9 As noted in Publication Draft representations, WPL are already funding and operating a shuttle bus service from the site to Wynyard Village, Wynyard Primary School, Billingham Railway Station and Billingham Town Centre. This service is currently subsidized for a five year period (commencing 18 months ago).

3.10 Wynyard does not currently form part of the Tees Valley Bus Network Improvement Scheme. However, bus links would be provided between Wynyard and Billingham, which would permit a direct connection to the wider Tees Valley Bus Network, there would be scope to expand the scope of the shuttle bus service as the site develops. Furthermore, WPL have also obtained letters (Appendix 2) from Arriva and Stagecoach which demonstrate a willingness to expand existing bus services into WP in the future allowing for a bus every 15 to 30 minutes between Wynyard, Billingham and Stockton town centre. The bus subsidies would be secured via legal agreement at the appropriate time.

Question 13 - Would there be capacity in infrastructure and services in Wynyard to serve the planned housing growth?

- (a) **School provision: Is the proposed school at INF4 justified?**
- (b) **Health facilities**
- (c) **Leisure, public open space, allotments**

- 3.11 HBC have identified the need for infrastructure facilities and open space. The accompanying feasibility plan demonstrates that this can be accommodated.

Question 14- Is growth in Hartlepool's sector of Wynyard dependent on infrastructure in Stockton's area and vice versa? Does the A689 present a significant barrier to connectivity within the site?

- 3.12 In answer to the first question, no. WP will ultimately form a single "new settlement" across both Boroughs, but HSG6 and INF4 ensure that the infrastructure requirements are met for the quantum of residential development allocated in Hartlepool. HBC have taken the lead on identifying the infrastructure and facilities required and the same process for the SBC allocation will follow taking into account that facilities such as a primary school will be delivered in Hartlepool.
- 3.13 As stated in Matter 1, WPL has been part of a Working Group including officers from HBC, SBC and Highways England with the joint objective of identifying and assessing the highway and transport infrastructure necessary to allow Wynyard to develop to its full potential. This has ensured the identified infrastructure can accommodate the proposed developments in both local authority areas. This is confirmed in the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities.
- 3.14 Regarding the second question the answer is no. In addition to a shuttle bus, WPL is committed to make financial contributions via S106 toward a high quality pedestrian footbridge over the A689 which will provide the necessary pedestrian connectivity between Wynyard Village and WP so that the A689 is not a significant barrier.

Question 15- Are the proposals for Wynyard (HSG6, EMP1 and INF4) viable?

- 3.15 Yes. the HSG6 and INF4 proposals remain viable.
- 3.16 The EMP1 would be considered viable on a green field site if demand arose.

4. Issue 3 - Site Capacity

Question 16 -Is the assumed delivery in the SHLAA realistic? How will early and appreciable delivery be secured? Is the Council's assessment of timeframe for delivery aligned to that of the site developer?

- 4.1 In answer to the first and third questions, broadly yes. As noted in response to matter 7, the yield identified within the SHLAA is now much greater but it is anticipated that a delivery timescale of the short to medium term (within 10 years) is realistic. In answer to the second

question, the site is “live” and leads in times are reduced. This trajectory is based upon existing development which illustrates the delivery credentials of the site and demonstrates that it is the most deliverable location in the Borough. Please see the appended letters of support from housebuilders which provides further evidence.

Question 17- What is the degree of risk that sites B and C would be delayed in terms of securing off-site road improvements? Is the design, cost and implementation of the improvements agreed? Is the solution within the control of Wynyard Park/public sector?

4.2 Off-site road improvements on the A689 for the consented development are secured through S106 Agreements from the developments as they come forward. The A689/A19 Interchange works will be funded by the development of sites B and C. The delivery of the works on the A689/A19 Interchange is likely to be triggered before the committed developments in Wynyard are completed. Discussions with Highways England and HBC indicate that these road improvements would need to be delivered as a separate project to the proposed widening of the A19 which is scheduled for 2020 to 2022. However, the likely build out rate at Wynyard will allow the off-site road improvements to be delivered outside of these times as a separate construction project. Reference is made to the SoCG between HBC, SBC and HE, and supporting Traffic Modelling Report prepared by ARUP, on behalf of the highway authorities. This confirms that the principle of the A689/A19 Interchange works are agreed. All of the works proposed are either within Highway Boundaries or in the ownership of Wynyard Park Limited or other entities controlled by them.

Question 18 - Can the site reasonably and sustainably accommodate additional development? Does ‘approximately’ in Policy HSG6 readily translate as ‘at least’ or is 732 dwellings effectively the sum capacity of this area? Have alternative lower or higher options been assessed/appraised, including suggestions that the site is reduced/removed?

4.3 The accompanying feasibility plan demonstrates that the allocated land does have the potential to deliver additional housing development, however, the quantum of development is determined by highways capacity.

4.4 WPL are content with a reference to “at least 732 dwellings”. Furthermore, Aecom confirm that:

- Traffic assessments have demonstrated that the proposed mitigation measures at the A19 / A689 interchange could potentially accommodate more than 732 dwellings on the site.
- The traffic assessments undertaken to date have been based on a more traditional form of housing development, i.e. observed trip rates from the existing development at Wynyard Village which has limited facilities on site and is of a smaller scale overall. This results in relatively high vehicle movements being predicted for the proposed development. The

current proposals at Wynyard Park are for a sustainable and mixed use community, which would result in a lower number of vehicle movements per dwelling. As such the impact is anticipated to be less than currently modelled.

- Please see the SOCG for further confirmation.

Question 19 - Is it justified that Site A is exclusively for new executive housing?

- 4.5 No. Planning consent is due to be granted (subject to S106) on this site for 109 dwellings. Whilst the dwellings are of a high quality they are not executive, please refer to the accompanying letter by Taylor Wimpey.

Question 20 - Does the site provide a reasonable location for delivering custom and self-build dwellings?

- 4.6 Yes, WPL will seek to make an important contribution toward the provision of custom and self-build dwellings. In response to demand WPL have obtained planning consent for 70 self-build plots on committed land outside the HSG6 allocation. Given a dearth of locations within the Borough for self-build development, Wynyard Park continues to receive expressions of interest for self-build development. This is further evidence of the suitability of WP as a housing location and its attractiveness to housebuilders and custom builders alike.