JO-ANNE GARRICK LTD
Chartered Town Planner

Planning and Design Statement

Change of use of former health centre (class E(e)) to incorporate respite sleeping care facilities for adults with severe disabilities to operate alongside a day centre / community respite service (overall mixed use - sui generis)

at

Former Hebburn Health Centre, Campbell Park Road, Hebburn, NE31 2SP

September 2024

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Director
Date: 30 September 2024

1. Introduction

Background

1.1 This statement has been prepared on behalf of Mr Ilyas Syed of H&Z Investment Limited ('the applicant') to support a change of use planning application to add respite sleeping care facilities to the existing health centre at Hebburn Health Centre, Campbell Park Road, Hebburn, NE31 2SP.

1.2 The description of the proposed development is:

"Change of use former health centre (class E(e)) to incorporate respite sleeping care facilities for adults with severe disabilities to operate alongside a day centre / community respite service (overall mixed use - sui generis)."

1.3 In addition to this statement, the following documents also form part of the application:

- Application plans - prepared by Plan5:
  - location plan and existing site plan (DE(0)001A);
  - site plan – proposed (DP(0)010);
  - ground and first floor plans – existing (DE(1)001A)
  - ground floor plan – proposed (DP(1)010)
  - first floor plan – proposed (DP(1)0011)
  - roof plans – existing (DE(1)002) and proposed (DP(1)012)
  - elevations – existing (DE(2)001A) and proposed (DP(2)010)
  - external escape stair elevations – existing (DE(2)002) and proposed (DP(2)011)
- Transport Statement – prepared by Motion; and
- Non-Residential Coal Mining Report.

The site and surrounding area

1.4 The application site comprises an 'L' shaped parcel of land, extending to approximately 0.29ha, occupied by a former, now vacant health centre and occupied pharmacy. The building was constructed in the 1960s, it is predominantly single storey, but includes a two storey element to the southern part of the building. The main entrance is accessed from Campbell Park Road and parking area to the rear via Civic Court. It is located approximately 1.4km east of the centre of Hebburn and 2.4km west of Jarrow (see figures 1 and 2).

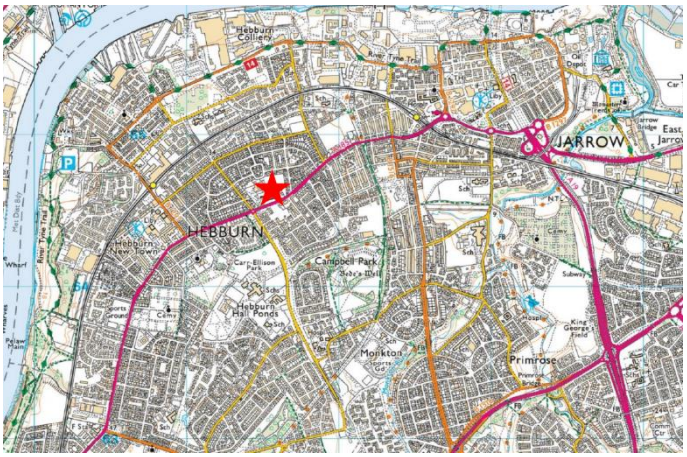


Figure 1 - site location

1.5 The application site includes 32 car parking spaces (18 to the front and 14 to the rear), bike stands, bin sore, as well as areas of grass and tarmac/ paving. The immediate surrounding area is predominantly residential.

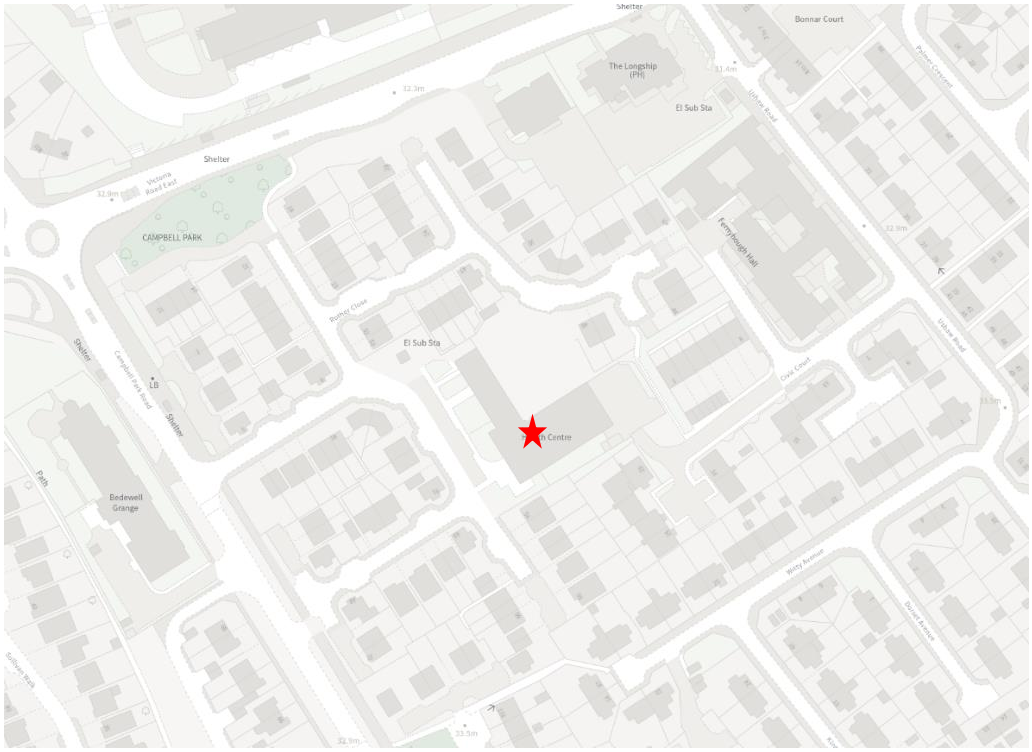


Figure 2 - application site and the immediate surrounding area

Planning history

1.6 A search of the planning history of the site on the South Tyneside Public Access System identifies the following planning application for the property (most recent first):

- ST/1127/18/FUL: Car park alterations and extension to allow for an additional 22no. parking bays, granted 04/03/2019;
- ST/1075/09/COND: Submission of conditions 2+3, 4, 5, 6 & 8 of approved planning application Ref ST/1738/08/FUL: Materials, floor levels, cycle racks, construction access, site cabins, material storage, employee's car parking and mobile plant, granted 29/07/2009;
- ST/1738/08/FUL: Proposed alterations to existing health centre, relocation of entrance, insertion of roof lights and hud window surrounds. New cycle rack and landscaping. New boundary treatment, erection of new external bin store and rendered first floor and erection of plant compound to house air conditioning units, granted 16/12/2008;
- ST/2142/08/ADV: Retrospective advertisement consent for construction site hoarding, granted 28/01/2009;
- ST/0715/96/LA: Construction of footpaths to Health Centre, granted 17-09-1996;
- ST/0681/95/DM: Proposed erection of steel framed entrance canopy with glazed roof, granted 11/09/95; and
- ST/0022/93/DM: Change of use from dental surgery to pharmacy/dispensary, granted 12/01/93.

Proposed development

1.7 The application would allow for the provision of a day centre and community respite service. This would provide therapeutic and sensory treatments and environments for adults (age 18+) with profound, complex, multi-physical and learning disabilities. The service provided at the application site is for those who require a higher level of treatment and intervention to maintain and improve their physical and mental health needs. Clients include those with severe physical disability needs, such as: Jejunostomy Tubes, Hydrocephalus, Epilepsy and Blind Loop Syndrome.

1.8 The ground floor (see figure 3) would include a 10 person swimming pool, sensory room, immersive room, therapy rooms, activity room, TV room, dining room, toilets and operational elements, including plant rooms, office, kitchen and laundry room. The first floor (see figure 3) would include art and therapy rooms, assisted bathroom and toilets. The proposed sleeping respite care would operate from eight bedrooms, with four on the ground floor and four on the first floor.

1.9 The day centre and community respite service would operate daily between 9am-4pm. The hydrotherapy pool would be available to hire from 4pm to 7pm, with the focus of the use for clients with disabilities. The applicant offers a similar, successful and much needed facility in Doncaster[1] which has been provided since October 2022.

1.10 Once the development is fully operational, it is anticipated that the development would support approximately 20-22 new jobs (14 full time and 6-8 part time). Roles would include a service manager, support workers, nurse and cook/ cleaner. Daycare clients would be dropped off at the site and then collected at the end of the day, with the development providing the specialist care based on the needs of the individual client. Respite care would be provided for clients over a period of between 1 day to 4 weeks.

1.11 Extracts from the proposed elevations are shown in figures 4 and 5. The only external changes proposed would be, the removal of a window and replacement with door on the front elevation, a new lift shaft, enclosure of the existing fire escape stairwell, a new car parking space to the front of the property, ramp to provide access to the swimming pool, sections of new boundary fencing to residential development to the north and east (to match existing) and landscaping enhancements (see figure 6).

[1] https://inspireddaycare.co.uk/

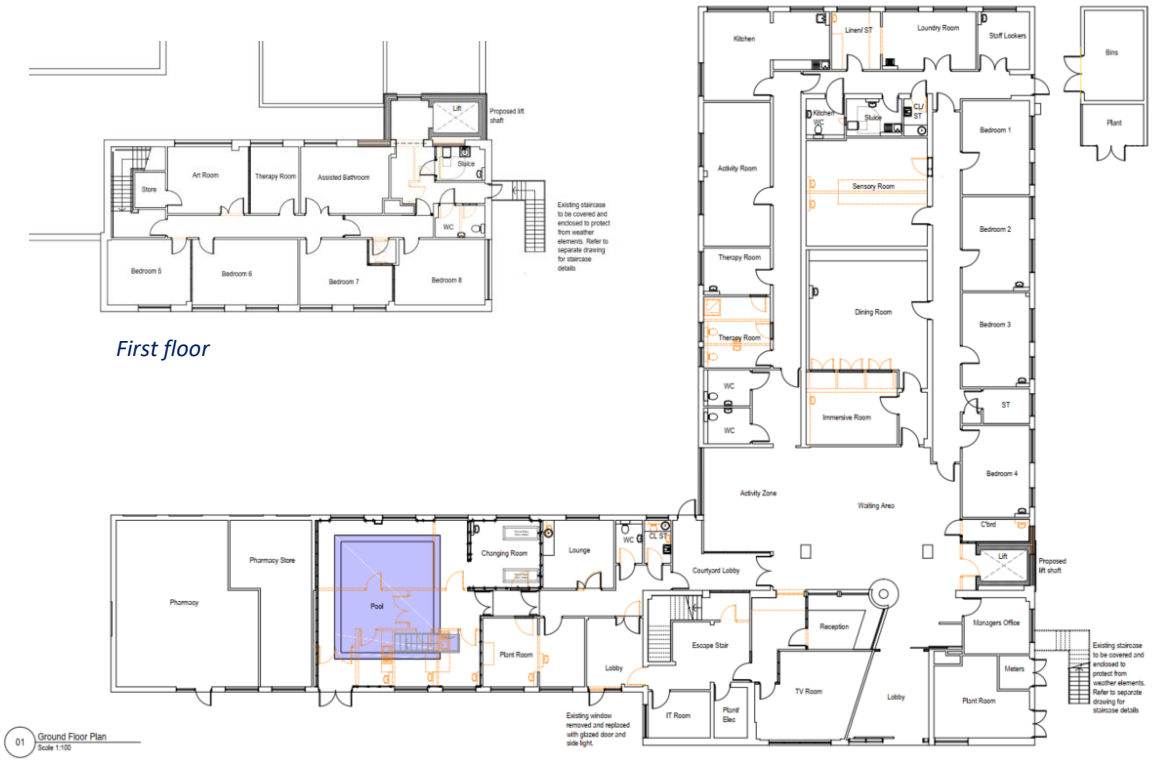


Figure 3 – floor plans

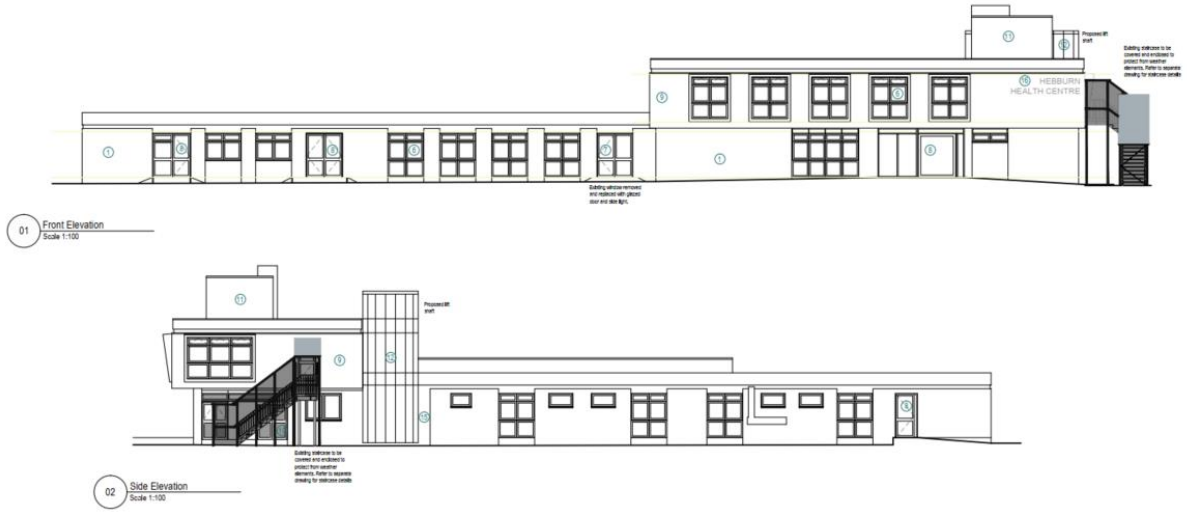


Figure 4 - front and side elevations



Figure 5 - rear and side elevations



Figure 6 - proposed site plan

2. Planning policy context

Background

2.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, decisions on planning applications should be made in accordance with the development plan, unless material considerations indicate otherwise. The development plan relevant to the consideration of this application comprises the policies contained within the South Tyneside Local Plan – which are set out within the South Tyneside Core Strategy (2007 – CS) and the South Tyneside Development Management Policies Development Plan Document (2011 – DMP). Material considerations include the National Planning Policy Framework (NPPF), Supplementary Planning Documents (SPDs) and the emerging South Tyneside Local Plan (regulation 19).

The development plan

South Tyneside Core Strategy

2.2 The following policies within the CS are relevant to the consideration of the application:

- Policy ST1 – Spatial Strategy for South Tyneside: seeks to support development that reflects the scale and functions of the main towns of South Shields, Jarrow and Hebburn, including ensuring that development maximises community benefits;
- Policy SC1 – Creating Sustainable Urban Areas: focuses development in the built-up area, seeks to deliver high quality design as well as maintaining and improving community facilities;
- Policy EA1 – Local Character and Distinctiveness: seeks to ensure that the best qualities of the built and natural environment are conserved, including the urban character of Hebburn;
- Policy EA3 – Biodiversity and Geodiversity: seeks to maintain, enhance, restore and add to biodiversity and geological conservation interests, as well as protecting and strengthening populations of priority or other protected species;
- Policy EA5 – Environmental Protection: states that new development will be controlled to ensure that it, amongst other things, reduces levels of pollution, environmental risk and nuisance.

South Tyneside Development Management Policies Development Plan Document

2.3 The following policies within the DMP are relevant to the consideration of the application:

- Policy DM1 – Management of Development: requires new development to meet a number of criteria, including that it has been designed sensitively to its surroundings with particular regard to scale, proportions, alignment, form use of materials and architectural detailing. It also requires development to be acceptable in relation to any impact on residential amenity, protect/include appropriate soft landscaping and provide high quality design overall. It should be acceptable in relation to its impact on highway capacity and the layout should facilitate convenient and safe access and prioritise movement by pedestrians and cyclists, with the access needs for all users considered as an integral part of the development. The development should also be designed to achieve lower carbon emissions and be energy efficient and have greater resilience to the likely effects of

climate change, minimising and mitigating against localised flood risk. Development should not adversely impact upon air pollution levels;

- Policy DM2 – Safeguarding Employment Uses: seeks to promote economic growth and prosperity and local aspirations for growth;
- Policy DM7 – Biodiversity and Geodiversity Sites: protects and enhances the important environmental assets of the borough;

Material considerations

National Planning Policy Framework

2.4 When it came into effect in March 2012, the NPPF replaced all other national planning policy statements. The current version of the NPPF was published in December 2023. It is a material consideration in the determination of planning applications, the proposed revisions to the NPPF, issued in July 2024 for consultation are also a material consideration.

2.5 The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development, including the provision of homes, commercial development and supporting infrastructure in a sustainable manner (paragraph 7). At the heart of the NPPF is a presumption in favour of sustainable development. It defines the role of planning in achieving sustainable development under three overarching objectives (paragraph 8) - economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways.

2.6 Paragraph 11 requires planning decisions to apply a 'presumption in favour of sustainable development', which means approving development, that accords with an up to date development plan, without delay.

2.7 Section 5 of the NPPF highlights that in order to support the government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. Also that the needs of groups with specific housing requirements are addressed (paragraph 60).

2.8 Section 8 requires planning decisions to aim to achieve healthy, inclusive and safe places and beautiful buildings which, amongst other things, enable and support healthy lifestyles (paragraph 96). The NPPF also requires planning decisions to take into account and support the delivery of local strategies to improve health for all sections of the community (paragraph 97).

2.9 Paragraph 114 requires appropriate opportunities to propose sustainable transport modes, safe and suitable access achieved, appropriate levels of parking provided and any significant impacts mitigated. Paragraph 115 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

2.10 Section 12 explains that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Also, that good design is a key aspect of sustainable development.

Supplementary Planning Documents

2.11 South Tyneside Council has adopted a number of supplementary planning documents including:

- SPD1 - Sustainable Construction and Development (2007): provides guidance on how new development should integrate sustainable construction techniques;
- SPD6 - Parking standards (2010): provides details of the maximum levels of provision for car parking, and minimum levels of provision for parking for people with disabilities, cycles and motorcycles. Maximum car parking provision is set by general location / zone within the Borough, and the type / use class and scale of development

Emerging South Tyneside Local Plan

2.12 The current draft of the local plan was published for consultation in January 2024, whilst the draft policies are a material consideration, given the stage in preparation of the plan, only limited weight can be given to them. The policies which are relevant to the consideration of the application are:

- Policy SPD1 - Presumption in favour of sustainable development: states that the council will take a positive approach in the consideration of planning applications, reflecting the presumption in favour of sustainable development, as defined within the NPPF;
- Policy SPD2 – Strategy for sustainable development to meet identified needs: supports proposals that promote healthy lifestyles and delivers social infrastructure;
- Policy SPD3 – Spatial strategy for sustainable development: seeks to focus growth in the main urban areas and encourages higher development densities (where appropriate);
- Policy 1 – Promoting healthy communities: supports development which would improve the health, wellbeing and quality of life for South Tyneside residents, this includes the delivery of heath care provision and improvements;
- Policy 3 – Pollution: seeks to ensure that development does not cause unacceptable impacts that may cause pollution of water, soil, or air through noise, vibration, odour, light, fumes, dust or other pollutants;
- Policy SP15 – Climate change: requires new development to meet the challenges of mitigating and adapting to the effects of climate change. This includes that developments should reduce carbon emissions by embedding sustainable principles into the design, construction and operation of development;
- Policy 5 – Reducing energy consumption and carbon emissions: requires development to include sustainable design and carbon reduction measures as far as possible, and incorporate sustainable design and construction practices;
- Policy 9 – Sustainable drainage systems: requires SuDS to be incorporated within relevant development;
- Policy 10 – Disposal of foul water: defines the drainage hierarchy, requiring development to connect to the public sewer in the first instance;
- Policy SP17 – Strategic economic development: requires a comprehensive approach to building a stronger and more resilient local economy, including attracting new businesses;
- Policy 23 – Employment development beyond employment allocations: supports employment development outside the main employment allocations where it is within the main urban area, satisfies the sequential test, where it cannot be accommodated

on allocated employment sites, would not result in undue harm to the character or appearance or amenity of the area and would be accessible to sustainable travel opportunities, with appropriate vehicular access;

- Policy SP21 – Natural environment: seeks to ensure the protection and enhancement of the natural environment, including by securing net gains for biodiversity;
- Policy 33 – Biodiversity, geodiversity and ecological networks: requires development to avoid and minimise adverse impacts and secure effective mitigation, compensation and/ or enhancement measures for unavoidable impacts on priority species;
- Policy 35 – Delivering biodiversity net gain: requires net gain to be secured and delivered in accordance with the statutory framework;
- Policy 47 – Design principles: requires all development to provide for high quality design that is sustainable, accessible to all users, safeguards amenity and contributes positively to the character and visual amenity of the borough. It states that development must reflect context, identity and built form and incorporate provisions for effective movement and nature and provide appropriate storage for waste;
- Policy 50 – Social and community infrastructure: supports development proposed by health providers to meet the needs of local communities;
- Policy SP26 – Delivering sustainable transport: requires new development to promote sustainable transport by delivering or facilitating sustainable transport modes.

3. Planning analysis

3.1 This section of the report provides information to inform an assessment of the proposed development against the policies contained within the development plan and other material considerations.

Principle of the development

3.2 The application site lies within the main town of Hebburn, within the existing built up area. CS policies ST1 and SC1 support development within the main towns and seek to ensure that it maximises community benefits. Draft local plan policy SPD2 supports proposals that promote healthy lifestyles and deliver social infrastructure, with draft policy SPD3 reflecting existing policies ST1 and SC1 to focus growth in the main urban area and encourages higher development densities. Draft policy 1 also supports development that would improve the health, wellbeing and quality of life for residents, which includes the delivery of health care.

3.3 The current and emerging policies reflect the provisions of NPPF, which require the planning system to contribute to the achievement of sustainable development and support the provision of local health and wellbeing services. Locating new development in sustainable locations is a key element of this.

3.4 The proposed development would reuse an existing building within a sustainable main town. This would help improve the role of Hebburn and would provide a development that would deliver important community benefits, particularly to those with specific health needs. There are no similar specialised services available within the area, particularly those which include access to the hydrotherapy pool and sensory rom, as a result, there is a high demand for the facilities that would be provided by the development.

3.5 In addition to the benefits to users of the service, the development would also support the delivery of at least 14 full time and 6-8 part time jobs, according with the provisions of the development plan and NPPF.

3.6 The principle of the development to provide a much needed day centre and community respite service, including respite sleeping care facilities in a highly accessible and sustainable location therefore meets the requirements of CS policies ST1 and SC1, DMP policy DM2 as well draft local plan policies SPD2, SPD3, 1 and 23, and the NPPF.

Design and sustainability

3.7 CS policy EA1 requires new development to ensure that the best qualities of the built and natural environment are conserved. Policy DM1 of the DMP requires new development to be designed sensitively to its surroundings with particular regard to scale, proportions, alignment, form, use of materials and architectural detailing, furthermore it requires developments to be designed to achieve lower carbon emissions and be energy efficient, with greater resilience to the likely effects of climate change. Policy 47 of the draft local plan requires new development to deliver high quality design that is sustainable, and contributes positively to character and visual amenity, with draft policy SP15 and 5 requiring sustainable carbon and reduction

measures. Also that development must reflect context, identity and built form. The policies reflect section 12 of the NPPF.

3.8 There are limited proposed external changes to the building, however the plans illustrate that the proposed design and materials complement the existing building in its scale, materials and overall form.

3.9 It is the applicants aspiration is to deliver a commercial building that offers economical running costs, with an installation that is both efficient and has low carbon emissions. It is proposed that the development will encompass passive design and energy efficiency measures in order to reduce CO2 emissions beyond the notional building baseline.

3.10 With regard to the sustainable design and visual impact of the development, it is therefore submitted that the proposal meets the requirements of CS policy EA1, DMP policy DM1 and emerging local plan policies SP15, 5 and 47, alongside the provisions of the NPPF and SPD1.

Residential amenity

3.11 CS policy EA5, DMP policy DM1 and emerging local plan policies 3 and 47 require new developments to protect existing amenity and living conditions. Which is also reflected within the NPPF. The application site lies within a residential area, with dwellings to all sides of the site. The key considerations are therefore potential disturbance from impact on privacy/ overlooking and potential noise/ disturbance.

3.12 With regard to impact on privacy and overlooking, the existing first floor, to the front of the property is proposed to accommodate four bedrooms. There would be a separation distance of over 22m between the bedroom windows and the side elevation of 76 Rother Close, which does also contain windows.

3.13 The existing escape stair on the southern elevation, adjacent to the gable wall of 54 Rother Close is proposed to be enclosed. Given the scale and location of the proposed enclosed stairs, it is not considered that they would result in overshadowing of the adjacent dwellings.

3.14 With regard to potential impact from noise and disturbance, given the established use as a health centre, it is considered that the main difference, particularly as a result of the operating times, would be the inclusion of respite sleeping care. This would result in staff being on the site overnight. The day centre is proposed to operate between 9am until 4pm. As a result, the users of the service would arrive between 9am and 10am and would leave the centre between 3pm and 4pm. Those clients staying at the centre for respite care would arrive at different points during working hours, rather than in the evening.

3.15 As a result, it is submitted that the proposed development would protect existing amenity and accord with the provisions of the development plan and other material considerations.

Highway safety

3.16 The application is supported by a transport statement, prepared by Motion, which considers the relevant planning policies, accessibility of the site, parking provision and residual impact of the development. This concludes that:

- The proposals accord with national, regional, and local policies relevant to transport;
- The site is accessible via sustainable transport methods;
- Safe and suitable access to the site can be achieved by all users;
- Appropriate parking provision for both cars and cycles will be provided;
- The proposals include appropriate provision for servicing activity; and,
- The levels of traffic associated to the proposals will not lead to any harm to the existing operation and free-flow of traffic on the adjoining highway network.

3.17 The proposal therefore accords with the provisions of DMP policy DM1, the NPPF, draft local plan policy SP26 and SPD6.

Biodiversity

3.18 As the proposed development would not impact a priority habitat and impacts less than 25sq metres of on-site habitat or 5 metres of linear habitats, it is exempt from the requirements of biodiversity net gain. The proposed site plan does however illustrate that there are proposals to enhance the site – planning a new hedge to the northern boundary of the site, as well as planning a new tree and small section of hedge at the southern boundary. By maintaining and enhancing the provision on the site, the proposal accords with CS policy EA3, DMP policy DM7 and emerging local plan policies SP21, 33 and 35.

4. Summary and conclusion

4.1 The proposed development would develop a much needed service for those members of the community who require a high level of treatment and intervention to maintain and improve their physical and mental needs.

4.2 National planning policy is clear that proposals which accord with the provisions of the development plan should be approved without delay; and that where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF as a whole, or where specific policies indicate the development should be restricted.

4.3 This statement demonstrates how the proposed development accords with the provisions of the development plan and other material considerations. The applicant therefore respectfully requests that planning permission is granted.