



Hartlepool Local Planning Framework Emerging Local Plan

Matter 9

Wynyard



September 2017



1. Would it give rise to any highway safety issues or traffic congestion that could not be mitigated?

No, any highway safety or capacity issues can be addressed by the mitigation proposed at the A19/A689 junction and discussed in further detail under Matter Six.

2. Does Policy HSG6 need a specific reference or cross-reference regarding Habitat mitigation? Would any SANG be in addition to the proposed 12hectares of multifunctional green infrastructure?

There is no need for any Habitats mitigation, including SANGS, at Wynyard as it sits more than 12km from the nearest SPA, SAC or RAMSAR site. The Habitats Regulations Assessment which accompanies the plan outlines this to be the case and this has been agreed with Natural England. This position is also reflected within the HRA Mitigation Strategy.

Issue 1 – Site context

Q1. What is the chronology to the identification of this strategic site and the process by which the site was selected as a preferred strategic direction for growth?

Since the withdrawal of the previous Local Plan in 2013, the Council were in a position where it could not demonstrate a 5 year housing land supply and developers came forward with planning applications for housing development on land to the north and south of the A689. The south pentagon area has developed out over the past 3 years or so and has proved very popular. There are also a number of other live planning applications still to be determined. The site is particularly active and is enjoying the good delivery rates in comparison with some other sites in the Borough.

In order to ensure however that the housing that has been, and is currently being constructed, is not isolated and becomes part of a sustainable community, the Council recognised the importance for the plan to propose a range of allocations which will create jobs in the area, will provide social and community facilities and will put in place high quality green infrastructure and links to other areas of the borough. The Preferred Options consultation proposed approximately 500 dwellings alongside the employment allocations but did not include the community facilities proposals at that time as a local centre was proposed as part of a planning application on the site for 400.

The Publication Local Plan however updated and amended the allocations proposed at Wynyard to propose an area for Community Facilities (INF3) as it became clear that the local centre may not occur as proposed by the planning application. The INF4 policy allocates land for a range of community facilities which will help to create a sustainable location at Wynyard. At this stage an additional housing allocation was proposed for 232 dwellings which arose as part of the recalculation of the housing requirement following the production of the SHMA Addendum.

Q2. 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?

The Council believes that the proposals put forward within the Publication version of the Hartlepool Local Plan seek to provide the range of land uses which will enable the creation of a sustainable community at Wynyard when viewed alongside the existing community at Wynyard. This has been evidenced not only

through the Local Plan but through the evidence base in terms of the Sustainability Appraisal (HLP01/8) and the SA Addendum (EX/HBC/25). The policies within the Hartlepool Local Plan will create a sustainable community at Wynyard as the plan ensures that homes, jobs, community facilities and green space will all be provided within Wynyard and it is therefore not dependent on emerging allocations on adjacent land in Stockton Borough to create a critical mass.

Q3. 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?

On consideration, the Council believes that an additional diagram, similar to the one included for the South West Extension on page 90 of the Publication Local Plan, would be beneficial for the Wynyard allocation. The Council will liaise with the developers to produce a diagrammatic masterplan for the area which helps to guide delivery over the lifetime of the development. Once, a plan is produced the Council will propose a main modification to the Local Plan.

Q4. Are the Plan proposals reflective of the emerging Neighbourhood Plan?

The plan proposals are reflective of the emerging Neighbourhood Plan. The Neighbourhood Plan is not seeking to allocate any housing sites or employment sites and considered that the Local Plan should do that. The Neighbourhood Plan is more concerned with design, open spaces and community facility type proposals.

Q5. Are the boundaries and extent of the sites correctly defined?

The boundaries and extent of the sites are correctly defined in terms of the housing, employment and community facilities policies. Some changes for clarity purposes are needed within the natural environment policies (NE2 and NE3) which will be put forward within the proposals map amendment documents prior to the Hearing sessions.

Issue 2 – Site Delivery

The infrastructure requirements are identified in aggregated form at Appendix 1 of the LIP (pages 63-66)

Q6. 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?

The employment site at Wynyard formed part of the assessment within the Employment Land Review (ELR) (HLP07/9) and is considered by the Economic Development team to be the only truly prestige site within Hartlepool. The site is needed to meet the economic growth aspirations of the Borough, especially in light of the aspirations of the Strategic Economic Plan. Geographically the site benefits from good access to the strategic road network (A19 and A1) which is often a determining factor in choice of site.

It is considered that having the employment allocation will help to enhance containment rates at Wynyard, aiding in the creation of a sustainable community. It is considered that de-allocation of the site for employment would undermine the sustainability of the proposed housing allocations and would be detrimental in the council's aspirations through the SEP to create 290 jobs per annum over the plan period.

Q7. 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?

The transport modelling includes EMP1, there would be an impact on capacity if this was de-allocated, and this would depend upon what type of development replaced it. The timing and delivery at HSG6 sites B and C would be unaffected if EMP1 did not come forward.

Q8. The submissions of Wynyard Park [representation Pub0124] refer to ongoing highways modelling work. Is this progressing? Are there any outputs that can be shared or summarised into the examination?

The Wynyard VISSIM model option testing report has just been published; this has been added to the Examination Library (EX/HBC/68).

Q9. 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)

The Wynyard highways delivery working group and the Wynyard Park Masterplan and Highways Steering Group recognise that the capacity of the A689 / A19 junction is a key issue in relation to highway capacity for the development in and affecting the Wynyard area. The Wynyard highways delivery working group has entered into a memorandum of understanding to undertake the traffic modelling necessary to test the impact of development and mitigation proposals with confidence. This work has been carried out by Arup under instruction from Stockton-on-Tees Borough Council, and reviewed on behalf of Highways England by CH2M and Systra.

The Wynyard highways delivery working group met most recently on 19th June 2017 to review the modelling. It was agreed that the maximum acceptable travel time between the A19/A689 roundabout and the 3rd junction to the west would be 10 minutes, with any impact greater than this considered to be severe when compared to current travel times along the same links. The Wynyard highways delivery working group commissioned Arup to carry out modelling for three main scenarios:

- A) Development considered to be committed, either by virtue of an implemented or extant planning consent or having been considered by and received a resolution to grant permission by the relevant planning authority's Planning Committee.
- B) As scenario A), but including applications currently in the development control process.
- C) As scenario B), but including the additional sites proposed within this plan.

The modelling of all three scenarios took into account the relevant highways mitigation measures associated with each level of development. Through the modelling, it was demonstrated that the mitigation measures proposed for scenario C in the representation from Wynyard Park in relation to the additional local plan allocation become necessary in order to allow development above the committed level (scenario A), but that this mitigation is adequate to ensure that the increase level of delay along the A689 will be below the level agreed as severe.

Highways England has reviewed the proposed mitigation and is satisfied based on the modelling work carried out that it is sufficient to mitigate the proposed development over the period of the plan. To the extent possible without the relevant structural investigations having been carried out, Highways England is content that there are no fundamental or in-principle impediments to the implementation of the proposed mitigation scheme as set out in the Wynyard Park representation and evidence submitted as part of the Local Plan consultation. The members of the Wynyard highways delivery group agree that the proposed mitigation scheme would need to be delivered to enable the developments in scenario B should those

applications be granted planning permission, and therefore that the proposed mitigation scheme needs to be delivered before occupation of any dwelling on the additional sites proposed within the plan.

To summarise, the additional mitigation works, which are shown to be viable through the Deliverability Risk Assessment, help to ensure that the development of the local plan allocations do not have a severe impact on the local road network or the strategic road network.

Q10. Has transport modelling work assessed alternative capacities for the Wynyard site?

See response to question 9 above. The transport modelling has assessed the capacity of the Wynyard site at various stages Option 1 – current committed development, including approved network Mitigation, Option 2 – adds the proposed development with live planning applications yet to be determined, Option 3 – adds the Local Plan allocations for both HBC and SBC, further works has been carried out to determine how much development can be accommodated before the maximum travel time between the A19/A689 roundabout and the 3rd junction to the west exceeds 10 minutes.

Q11. 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?

It is not known at this stage when the committed highway schemes will be implemented due to issues with the LGF funding. There are trip points on the south west development and Wynyard developments for when payment needs to be made for these schemes. The over bridge scheme for the A19 / A689 junction would be funded through developer contributions, this has been factored in to the Deliverability Risk Assessment (EX/HBC/64) as is not considered to be a financial risk to delivery and therefore the Council has not committed any financial resources to delivering this infrastructure.

Q12. 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)?

There is a shuttle bus service operated by Wynyard Park which travels between Wynyard Park, Wynyard Village and Billingham Town Centre, this operates on an hourly basis. A signed section 106 linked to planning applications requires further development in Wynyard Village and Wynyard Park to provide a shuttle service for a minimum 5 years on commencement of the development.

Wynyard is part of the TVBNI scheme area although there are no schemes allocated in the Wynyard area.

Q13. 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?

There would not be capacity within the primary school on land in Stockton (to the south of the A689) to accommodate the level of housing growth proposed to the north of the A689 within the Local Plan. The allocation of a school under Policy INF4 is justified as there is insufficient capacity otherwise.

b) Health facilities

At present the only health facilities at Wynyard is a dentist at Wynyard village shop and a new dentist at Wynyard Park employment site in Stockton. The aim would be to seek the addition of a GP service as part of the proposed local centre.

c) Leisure, public open space, allotments

At present there are large areas of public open space, mainly at Wynyard Village area to the south of the road, however elements are developing alongside the housing growth to the north of the A689. The Publication Local Plan sets out the quantum of new open space and green infrastructure required to support the housing growth and create a sustainable community.

There are no allotments currently within the Wynyard area. Whilst there is no specific proposals for allotments within the proposed allocations, this is something that would be directed by any reserved matters applications that came forward.

The Statement of Common Ground between Hartlepool Borough Council, Stockton Borough Council and Highways England sets out the existing levels of leisure provision in terms of football pitches etc which currently exist at Wynyard. The proposals for inclusion on the INF4 allocation and on green spaces within the plan have been agreed with Wynyard Park through discussions on planning applications and have been factored into the Deliverability Risk Assessment calculations and shown to be viable. These are all required towards the creation of a sustainable community at Wynyard.

Q14. 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?

The growth in Hartlepool is dependent on the mitigation improvements needed to the A689/A19 roundabout. Whilst this sits within Stockton Borough the roundabout is managed by Highways England who have been involved in all the discussions and are a signatory to the Statement of Common Ground between Hartlepool Council and Stockton Council. There are no concerns over the deliverability of this highway improvement.

In terms of other infrastructure within Stockton, the existing facilities such as the local centre and employment location and golf course are all accessible to residents in the short term. There is also a pedestrian footbridge which will be provided, through an agreed s106, over the A689 in the vicinity of the second roundabout to the west of the A19; this will help to create an opportunity for safer pedestrian and cycle movement in the area.

At present there is a temporary primary school on land within Hartlepool which benefits children in both boroughs. When the two form entry primary school is built within Stockton to the south of Wynyard Woods this will be accessible by children living in Hartlepool. As Wynyard grows there will also then be a second primary school provided on the Wynyard Park site on the area allocated under INF4.

Q15. Are the proposals for Wynyard (HSG6, EMP1 and INF4) viable?

The proposals under policies HSG6, EMP1 and INF4 have been illustrated to be deliverable by the Deliverability Risk Assessment. Given the values that can be generated at Wynyard the assessment shows that the scheme is the most viable within the borough and can deliver all of the policy requirements of the Local Plan.

Issue 3 – Site Capacity

Q16. 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?

The SHLAA assessment, which took place in 2014, indicated that the sites were acceptable as housing sites. The work at the time had assumed all of the sites would be at low densities and had therefore noted the yield would be a total of 450 delivered in the first ten years of the plan. More recent work on the Publication Local Plan has planned for a slightly higher density, more balanced development providing a range of housing which is reflected in the allocations being for a total of 732 dwellings.

The planned build out of the sites is expressed in the recently submitted 5 year Housing Land Supply document (EX/HBC/57) which consulted with the developers on build out. The Council is confident the build out proposed can be achieved given the proven delivery over the past few years.

Q17. 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?

The Council considers the risk regarding the delivery of the off-site road improvements is low. Highways England have been involved in the discussions on the work and have indicated in the Statement of Common Ground that they have reviewed the proposed mitigation and are satisfied based on the modelling work carried out that it is sufficient to mitigate the proposed development over the period of the plan. To the extent possible without the relevant structural investigations having been carried out, Highways England is content that there are no fundamental or in-principle impediments to the implementation of the proposed mitigation scheme as set out in the Wynyard Park representation and evidence. The scheme within Wynyard Parks evidence was designed and costed, including a contingency; within the Deliverability Risk Assessment (EX/HBC/64) the Council has also added a further 25% contingency on top of the total cost the developers suggested the works would cost. In cost terms this is shown to be viable in the Deliverability Risk Assessment work which the developers have noted verbally that they are supportive of in terms of the developer contributions. The solution is within the control of Wynyard Park in terms of the funding. In terms of actual delivery it would be Stockton Borough Council in conjunction with Highways England who would need to approve the works. This is again considered low risk as they have been involved throughout and Stockton are also reliant on the improvements to bring forward their housing allocations in their emerging Local Plan.

Q18. 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?

Yes, the site can reasonably and sustainably accommodate the allocations proposed. The justification for this is set out in the Sustainability Appraisal (HLP01/8) and the Sustainability Appraisal Addendum (EX/HBC/25) which illustrates how the proposals would represent sustainable development and will help to create a sustainable community at Wynyard. Alternative levels of growth were considered in the Preferred Options which were subsequently increased in the Publication version which has helped to ensure that the development can viably provide the infrastructure (physical and community) needed to create the sustainable community. The SA Addendum also considered options of less housing at Wynyard, with larger developments on the western edge of Hartlepool, however, due to the impact on the creation of a sustainable community at Wynyard these were ruled out.

Whilst the allocation is for 732, Policy HSG1 in the Publication Local Plan does note that as a minimum 732 dwellings will be provided.

Q19. Is it justified that Site A is exclusively for new executive housing?

Yes, the Council considers that executive housing on Site A is justified. The plan only proposes (within Policy Hsg2) executive housing on the North Pentagon housing site. Policy HSG6A then gives further information on this site and proposes it for approximately 100 dwellings. Executive housing provision is considered an important element of the housing mix to ensure that a range of housing is provided across the borough. The site has now been granted planning permission for 109 dwellings providing a range of 3-5 bed homes. In reality this is probably more reflective of a range of housing types although no on site affordable was secured an off-site contribution was made.

Q20. Does the site provide a reasonable location for delivering custom and self-build dwellings?

Yes, Wynyard is a reasonable location for the delivery custom and self build dwellings. Permissions have already been consented for approximately 70 self build plots and many of these are nearing completion on the Manorside site (for 28 dwellings) which has been particularly popular. Further elements of self build are likely to come forward as the development progresses and will help to meet the need in the self build market.