

**DELEGATED**

**AGENDA NO  
SPECIAL PLANNING COMMITTEE**

**9 October 2009**

**REPORT OF CORPORATE DIRECTOR,  
DEVELOPMENT AND NEIGHBOURHOOD  
SERVICES**

**09/1517/AAC**

**Land At Wynyard Park, Billingham,**

**Consultation by adjacent planning authority (Hartlepool Borough Council):**

**Outline application for hospital development with associated access and ancillary uses including on-site car parking and energy centre.**

**Expiry Date 13 July 2009**

#### **SUMMARY**

Stockton on Tees Borough Council as the adjacent authority, has been consulted by Hartlepool Borough Council on an outline planning application for the construction of a new hospital on a site within the Wynyard Business Park. The new hospital will replace the existing hospitals at North Tees and Hartlepool. All matters of detail are reserved for future approval apart from the means of access. The identified 19 hectare site has been subject to significant public consultation as part of a larger health scheme called 'Momentum: Pathways to Healthcare', The site forms part of the Wynyard Business Park site located to the north of the A689 at Wynyard which straddles the administrative boundaries of both Stockton and Hartlepool. Approval for this business use was granted first in 1988 and again in 1997. Development of the Business Park has commenced and various units have been constructed. Access to the site is via Hanzard Drive off the A689. An indicative design with the application indicates the building will be 5 stories high set in landscaped grounds and have some 1500 car parking spaces.

The development has been subject to Environmental Impact assessment and accompanied by and Environmental Statement and other documents including a Design and Access Statement, Planning Support Statement, Transport Assessment and a Statement of Community Involvement.

The statutory Consultations and publicity on this application are carried out by Hartlepool Borough Council; however, internal consultations have been carried out with a number of Ward Councillors and Council departments. An objection has been raised by the Ward Councillor on a number of grounds. Three objections from local residents have also been received as well as an objection from Grindon Parish Council. Concerns relate to the traffic impact, conflict with planning policy, visual impact, lack of public transport and means of access other than by car, noise and whether there is a need for the development. The technical consultations raise a number of issues, which need to be addressed.

In light of the comments received on planning policy, there are a number of material considerations that need to be assessed in terms of hospital's likely impact on issues of concern to Stockton on Tees Borough Council.

In terms of planning policy the hospital is a departure from the approved plans. However, it is a matter for Hartlepool Borough Council to determine whether the need for the hospital outweighs the development plan and other material considerations. It is not considered the proposal would prejudice the successful implementation of the remaining Business Park uses or detrimentally affect the economic and environmental aspirations for the site as a whole.

The development will impact on the local and trunk road network but the impact can be mitigated through a variety of ways including off-site highway works, the provision of public transport and an effective travel plan. With the mitigation measures the hospital development should not have a greater adverse impact in terms of traffic than the existing consented B1, B2 and B8 development for the site. However, such mitigation works will only allow the hospital to go ahead plus 2% of the Business Park before serious congestion starts on both the trunk road and local roads.

In terms of visual impact, the hospital is a large building but given its position set back from the A689 and the provision of new planting and other mitigation measures, the adverse impact is not considered to be significant.

Swart Hole Plantation is a Site of Nature Conservation Interest. Some of this plantation must inevitably be lost to new development (the approved extension of Hazard Way) and as such overall the development will have a slightly adverse effect on the ecological interest of the site. However, it should also be recognised that whilst this site is currently uncultivated grassland, it has permission for redevelopment for Business purposes.

The hospital development will bring jobs and potentially encourage new related industrial development to the surrounding business park. However, there is also a potential that ultimately local jobs will be lost with the closure of the existing hospitals. It is important that local labour is used and opportunities for training given, secured by a legal agreement.

There will additional traffic noise impacting on the amenities of the area but apart from potential occasional noise from ambulance sirens and medical helicopters, this impact would be no greater than that arising from the existing Business use of the site when fully developed.

A concern about the need for the hospital is not a material consideration. Questions about the design and layout of the site can be more fully assessed at the detailed stage. Other residual concerns about archaeology, air quality, flood risk, have been examined and raise no significant concerns. Neighbour concerns have been assessed but are primarily a matter for Hartlepool Borough Council as the Local Planning Authority.

In light of the assessment of the material considerations, the development has both benefits and disbenefits to the residents of the Borough which should be forwarded on to Hartlepool Borough Council. Any planning approval for the development should be subject to a Section 106 agreement and planning conditions to secure the implementation of the identified mitigation measures necessary should the new hospital development go ahead.

## **RECOMMENDATION**

***Hartlepool Borough Council be advised of the following comments of Stockton on Tees Borough Council as the adjacent authority:***

- ***The development is a technical departure from the approved development plan, which allocates the site for Business purposes and identifies for prestige development.***
- ***It is not considered that the proposal would prejudice the successful implementation of the adopted planning policy for the site and the approved***

*Masterplan and should not therefore detrimentally affect the economic and environmental aspirations for the site as a whole.*

- *It will be beneficial to secure a new state of the art hospital to serve the needs of the residents of the northern part of the Borough, though its siting will have some adverse impacts on residents living in the immediate vicinity.*
- *It will help to secure necessary highway improvements and public transport penetration into the site that may not otherwise be provided.*
- *The agreed highway mitigation measure will only allow for the hospital and just 2% of the Wynyard Business Park development. The long term implications of this need therefore need to be addressed including the implications for the access to the Hospital.*
- *A mechanism for funding the subsidy for public transport to the site after 10 years needs to be put in place.*
- *There is a need to improve both the pedestrian and cycle networks in the vicinity of the hospital with improvements to aid the crossing of the A689 being especially important.*
- *The proposal has the potential for generating a significant number of jobs but that has to be balanced against the loss of jobs from the closure of the existing hospitals.*
- *The proposed hospital buildings will be visually prominent but given its location set back from the main road and the potential for a high quality design, this impact is not considered to be detrimental.*

*It further be advised that any planning approval for the new hospital should be subject to:*

**1. A Section 106 agreement which secures:**

- *The existing hospitals not closing until the new Integrated Health Centres are operational*
- *The Trust to meet the cost of the provision of necessary highway and traffic mitigation measures*
- *Provision of financing for public transport into the site*
- *A financial contribution towards the provision of cycleways*
- *Financial contribution towards the provision of the Billingham Interchange*
- *Travel plan details*
- *Provision of employment opportunities for local labour and training agreements*

**2. *Appropriate planning conditions to ensure the development is satisfactorily carried out and the off-site highway works implemented at an appropriate time. The conditions to include approval of details of the reserved matters; off-site highway works, travel plan, hard and soft landscaping; landscape management; the provision of any necessary advance planting; protection of landscape feature during construction; development to conform with the general principles of the previously agreed Masterplan/Design Guide; construction methodology; water features; archaeology; drainage, materials and implementation of all mitigation measures,***

## **BACKGROUND**

1. Stockton on Tees Borough Council as the adjacent authority, has been consulted by Hartlepool Borough Council (HBC) on an outline planning application for the construction of a new hospital on a site within the Wynyard Business Park.

2. The construction of the new hospital is part of a larger health scheme called 'Momentum: Pathways to Healthcare', which aims to improve primary and secondary care services within the Tees Valley. This includes the addition of local health services within the community and the centralisation of secondary care at the proposed new hospital. The proposals will result in the closure of two hospitals at North Tees and Hartlepool.
3. The submission follows a site selection process that was undertaken In March 2008 to identify a preferred location for the proposed new hospital. The selection process initially identified 10 potential sites across the Hartlepool and Stockton area but this was ultimately reduced to two sites – one on the Wynyard Business Park north of the A689 within Hartlepool Borough and the second on agricultural land south of the A689 at Green Farm, Wolviston and within Stockton on Tees Borough. The site selection exercise as well as the wider principles of reforming the healthcare services for Hartlepool, Stockton and parts of Sedgfield and Easington, formed the basis for a large-scale public consultation exercise held between June and September 2008.
4. This process included a consultation with the Council's Health Select Committee and the submission of a request to for scoping opinion under the Town & Country Planning (Environmental Impact Assessment) Regulations 1999 (Regulation 10) in relation to the Green farm site. A similar request was made to HBC for the site in its area.
5. On 23rd October 2008, following the end of 3 month consultation period, the NHS Joint Committee determined that the location at Wynyard Business Park site north of the A689 was preferred site. The request to this Council for a scoping opinion for the site at Green Farm was withdrawn.
6. Prior to, and following, the preferred site being chosen the Trust also commenced pre-application discussions with the relevant Local Planning Authorities and carried out a wide scale public consultation exercise. This consultation exercise included staffed public exhibitions at various locations including at the Swallow Hotel held in December 2008 and January 2009. There was also an unmanned exhibition held at Wynyard Business Park.

## **PLANNING HISTORY**

7. The site to which this application relates forms part of the Wynyard Business Park site located to the north of the A689 at Wynyard which straddles the administrative boundaries of both Stockton and Hartlepool. The site proposed for the new hospital is wholly located with Hartlepool Borough.
8. The original permission for the Business Park was granted in 1988 as part of the overall Cameron Hall proposal for a mixed development for the former Wynyard Estate an area extending to some 793 hectares. Subsequently, Cameron Hall decided to split the development and sought a separate planning approvals from both SBC and HBC for a Business Park (B1, B2 AND B8 uses) on land North Of A689
9. Outline planning permission (96/2069/P) for the Business Park was granted in January 1997 for that part of Wynyard Park within Stockton, an area of 75 hectares. All matters of detail were reserved for future approval. A similar approval was granted for the rest of the estate falling within the adjacent Hartlepool Borough area. An extension of time for the submission of reserved matters for these outline approvals was subsequently granted in 2000 keeping these permissions "alive" until 2010.

10. Some development on the site within Stockton has occurred including the provision of an access road, the NG Bailey offices and the Lion Court building and following reserved matter approval in 2007 for part of the site, some speculative B1/B2/B8 units (TV120 site). Reserved matter approval has also been granted for the erection of 5 No warehouses with ancillary office space on part of the estate located immediately north of the NG Bailey site and the TV120 site.
11. No development has occurred within the Hartlepool part of the site. However, an application for reserved matters approval for the adjoining land in Hartlepool for a business park to accommodate 275,205 sq m of business (B1) floorspace has been approved by Hartlepool Borough Council in 2008 following the signing of a section 106 agreement. Your officers were involved in discussions on that development to ascertain the Council's interests are protected and to that end agreement was reached for on funding for the signalisation of the roundabout entrance on the A689, the A19/A689 junction and potentially a High Occupancy Vehicle lane on the west bound carriageway of the A689.
12. A further reserved matter application for B1 B2 and B8 uses and covering the residual areas within Stockton has recently been submitted but is as yet undetermined (application No 09/1961/REM). It is understood a similar revised reserved matter application has been submitted to Hartlepool Borough Council though as yet has not been made valid by that Council.
13. It should be noted that the application No 09/1901/REM includes the site of the hotel and pub/restaurant recently granted planning permission (application No 09/1215/FUL). It represents the fall back position of Wynyard Park Ltd should the hotel/pub development not go ahead.

## **SITE LOCATION AND DESCRIPTION**

14. The site is bounded to the north and west by existing agricultural land. To the south the site is also currently bounded by agricultural land and to the south east by recently constructed business units. Beyond this is the A689 dual carriageway and then the Wynyard residential estates. To the east the site boundary follows the western edge of a dense tree belt (Swart Hole Plantation) the eastern edge of which follows the boundary with the Stockton on Tees Borough. Beyond this lies the existing built part of the Wynyard Business Park development.
15. The site is approximately 19 hectares in size. It is Greenfield, was formerly used for grazing and is now currently covered by long grassland, straddling several field boundaries. Across the central part of the site is a linear plantation of mature trees and in the south east corner of the site are some recently demolished farm buildings. There is a variation in level on the site which slopes down from west to east.
16. Access to the site is already provided by Hanzard Drive, which is a single carriageway connecting to the A689 serving the commercial units already on the Wynyard Business Park. Presently this access road terminates to the south east of the hospital site.

## **PROPOSAL**

17. This outline planning application seeks approval in principle for the erection of a new hospital to serve the Hartlepool and North Tees area, replacing the existing hospitals at Hartlepool and North Tees. Whilst all matters of detail are reserved with the exception of 'means of access', a conceptual design and an indicative Masterplan have been

prepared and are set out in the Design & Access Statement accompanying the planning application.

18. The information provided states the proposed hospital will include 26 wards, 14 operating theatres and a range of outpatient, diagnostic and endoscopy facilities. The facility will provide 100% single patient bedrooms; including the areas of adult intensive care (ICU), new babies (NICU) and emergency centre. These bedrooms will be paired around shared reception and staff facilities. In addition there will be ancillary facilities including a multifaith centre, education center, shops, cafes and other retail services for patients and visitors. In addition there is to be an energy centre within the grounds of the site which will contain the boilers, back-up generators, Combined Heat and Power (CHP) generators, absorption chiller units and all LV switchgear necessary to power a major facility such as the new hospital.
19. The hospital block will be five storeys high with a basement floor level below ground. The entire development will sit within a large campus-style landscaped area with public and patient access to the grounds. Completion of the new hospital is planned for 2014.
20. Due to the nature and location of the site all parking will be provided on the hospital site for patients, staff and visitors. It is envisaged that about 1500 car parking spaces will be required at the hospital. The majority of this will be provided via a multi-storey car park which will take advantage of the gradient of the site to allow for a semi-submerged facility at the eastern end of the main hospital building in order to avoid visual intrusion. It would provide in the region of 1000 of the required spaces adjacent to the hospital's main and staff entrances. The remaining car parking spaces will be provided as surface parking adjacent to the A&E entrance at the western end of the main building and at the rear of the hospital, primarily for staff use.
21. Access to the proposed development will be from the A689 via Hanzard Drive which already serves the commercial development at Wynyard. Hanzard Drive will be extended to form an access loop road linking up with the existing roundabout further west on the A689 linking to The Wynd. This proposed loop road already has planning approval as part of the Wynyard proposals and is intended to come forward for implementation in advance of the hospital being constructed. With regards to access into the site itself, once traffic has come off the A689 onto Hanzard Drive it is proposed that there will be two roundabouts to enable access to the hospital at both westerly and easterly points. Staff and the public will enter the site from the first (easterly) roundabout which will direct vehicles to the public parking areas. Emergency vehicles and service deliveries will access the hospital from the second (westerly) roundabout. Public transport will operate on a loop system within the site with drop-off points provided at the main hospital entrance. Signage will be provided to ensure circulation and wayfinding for traffic, including pedestrian and cycle as well as vehicular.

## **ACCOMPANYING DOCUMENTS**

22. The development is the type of proposal that requires a formal Environment Impact Assessment in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 which implement EU Directive 97/11/EC. Accordingly, the application is accompanied by an Environmental Impact Statement (ES).

## **Environmental Statement**

23. The ES which runs to over 200 pages not counting the technical appendices, sets out the background to the scheme and provides a brief summary on the need for the

project. It also provides an outline of the proposed hospital development; information regarding the site; a description of the proposed hospital development including the construction programme and provides details of the principal construction operations. An overview of the relevant national planning policy, statutory planning guidance and development plan policies that apply to development at the proposed site is also set out in some detail.

24. The document sets out the findings on the agreed key environment concerns which were established as being:

- Landscape and Visual
- Ecology
- Archaeology
- Air Quality
- Noise
- Water and Land Conditions
- Socio-economics
- Traffic and transport

25. A summary of the findings of these key environmental concerns is set out as appendix 1 to this report.

### **Other Documents**

26. The application is also accompanied by a number of other documents.

- Design and Access Statement
- Planning Support Statement
- Statement of Community Involvement
- Flood risk assessment
- Sustainability and Energy statement
- Transport Assessment
- Travel Plan
- Tree Survey

27. A brief summary of conclusions of these report is set out in appendix 2

### **CONSULTATIONS**

28. The statutory Consultations on this application are carried out by Hartlepool Borough Council; however, internal consultations have been carried out with a number of Ward Councillors and Council departments. The comments received are set out below:

#### **Councillor J Gardner (Northern Parishes)**

*"I object to the application on many grounds:*

- *Mass and structure not in keeping with the surrounding area – this is a plan for a minimum 5 storey build spread across acres*
- *The land is currently approved for employment B1 so would require a change of use.*
- *Public transport – there is no transport to this location or any planned so does not fulfil or meet our carbon reduction criteria*

- *No plans to link it with the forthcoming metro link so does not comply with transport reduction requirements*
- *No paths / bridges to allow access – only access is by motor vehicle*
- *Highways agency have instructed this application not to go ahead due to the chaos it will cause not only on the A689 but the major link A19– I have copy of letter*
- *Car park proposal is over the maximum allowed – proposal is for 1400 places*
- *Noise and intrusion to the surrounding areas from additional traffic / visitors / patients / employees / ambulances / air helicopter / waste / supply vehicles*

*This application needs a site visit to allow Planning Committee to understand the scale and dimensions and how this will impact the surrounding areas.*

*Would we allow an application like this near any other of the villages in the SBC area?”*

*“In addition to my previous comments I would request the planning committee carry out a site visit to see the impact this application will have on the surrounding area and highways*

## **Head Of Technical Services**

### Highway Comments

29. A number of detailed comments on the submitted transport assessment and travel plan have been made and these have been discussed directly with officers in Hartlepool Borough Council and the applicant’s Transport Consultant.

30. In summary:

- It is accepted that the proposed highway mitigation measures more than address the traffic generation of the proposed hospital development
- Build out of the adjacent Wynyard Business Park phases beyond 2% of the extant permissions may raise issues for access to the hospital in the longer term
- There have been discussions on the proposed Section 106 Heads of Terms and Travel Plan and these are close to finalisation. Subject to satisfactory wording this agreement will deal with concerns relating to:
  - The phased opening of community based Integrated Health Centres
  - The basis for financing the procurement of subsidised public transport to the site
  - Highway mitigation measures as agreed with Hartlepool Borough Council and the Highways Agency
  - The provision of cycleway and public transport infrastructure
  - Travel Plan details

### Landscape and Visual Comments

31. Comments are made that the two access roads runs through woodland on the Stockton Council side to the east known as Swart Hole Plantation which runs approximately north to south in a narrow strip across the full business park site and is listed as local nature conservation value. However, it is acknowledged that both these accesses form part of the original Wynyard Business Park Masterplan, with the approved Wynyard Business Park landscape management plan dated March 2005 (prepared by RPS Landscapes) stating that the removal of existing trees will be offset by the ‘establishment of significant amounts of structure planting which will reflect and link the existing woodlands in the surrounding areas and provide an effective buffer between the existing wood and new development’. According it is stated that:



- When the roads are put in to access the hospital the replacement structure planting must be carried out.
  - Landscaping treatment for the roads should also follow all the design criteria laid out in the Wynyard Business Park landscape treatments document.
32. As regards the hospital site itself full consideration of the landscape and visual elements of the application should be assessed by Hartlepool Borough Council in regard to all relevant environmental aspects of the development.
33. Any drainage plans that require cross on to the Stockton administrative boundary will have to be assessed by the Council.

### **Environmental Health Unit**

34. Environmental Health has no objections subject to conditions relating to the hours of construction and dealing with any unexpected land contamination.

### **Spatial Plans Manager**

35. The Spatial Planning Manager notes the site is located outside Stockton on Tees and wholly within Hartlepool but forms part of Wynyard Business Park, which straddles both authorities. She comments:

*“National policy and guidance set out in PPS 1 Delivering Sustainable Development, PPG 4 Industrial, commercial development and small firms, PPS 9 Biodiversity and Geological Conservation, PPS 10 Planning for Sustainable Waste Management, PPG13 Transport, PPS 23 Planning and Pollution Control, PPG 24 Planning and Noise, and PPS 25 Development and Flood Risk are relevant.*

*In regional and local policy documents, Wynyard Business Park is identified as a Key Employment site and formerly identified as available for business park or other prestige employment development in the Tees Valley Structure Plan (now superseded by the RSS). The Adopted Stockton on Tees Local Plan identifies the Business Park as a ‘Prestige Site’ where businesses uses will be permitted providing the development incorporates a high standard of design in the layout and detailing of buildings and highways, and includes substantial landscaping. There is a similar allocation in Hartlepool Local Plan. Accordingly, its development for a hospital is a departure from the approved plans.*

*Policies 2, 3, 4, 20, 24 of the RSS relate to the wider locational, sustainability and employment land supply considerations. Whether there is a need for the hospital, given that it is core to the Momentum: Pathways to Healthcare Programme and the delivery of healthcare across North Teesside outweighs the development plan and other material considerations is a fundamental issue, which I consider to be matter for HBC, as determining authority, to satisfy themselves.”*

36. She does have concerns with one aspect of the location of the development, which is relevant for Stockton’s consideration relating to the likely impact of the proposal on the continued development of the Business Park in Stockton.

37. Specifically she states:

*“Policy IN4 identifies Stockton’s portion of the site as a whole as a ‘Prestige Site’ and allocates 72 ha of land which are ‘especially suitable for uses falling within Class B1, generally in the form of Business or Technology Parks. However the supporting text then goes on to say that ‘other industrial activities may be appropriate on these sites if they do harm existing uses, are unlikely to deter investment and have a high standard of design, layout and landscaping’. Stockton’s policy recognises that uses other than B1 may be acceptable on the Park, and given this flexibility, I consider that it is unlikely, provided that the operation of the hospital and any*

*subsequent reserved matter design details are to a high standard, that the proposal would prejudice the successful implementation of policy and Masterplan, and thereby the economic and environmental aspirations for the site as a whole.*“

38. Comments are also made on the need to assess the likely impacts of the development on other interests within Stockton, and consider the more localised policy implications of those impacts. The remaining policy concerns relate to the impact on the amenity of the occupants and users of neighbouring properties, landscape and visual impact, sustainable construction, traffic, access and parking arrangements, flood risk and ground/surface water, emissions to air and biodiversity and ecology. Policies GP1 (General Principles), TR15 (Design of Highways), EN4 (SNCI), EN11 (Community Forest) and EN7 (Special Landscape Areas) and guidance in SPD 3 are relevant

39. She concludes that:

*“In light of the evidence and assessment provided, the applicant contends that there are likely to be impacts, some significant, arising from the development. However, mitigation is proposed. In light of this and the response of consultees, it would appear that the impacts identified are acceptable and where they are not, mitigation would be effective. Conditions and legal agreements could give effective security to those controls, should any permission be granted.”*

## **Development and Regeneration**

40. Views awaited

## **PUBLICITY**

41. Hartlepool Borough Council carries out publicity for this application, though assistance has been given by supplying Hartlepool with addresses in Stockton of neighbours who should be notified of the planning application. Those notified were requested to make their comments directly to Hartlepool Borough Council. However, the occupants of three dwellings within the Wynyard Housing estate have commented directly to this Council and the comments are set out below. These comments have been forwarded Hartlepool though it is understood the comments were also sent to that authority.

42. The concerns raised relate not only to traffic concerns but also the need for the hospital; lack of public transport; loss of industrial land is contrary to planning policy; loss of wood land and agricultural land; adverse impact on wildlife habitats; and noise. The objections received are set out in full in appendix 3.

43. As well the local residents, Grindon Parish Council have objected to the application raising concerns that the road infrastructure is poor for the increased traffic volume, noise nuisance caused by ambulances and helicopters, the cost to the general public arising from the longer travel time with the associated increase carbon footprint. It is also stated that the longer travel time also increases risk for persons requiring emergency treatment. The full comments are also set out in appendix 3.

## **PLANNING POLICY**

### National Planning Policy

44. National Planning policies are set out in Planning Policy Guidance Notes (PPG) and the newer Planning Policy Statements (PPS).

45. Relevant to this application are:

PPS 1 Delivering Sustainable Development  
PPG 4 Industrial, commercial development and small firms  
Draft Planning Policy Statement 4: Planning for Sustainable Economic Development (Dec 2007).  
PPS 10 Planning for Sustainable Waste Management  
PPGN 13 Transport  
PPS 23 Planning and Pollution Control  
PPG 24 Planning and Noise  
PPS 25 Development and Flood Risk

#### Development Plan Policy

46. Where an adopted or approved development plan contains relevant policies, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permissions shall be determined in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. In this case the relevant Development Plans are the Regional Spatial Strategy (RSS) and the Stockton on Tees Local Plan (STLP).

#### Regional Spatial Strategy

47. Regional Planning policy guidance is set out the North East of England Regional Spatial Strategy to 2021 published in July 2008

48. The relevant policies are:

- Policy 2 - Sustainable Development.
- Policy 3 - climate change
- Policy 4 regional sequential approach to guide the location of new development in the North East.
- Policy 6 conserve and enhance biodiversity.
- Policy 8 promotes a high quality of design in all development.
- Policy 20 provides approximately 200ha of land for limited large scale development opportunities for high quality modern industry and specifically includes Wynyard.
- Policy 24 Local Planning Authorities to assess the suitability of land and encourage the creation of sustainable communities by looking at a mix of uses.
- Policy 38 promotes sustainable construction.
- Policy 54. Travel plans should be prepared for all major development proposals
- Policy 55 states that local transport plans should improve accessibility including intervention to tackle major congestion hotspots, including those along the A19. Planning proposals should seek to minimise parking provision for non-residential developments, linked to coordinated proposals for public transport and accessibility improvements and demand management.

#### Stockton on Tees Local Plan

49. Policy GP1 is the general policy and sets out ten criteria that all development proposals need to be assessed against. These criteria are as follows: -

- The external appearance of the development and its relationship with the surrounding area.
- The effect on the amenities of the occupiers of nearby properties.
- The provision of satisfactory access and parking arrangements.
- The contribution of existing trees and landscape features.
- The need for a high standard of landscaping.
- The desire to reduce opportunities for crime.
- The intention to make development as accessible as possible to everyone.
- The quality, character and sensitivity of existing landscapes and buildings.
- The effect upon wildlife habitats.
- The effect upon public rights of way.

50. Other key saved policies contained within the Stockton-on-Tees Local Plan which should be given due consideration are:

- Policy IN 4 of the Local Plan designates the land immediately east of Swart Hole Plantation for business use. It states that on this land business uses will be permitted where development incorporates a high standard of design in the layout and detailing of buildings and highways, and includes substantial landscaping.
- Policy EN4 states that development that is likely to have an adverse effect on Sites of Nature Conservation Importance will only be permitted if there is no alternative site available or practicable approach and any impact on its nature conservation value is kept to a minimum.
- Policy EN7. The policy states that 'development which harms the landscape value ...will not be permitted'.
- Policy TR15 states that the design of highways required in connection with new development will provide for all the traffic generated by the development and parking provided to the Council's standards.

51. Regard should also be had to SPD 3 (Parking Provision in new Development)

## **MATERIAL PLANNING CONSIDERATIONS**

52. In light of the consultation responses, concerns raised by residents, planning policy and the planning history of the site, a number of planning issues are considered material to the consideration of this application and formulating comments to forward on to Hartlepool Borough Council as the determining planning authority.

### Planning Policy and the principle of development

53. In regional and local plan policy documents, Wynyard Business Park is identified as a Key Employment site and was formerly identified as available for Business Park or other prestige employment development in the Tees Valley Structure Plan (now superseded by the RSS). The Adopted Stockton on Tees Local Plan identifies the Business Park as a 'Prestige Site' where businesses uses will be permitted providing the development incorporates a high standard of design in the layout and detailing of buildings and highways, and includes substantial landscaping. There is a similar allocation in Hartlepool Local Plan.

54. Accordingly, its development for a hospital is a departure from the approved plans. However, it is a matter for Hartlepool Borough Council to determine whether the need for the hospital, given that it is core to the Momentum: Pathways to Healthcare

Programme and the delivery of healthcare across North Teesside, outweighs the development plan and other material considerations.

55. The main locational concern from Stockton's standpoint is the likely impact of the proposal on the continued development of the Business Park in Stockton. As noted elsewhere, the portion of the Wynyard business Park within Stockton is identified in the adopted local plan as a prestige industrial site 'especially suitable for uses falling within Class B1, generally in the form of Business or Technology Parks'. However the supporting text to the policy (IN4) goes on to say that 'other industrial activities may be appropriate on these sites if they do not harm existing uses, are unlikely to deter investment and have a high standard of design, layout and landscaping'. Accordingly, the policy recognises that uses other than B1 may be acceptable on the Park. Given this flexibility, and as stated by the Spatial Planning Manager, it is "unlikely, provided that the operation of the hospital and any subsequent reserved matter design details are to a high standard, that the proposal would prejudice the successful implementation of policy and Masterplan, and thereby the economic and environmental aspirations for the site as a whole."
56. The more localised policy implications (and how they impact on the amenity of the occupants and users of neighbouring properties) are dealt with separately below. The issues examined include to traffic, access and parking arrangements, landscape and visual impact, biodiversity and ecology, socio-economic, noise and a number of other residual concerns including need for the development, flood risk, air quality and archaeology.

#### Traffic, access and highway safety

57. The effect and impact of the hospital on the highway system in the area, both local and strategic, is the key issue that is of primary concern to residents, the Ward Councillor and Officers and the concern likely to most fundamentally impact on Stockton Borough. There are a series of related highway issues that need to be addressed before any planning permission is granted.
58. The issues are:
- Impact of traffic generated on both the local and trunk road network and how it will be mitigated
  - The provision of Public transport
  - Access to the site by non motorised vehicles
  - Provision of a Travel plan including car park management

#### Traffic impact

59. It has to recognised that the site has an extant permission for B1, B2 and B8 uses which in themselves, once built, will have a significant traffic impact in terms of congestion and for which only limited mitigation measures are in place. The issue with this application is whether the development is likely to exacerbate the situation in the future and whether there are further measures that can be secured to mitigate against the predicted impact. Your officers have been involved in detailed discussions (in conjunction with officers from Hartlepool Borough Council, the Joint Strategy Unit and the Highways Agency) with the applicant's consultants. As a result of the long and protracted discussions, a package of off site highway improvements and other mitigation measures have been agreed, which as the Head of Technical Services states

“more than address the traffic generation of the proposed hospital development”. Furthermore, the Highways Agency has formally commented to Hartlepool Borough Council as follows:

*“In terms of traffic impact, the proposed hospital is predicted to cause nil detriment on the strategic road network relative to the consented development which it would replace. As the Agency’s criteria for assessing development proposals is that they ‘strive to achieve nil detriment (‘no worse off’) to the strategic road network, for the opening year and appropriate horizon year’, the Agency can offer no objection to the proposals.*

*The Agency will therefore ‘direct conditions to any planning permission which may be granted’. These conditions will seek to reduce the traffic impact of the hospital development (through travel planning and car park management measures) and also to increase capacity, and thus improve safety and flow of traffic (through highway mitigation measures). “*

60. Whilst the off-site highway improvements should ensure that the hospital development would not worsen congestion likely to arise from the approved business park development, the works will need to be secured by planning conditions together with a section 106 agreement to ensure appropriate funding from the applicant.
61. The provision of off-site highway works are only part of the case put forward on behalf of the applicant that the hospital will not worsen congestion given the existing planning permissions in place for the site. One of the key elements of the hospital proposal is that more health care will take place in new community based health centres as part of the ‘Momentum’ initiative. The result of this change is that some 40% patients will go to these new facilities for treatment rather than, as is largely the case now, to hospital. The traffic assessment provided by consultants has based the impact study on that assumption. It is therefore vital that the new Integrated Health Centres are up and running before the existing hospitals at North Tees and Hartlepool are closed. One centre in Hartlepool is in the process of being constructed but there is less certainty for proposed sites in Stockton. However, the Trust has indicated a willingness to keep the existing hospitals open until such centres are provided. This can be secured again by the 106 agreement.

#### Public transport

62. The mitigation scheme to reduce the traffic impact includes not only the highway improvement measures but also other initiatives including subsidised public transport to the hospital. There is at present no public transport to the proposed site. The discussions that have taken place with the applicant include procuring the funding to ensure subsidised public transport links to the hospital are provided once it is operational. Agreement has been reached on a 10 year funding package but there remains a concern as to what happens after that time.
63. In addition to subsidising public transport, the trust has also offered a financial contribution to establishing a public transport interchange hub within Billingham Town centre, which will allow patients and visitors from elsewhere in Stockton to transfer to the hospital bus service.
64. Securing these measures will need to be part of the section 106 agreement. It also needs to include the issue of funding for public transport after the first 10 years.

#### Access to the site by non-motorised means of transport

65. In addition to public transport and in the interests of promoting sustainable modes of transport to the site, facilities to encourage walking and cycling to the site need to be

put in place. As part of the mitigation measures the Trust is offering a financial contribution towards the construction of a suitable and relevant cycle scheme which incorporates appropriate greening infrastructure, prior to the commissioning of the hospital. There is a clear need to improve both the pedestrian and cycle networks in the vicinity of the hospital with improvements to aid the crossing of the A689 being especially important.

#### Travel Plan and car park management

66. An important and necessary mitigation measure is to secure a Travel Plan, the purpose of which is to provide a comprehensive package of measures aimed at promoting sustainable modes of transport amongst employees and patients/visitors of the new development by maximising the use of public transport, walking and cycling. A draft version has been produced by consultants on behalf of the Trust. It recognises that employee trips to the hospital account for both the majority of trips and the most recurring trips, as such, it states employees are likely to derive the greatest benefit from this Travel Plan.
67. The implementation of the Travel Plan initiatives will be the responsibility of the Trust who propose the appointment of a Travel Plan Coordinator who will have responsibility to deliver the Travel Plan and achieve the targets set within the Travel Plan for the reduction of private car use.
68. One key matter that the Travel Plan needs to include is car park management to ensure the hospital car parks are used and staff and visitors to the hospital do not use uncontrolled parking elsewhere. Without proper controls the free flow of traffic will be adversely affected by the potential for cars parking on the roads outside of the hospital or unauthorised use of private parking areas serving the business park.
69. In summary, with the whole range of mitigation measures in place the hospital development should not have a greater adverse impact in terms of traffic than the existing consented B1, B2 and B8 development for the site. However, it is also recognised that these improvements will only cater for the hospital and a further build out of the remaining undeveloped parts of the Wynyard Business park raise issues of access to the hospital in the longer term. The hospital development with the mitigation measures in place will only allow for 2% build out of the Wynyard Business Park before serious congestion starts on both the trunk road and local roads. The long term implications need to be considered by Hartlepool Borough Council though the matter is being addressed with all parties with the purpose of seeking a more extensive scheme that would ameliorate the predicted traffic congestion above the 2% build out of Wynyard.

#### Landscape and Visual Impact

70. Within the Environmental Statement accompanying the planning application, the applicant's consultant has assessed the landscape and visual effects separately, and in doing so looked at the changes in the physical landscape that might result in changes to its character and changes in available views as a result of the landscape effects. The assessment looks at the baseline views and makes a prediction of the likely effects of the development and the impacts of the proposed mitigation.
71. The assessment identifies impacts arising from, for example, a change from arable and rough grassland to buildings; car parks and parkland of the hospital; historic field boundaries that would be altered. It also assesses the use of the access road from A689 and secondary roads because of the increase in level and continuity of traffic and

further activity to road corridors (causing further background noise and movement) and lighting to building and grounds. In mitigation, various measures are proposed including structure planting, landscape buffer to new primary access road, tree and hedge planting to central reservation, screen woodland planting, earth mounding, cut off lighting and orientation of lights away from sensitive receptor.

72. The identified impacts and the results of the mitigation are assessed at the time of construction, on completion and 20 years after completion in various locations.
73. During construction there would be key significant and significant adverse impacts on view points at The Wynd and North Lodges on the A689 caused by construction works, lighting of works and site access. The assessment concludes that these are temporary and restricted to the duration of construction works. There would be no significant adverse impacts on viewpoints on Wynyard Roads East and West, Wynyard Business Park, A19, Close Farm and Castle Eden Walkway.
74. On completion the significance of the assessed impacts is reduced, with a significant impact remaining on views from the Wynd, but not on views from North Lodges. In both cases the impact reduction would be a consequence of the implementation of the mitigation measures. On completion there would be no significant adverse impacts on view points from Wynyard Road east and west, North Lodges, Wynyard Business Park, A19 Close Farm and Castle Eden Walkway.
75. After 20 years, the assessment predicts that planting from proposals and mitigation measures would be established, and the effects on all eight views would not be significant.
76. The Council's Urban Design Manager makes comments in respect of the impact of accesses on the existing woodland, structure planting on roads, and that the landscape treatment should accord with the Wynyard Business Park landscape treatment plan, and makes the recommendation that Hartlepool should assess the landscape and visual elements of the proposal and that any cross boundary drainage matters will need to be assessed by Stockton.
77. In light of the above assessment, in conclusion, it is recommended that Hartlepool be advised accordingly and that conditions are required in respect of:
  - Hard and Soft Landscaping
  - In conformity with the general principles of the previously agreed Masterplan/Design Guide
  - Landscape Management
  - The provision of any necessary advance Planting
  - Landscape Protection during construction
  - Construction Methodology water features
  - Drainage
  - Materials

#### Biodiversity and Ecology

78. Ecological assessments were carried out to establish the ecological value of the site and assess the potential impact of the proposed works on the various habitats and species identified within the Study Area. The site adjoins Swart Hole Plantation a Site of Nature Conservation Importance. As the applicant's tree survey report states "its



integrity should be protected throughout all development stages and clear objectives provided for its long term conservation and enhancement.”

79. Some of this plantation must inevitably be lost as a consequence of the new development (the approved extension of Hazard Way) and as such overall the development will have a slightly adverse effect on the ecological interest of the site. However, it should also be recognised that whilst this site is currently uncultivated grassland, it has permission for redevelopment for Business purposes. Nevertheless appropriate mitigation measures are needed and as set out in the ES are being put in place to reduce the overall impact. It is essential that any approval for the development ensure these mitigation measures, which will include new planting are implemented. The aim of the mitigation measure and landscape planting should maintain and, where possible, enhance the biological links between woodlands and other areas of semi-natural habitat.

#### Socio-economics

80. The applicant has carried out an assessment of the potential impacts on the community of the proposed hospital in socio-economic terms. It concludes that the development of the hospital on the site will have a positive impact on the local community and businesses, which will improve the local economy both directly and indirectly. The positive impact on jobs it states “will be of moderate significance to the local economy”.
81. It is clear that the hospital development will bring jobs and potentially encourage new related industrial development to the surrounding business park. However, there is also a potential that ultimately local jobs will be lost with the closure of the existing hospitals. It is important that local labour is used and opportunities for training given. To this end the applicant has agreed via the section 106 agreement “to ensure that the recruitment and training opportunities, local sub-contractor and supply chain opportunities during construction of the hospital and subsequent operation of the development are made available to the residents of the Boroughs of Hartlepool and Stockton”.

#### Noise

82. The noise assessment that has been carried out by the applicant indicates any noise nuisance from construction activities will be slight. Of greater concern is traffic noise both during construction and when the hospital is operational.
83. The applicant’s noise assessment states that traffic noise associated with the proposed hospital and other developments will lead to minor adverse impacts in 2013 and 2019. It states, however, that in 2028 the impact of traffic flow will be negligible / beneficial with the hospital in place as opposed to traffic flows without the hospital. It bases this argument on the fact that further planned commercial development proposed for the area that would lead to an increased number of vehicle trips over and above the hospital.
84. Whilst there is some merit in this argument it also has to be recognised that ambulance sirens and potentially helicopter flights will provide increased noise disturbance for residents and people employed in the adjacent business uses albeit that these will be short term and relatively infrequent.

#### Residual matters:

Need for the development

85. Questions have been raised by local residents as to the need for the new hospital. The overall need for such a facility is not specifically an issue for the Local Planning Authority to consider – it is only concerned about the land use implications of siting the hospital in the proposed location. The specific need is for the Health Trust to determine and it argues this springs from population changes in particular longer life spans, new technology and the need to deliver health services more directly to the community.

#### Design and layout

86. Whilst, apart from the means of access all details of development are reserved for future approval, the submission does include an indicative layout and elevations of the proposed hospital as part of the design concept. The sketch elevations and layout are attached as appendix 4. The main point to note is the height of the structure, which in part is 5/6 stories because of the land levels, the ground floor is in effect a basement. As part of the original approvals for the Wynyard business Park a design guide was agreed. Whilst the hospital will be significantly taller than has been previously envisaged for the Business Park, in overall design terms the building will not be out of keeping with the surrounding development, which could be in places at least three stories (B1 offices). There will be views of it from the A689 but not necessarily adversely affecting the visual amenities of the area. It is also some distance from the nearest residential properties in Wynyard on the other side of the A689 – some 700m away. Accordingly, provided regard is given to previously agreed design guides in terms of landscape setting and the palette of materials and colours, a design and layout along the lines indicated would not be out of keeping with the area.
87. The development will also have to have regard to sustainable construction methods and in its Design and Access statement the applicant's consultant confirms that "an energy efficient development is central to the creation of the new hospital development, being delivered from sustainable resources and producing low carbon emissions. The Trust is committed to achieving a high level of design for the new hospital and is committed to achieve BREEAM rating of 'excellent' in its design and construction, with a preferred status of BREEAM 'outstanding' ". Given this commitment the development accords with the strategic requirement for use of sustainable construction methods.

#### Archaeology

88. The applicant has undertaken a desk based assessment of the site and collated baseline data for archaeology and cultural heritage within a study area including the site and approximately 1 km from the site boundary. The study found 42 sites of interest in the study area, and spot finds of roman pottery and part of the possible deserted village of Newton Hanzard within the site. Tees Archaeology has confirmed with the applicant that no further mitigation would be required for the development. However, if any archaeological remains were uncovered then these must be reported to Tees Archaeology. It was also recommended that areas of topsoil removal are monitored by an archaeologist to ensure that shallow finds are dealt with appropriately. On the basis, it is considered that there are no impacts on the archaeological interests in Stockton, however, it is recommended that Hartlepool are advised that there is no objection arising subject to appropriate conditions in relation to unexpected finds and a method for topsoil stripping monitoring

#### Air Quality

89. During construction there may be some issues of dust but these matters can be controlled by good operating practices ensured by planning conditions. The main air quality impact results principally from road traffic emissions which will affect both local

residents at Wynyard and the occupiers of units on the Business Park. Mitigation measures to reduce the number of vehicles visiting the site, as described above, can help limit such emissions.

#### Flood Risk

90. The application is accompanied by a Flood Risk Assessment. The site falls within Flood Zone 1 according to the Environment Agency Floodmap and as defined in PPS 25, this zone comprises land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding in any year.
91. It is stated that at the detailed design stage it will be determined whether it is possible to discharge the surface water from the newly developed areas via infiltration. If this is not possible, flows from the proposed development will discharge surface water to a nearby watercourse. Excess flows from the development will be controlled and attenuated on site. Storm water discharges from the development to the point of outfall into the watercourse are to be limited to equivalent green field run-off. Sustainable Drainage Systems (SuDS) should be specified wherever possible and be the primary mechanism for surface water discharge. Further analysis will be carried out at detailed design to assess the potential for infiltration. Because of the possibility that such drainage might into Stockton, officers will need to be involved at the detailed stage particular because of the implications for future landscaping.
92. The FRA demonstrates that all flood risks attributed to the site are low with the assumption that all appropriate mitigation measures that are specified are implemented. Surface water runoff will be dealt with in an appropriate manner and the details agreed in advance of construction. Based on the findings of the assessment, it is accepted that flood risk to and from the proposed development is low and acceptable.

#### Neighbour concerns

93. Mr & Mrs Renfrew question whether the objections shown on Hartlepool's website will be taken into account. They also refer to policy IND1 which is a policy in the Hartlepool Local Plan For clarification; Hartlepool as determining authority will take account of those objections in their assessment of the proposal. Stockton's considerations are restricted to those representations received at this Authority and the few that have been received have been to Hartlepool. Other concerns raised by the neighbours are addressed above.
94. The concerns of Grindon Parish Council in respect of traffic and noise are also addressed. The issues its raises about costs are not a material planning consideration. As with the neighbour objections, the response from the PC has been forwarded to Hartlepool.

#### **Section 106**

95. As set out earlier in this report any planning approval for the development will need to be subject to a Section 106 agreement. There has been long and protracted discussions between all parties on the Heads of Term for the S106 which have now largely been resolved though there are still some minor points of detail to finalise. In summary it is considered that the principal matters to be covered in the 106 are:
  - The existing hospitals not closing until the new Integrated Health Centres are operational

- The Trust to meet the cost of the provision of necessary highway and traffic mitigation measures
- Provision of financing for public transport into the site
- A financial contribution towards the provision of cycleways
- Financial contribution towards the provision of the Billingham Interchange
- Provision of employment opportunities for local labour and training agreements

## CONCLUSION

96. In conclusion the development of a new hospital on the site in Hartlepool bordering the Stockton Borough has both benefits and disbenefits to residents of this Borough.
97. In overall planning policy terms the development will a technical departure form the approved development plan, which allocates the site for Business purposes and identifies for prestige development. It is a matter for Hartlepool Borough Council to determine whether the need for the hospital outweighs the development plan and other material considerations. However, it is considered that the proposal would not prejudice the successful implementation of the planning policy and the approved Masterplan for the site, and thereby would not detrimentally affect the economic and environmental aspirations for the site as a whole.
98. It will beneficial to secure a new state of the art hospital to serve the needs of the residents of the northern part of the Borough, though its siting will have some adverse impacts on residents living in the immediate vicinity.
99. It will help to secure necessary highway improvements and public transport penetration into the site that may not otherwise be provided since when the original permissions were granted for the Business Park in 1988 and 1996 the highway implications were not fully appreciated with the Highways Agency raising no objection to the proposal.
100. The agreed highway mitigation measure will only allow for the hospital and just 2% of the Wynyard Business Park development. The long term implications of this needs to be addressed including the implications for access to the hospital, as does the mechanism for funding the subsidy for public transport to the site after 10 years.
101. There is a clear need to improve both the pedestrian and cycle networks in the vicinity of the hospital with improvements to aid the crossing of the A689 being especially important.
102. The proposal has the potential for generating a significant number of jobs but that has to be balanced against the lost of jobs from the closure of the existing hospitals. The provision through a legal agreement of employment opportunities for local labour and training agreements may help off-set this loss.
103. The hospital building will be visually prominent but given its location set back from the main road and the potential for a high quality design, this impact is not considered to be detrimental.
104. Ultimately it will be up to Hartlepool Borough Council to determine whether or not planning permission is granted for the new hospital but it is considered that the conclusions set out above, highlighting both the benefits and disbenefits of the proposal, should be referred to Hartlepool with a request that it takes these matters in account in the determination of the planning application. Any approval for the development should be subject to a Section 106 agreement, the Heads of Terms to be

agreed covering the matters outlined in this report. Further, any approval should also be subject to appropriate planning conditions to ensure the development is appropriately carried out and the off-site highway works implemented at an appropriate time.

**Corporate Director of Development and Neighbourhood Services**  
**Contact Officer Mr Peter Whaley Telephone No 01642 526061**

**Financial Implications:**

See report

**Environmental Implications:**

See report

**Human Rights Implications**

The provisions of the European Convention of Human Rights 1950 have been taken into account in the preparation of this report.

**Community Safety Implications**

None

**Background Papers:**

Application files: 96/2069/P and 09/1517/AAC

**WARD AND WARD COUNCILLORS**

<b>Ward</b>	<b>Northern Parishes</b>
<b>Ward Councillor</b>	<b>Councillor J Gardner</b>