

TWC/2016/0708

Telford Bus Station, Telford Town Centre, Telford, Shropshire

Hybrid planning application: Part A: Full application for erection of new bus station, temporary link to existing bus station and shopping centre, associated landscaping and highway works and alterations to Brown Elm car park to provide a new taxi rank. Part B: Outline application for the erection of an extension to the shopping centre comprising retail, food and beverage units (use classes A1-A3); creation of a new plaza and link mall within the shopping centre; new shopping centre entrance, public realm and landscaping works, bus station facilities, alterations to Brown Elm car park to provide pedestrian walkway and remaining associated highway works (amended description)

APPLICANT

Telford Trustees No. 1 and Telford Trustees No. 2 Ltd

RECEIVED

01/08/2016

PARISH

Great Dawley, Lawley and Overdale

WARD

Ketley and Overdale, Malinslee and Dawley Bank

OFFICER Steven Drury

1.0 PROPOSAL

- 1.1 This is a hybrid application seeking permission for the erection of a replacement bus station, demolition of the existing town centre bus station, erection of a two storey extension to the existing shopping centre, various associated enabling works, works to Brown Elm car park including the provision of a new taxi rank and associated landscaping and public realm improvement works.
- 1.2 Full details have been provided in respect of the replacement bus station, temporary access works, new taxi rank and part of the associated highway works.
- 1.3 Outline permission is sought for the remaining works which include the shopping centre extension, internal shopping centre works to provide a plaza and link mall, remaining bus station facilities, remaining works to Brown Elm car park to provide pedestrian link to Northfield Street, highways works, landscaping and public realm works. Details of access, layout, siting and landscaping will be provided at a later date as a reserved matters application.
- 1.4 The development is to be carried out in two phases. The first phase will involve the erection of the replacement bus station together with associated temporary access works and the provision of the taxi rank within Brown Elm car park. Works will also be phased to allow the bus station to remain fully operational whilst construction works are ongoing. The new bus station concourse will be accessed via a temporary link until the shopping centre extension and internal reconfiguration have been carried out. The existing ticket office and driver facilities will continue to be used until the new shopping

centre is provided at which time the temporary access arrangements will be removed.

- 1.5 The second phase of the development will involve the provision of a 7,100 sq metre extension to the shopping centre comprising 5,000 sq metres of A1/A2 floor space, 1,500 sq metres of A3 and 600 sq metres of sui generis. A new public entrance from Northfield Street will be provided together with public realm enhancements, landscaping and provision of an external A3 unit alongside Northfield Street. Internal works will include the provision of a new double height mall, link mall and increased retail floor area. External works will also include enhanced pedestrian linkages to Brown Elm car park, the Southern Quarter and Southwater.
- 1.6 The works form part of the next stage of the Telford Town Centre redevelopment masterplan which was granted approval in 2013 under TWC/2013/0612. Whilst this application has been submitted as a standalone application, it effectively accords with the parameters set out as part of the outline consent, with the exception that it now includes works within the shopping centre along Sherwood Street and New Street which were not part of the outline permission.
- 1.7 The application has been accompanied by the following supporting information:
 - Planning Statement
 - Design & Access Statement
 - Application Drawings
 - Air Quality Assessment
 - Arboricultural Survey
 - BREEAM Pre-assessment report
 - Energy Statement
 - Flood Risk Assessment
 - Preliminary Ecology Report
 - Preliminary Environmental Risk Assessment
 - Sustainability Statement
 - Utilities Statement
 - Statement of Community Engagement
 - Phase 1 External Lighting
 - Transport Assessment
 - Transport Plans
 - Framework Travel Plan
- 1.8 The application is accompanied by the following Heads of Terms to be included within a S106 agreement:
 - Highways improvement contribution,
 - Public art
 - Provision for the Council to undertake the proposed highway works,
- 1.9 The proposed development has previously been the subject of a screening opinion which reached the conclusion that the proposal would not require an Environmental Impact Assessment.

2.0 SITE AND SURROUNDINGS

- 2.1 The site is located within Telford Town Centre and comprises three key parts: the Bus Station, the southern part of the Shopping Centre and Brown Elm car park.
- 2.2 The existing Bus Station is located at the Southern part of the Shopping Centre and fronts onto Northfield Street. Access is currently provided by separate entrance and exits which provide a one way system through the site. The existing station contains 15 bays and a large hardstanding to the front separated from Northfield Street by a row of trees and landscaping. A taxi rank is located on the adjacent side of the landscaped area on Northfield Street. The existing bus station is an enclosed, glass fronted structure which contains waiting areas for each bus stand together with driver facilities and a ticket office. It connects internally to the shopping centre via a ramped walkway which links with Wrekin Square.
- 2.3 The southern part of the Shopping Centre is centred around Wrekin Square with New Row extending west, New Street extending east and Dean Street extending northwards. With the exception of New Row which is a double height mall, the malls are single storey and single height and pedestrians entering from Brown Elm car park and Northfield Street currently have no option but to walk through the bus station. Alternatively, pedestrians are required to travel east through the Southwater development, entering the shopping centre over the enclosed bridge and along Sherwood Street.
- 2.4 The main service yard (the Landlord Service Yard) for the Shopping Centre is located to the southwest of the site and is accessed via Northfield Street.
- 2.5 Brown Elm Car Park is a surface car park located to the south of Shopping Centre and Northfield Street. It has two entrance points, from Northfield Street and Southwater Way to the south and contains 606 parking spaces. Only the north west part of the Brown Elm car park is the subject of this planning application. The Southern Quarter and Southwater developments are located immediately to the east of the car park.

3.0 RELEVANT PLANNING HISTORY

- 3.1 The site forms part of the wider Telford Town Centre Redevelopment Masterplan. Outline approval was granted in December 2013 under TWC/2013/0612 which included the following quantum of development:
- Use Class A1 52,975 sq. m
 - Use Class A2-A5 23,456 sq. m
 - Use Class C1 8,500 sq. m
 - Use Class D2 6,000 sq. m
 - Sui Generis 1,000 sq. m
- 3.2 The quantum of floorspace granted by the outline planning permission was to be brought forward under subsequent reserved matters applications which

would incorporate and thus draw down from the floorspace approved for each zone.

3.3 Reserved matters approval has been granted for two of these areas; namely, the Southern Quarter and the Northern Anchor.

3.4 Southern Quarter:

TWC/2014/0694 - Application for Approval of Reserved Matters for the erection 6 units (Use Class A3 and A4) totalling 2,437 sqm with associated landscaping and public realm, car parking, covered cycle spaces, access and service arrangements – Granted 31/10/2014

3.5 This development proposed materials to match the Southwater development and included a “tower” at the western end of the site to act as a way finder in the town centre and to give the development an identity. The intention was that all subsequent phases of development across the town centre adopt a similar architectural language and urban design principle though the use of different materials which will give each area its own character and identity. This development is now well under construction.

3.6 Northern Quarter:

TWC/2015/0526 - Reserved matters application for part demolition, refurbishment and extension to former food store to create 7no. units (Use Class A1 (Shops) and A3 (Restaurant and Cafés) demolition of existing petrol station, creation of new entrance to existing town centre and additional car parking spaces – 21st August 2015.

3.7 Works have begun to strip out the former Asda building and prepare the site for the future development. This development provided a total of 6,590 floorspace comprising 5,940 sqm of A1 uses and a further 650 sqm of A1/A3 uses. It also contained a ‘tower’ at its north eastern corner in keeping with the design principle and architectural language intended to be applied across the whole town centre redevelopment.

3.8 Southwater:

The site is also adjacent the wider Southwater development which is currently ongoing. Outline permission was granted on 17th June 2010 under W2009/0914 for a *mixed use development comprising Offices and Civic offices (B1a/sui generis); Residential (C3) (up to 330 units); Retail, Cafes/Restaurants, Financial and Professional Services, Drinking Establishments (A1,A2,A3,A4); Learning and Media Centre (to include the replacement of Meeting Point House), Leisure Pool, Cinema, Hotels, Energy Centres, Conference and Event facilities including outdoor events space and a Medical Centre (C1, D1, D2 and sui generis); associated landscape improvements to the public realm, replacement and construction of Southwater Lake, boundary treatment and new and reconfigured access; construction of basement, undercroft, surface and multi storey car parking; and all associated and ancillary works. Retention, refurbishment and extension of the existing ice rink building and extension to bowling and bingo*

building. Retention of existing hotels (the Holiday Inn and International Hotel) and Event Centre facilities (The International Centre).

3.9 Various full and reserved matters permissions have subsequently been granted for developments within Southwater which is also being development in phases. These have included the following: -

- TWC/2012/0006 – Erection of multiscreen cinema, A3/A4 retail units, an 82 bedroom hotel and 603 space car park - Granted March 2012.
- TWC/2012/0512 – Erection of 697 space Multi Storey Car Park – Granted 12 September 2012
- TWC/2015/0746 - Erection of a two storey front extension to create 3no. restaurants/cafes at ground floor level (Use Class A3) and theatre and meeting rooms/community space on first floor level (sui generis and mixed use B1/D2) – Granted 30th November 2015
- TWC/2016/0633 - Reserved matters application in relation to outline planning permission W2009/0914 for the erection of a multi storey car park, hotel/bar/restaurant - Under determination
- TWC/2016/0646 - Erection of hotel (Use Class C1) with ground floor bar/restaurant (use class A3 or A4) and provision of multi-function open space area together with associated hard and soft landscaping, disabled parking and ancillary works – Under determination

4.0 PLANNING POLICY CONTEXT

4.1 Saved Policies in Wrekin Local Plan:

EH7: Land Contamination

EH8: Remedial Action on Contaminated Land

EH14: Land Stability

UD2: Design Criteria

UD4: Landscape Design

UD5: Public Art

4.2 Telford & Wrekin Core Strategy:

CS2: Jobs

CS3: Telford

CS4: Central Telford

CS8: Regeneration

CS9: Accessibility and Social Inclusion

CS10: Community Facilities

CS12: Natural Environment

CS13: Environmental Resources

CS14: Cultural, Historic and Built Environment

CS15: Urban Design

4.3 Central Telford Area Action Plan (CTAAP):

CTAAP was adopted in March 2011. CTAAP is a statutory planning document at the local level. In Paragraph 1.2.3 the Council sets out that the purpose of CTAAP is “To further develop the vision and objectives for the Central Telford area outlined in the Core Strategy, and to provide a framework of policies and principles to guide spatial development of the Central Telford area”. Relevant policies include:

TC1: Town Centre Core
SA1: The Existing Shopping Area
CT1: Mixed Use
CT2: Retail
CT3: Employment
CT6a: Leisure, Culture and Tourism
CT6b: Establishing the Evening and Night time economy
CT6c: Managing the Evening and Night-time Economy
CT8: Box Road
CT9: Other Highway Network Improvements
CT10: Parking
CT12: Public Transport
CT13: Pedestrian and Cyclist Network
CT14: Environmentally sustainable buildings
CT15: Design
CT17: Public Realm
CT18: Storey Heights and Tall Buildings
CT19: Biodiversity
CT20: Landscaping
CT23: Developer Contributions for Delivering Infrastructure

4.4 National Guidance:

The National Planning Policy Framework (NPPF) is a material consideration which needs to be taken into consideration when determining applications.

4.5 Emerging Telford & Wrekin Local Plan:

The emerging Telford & Wrekin Local Plan (TWLP) has now been submitted for examination and can also therefore be given some weight in the determination of applications. Relevant policies are listed as follows:

SP1: Telford
SP4: Presumption in Favour of Sustainable Development
EC2: Employment in Urban Area
EC5: Telford Town Centre
EC9: Evening and Night Time Economy
EC12: Leisure, cultural and tourism development
NE1: Biodiversity and Geodiversity
NE2: Trees, Hedgerows and Woodlands
C1: Promoting Alternatives to the Car
C3: Impact of Development on Highways
C5: Parking
BE1: Design Criteria

5.0 SUMMARY OF CONSULTATION RESPONSES

5.1.1 Local Member/Parish Council responses

5.1.1 Lawley & Overdale Parish Council: Comment

Agree with the many comments from members of the public that the new bus shelter should be fully enclosed to make it weather proof for the comfort of users. Also feel that the proposed reduction in bus bays to provide an “open space gateway” to the shopping centre is unnecessary. Retaining the bus bays will provide capacity for holiday buses and their passengers to use the station facilities, keeping all bus services in one hub location.

5.1.2 Great Dawley Parish Council: No comments received

5.2 Standard consultation responses

5.2.1 Ecology: Support Subject to Conditions

Raises no objection subject to conditions on landscaping and external lighting and informatives relating to nesting wild birds. Also requests that replacement trees (larger specimen) are provided to offset those being lost.

5.2.2 Urban Design: Comment

No objection in principle to this proposal, but it is considered that this new building is somewhat generic and functional and needs some real interest and uniqueness injected into it to respond to the overall increase in the quality of town centre development. The introduction and use of colour would be simple, but effective way of doing this to make this facility more personable and welcoming for all those who use public transport.

5.2.3 Highways: Awaited

5.2.4 Trees: Comment

There is an opportunity to provide quality, large and impressive trees as focal points within the setting and to illuminate and emphasise them as features within the new layout subterranean infrastructure for the trees to be planted needs to be conditioned and specified within any landscaping proposal

5.2.5 Drainage: Support subject to conditions

Raise no objection subject to the addition of a condition requesting full details of foul and surface water drainage to be provided prior to commencement of the development.

5.2.6 Public Protection (Pollution Control): Awaited

5.2.7 Public Protection (Contaminated Land): Awaited

5.2.8 Conservation/Built Heritage: No objection

Makes no comment.

5.2.9 Parks and Open Spaces: Comment

Given the proposed layout there are limited options to place soft landscaping in this area other than what is currently proposed. However, the use of soft artistic/contemporary/atmospheric LED lighting on the bus station (n.b. a similar proposal is being carried out in Southwater) may compensate for this. This could be provided as part of the public art contribution.

5.2.10 Coal Authority: No objection

The Coal Authority is satisfied with the broad conclusions of the Preliminary Environmental Risk Assessment that coal mining legacy issues are not significant within the application site and do not pose a risk to the proposed development. Accordingly, The Coal Authority does not object to the proposed development and no specific mitigation measures are required as part of this development proposal to address coal mining legacy issues.

5.2.11 Shropshire Fire & Rescue: Comment

Consideration should be given to the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications"

5.3 Neighbour consultation responses

None received at time of writing report.

6.0 **PLANNING CONSIDERATIONS**

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Project Aims and Objectives
- Principle of Development
- Design Issues
- Highways and Access
- Ground Conditions and Land Stability:
- Flood Risk and Drainage
- Trees and Ecology
- Environmental Impacts
- Sustainability
- Planning Obligations/S106

6.2 Project Aims and Objectives

6.2.1 The proposed development includes the following aims which have been identified in the approved masterplan and relevant local planning policies: -

- The provision of a new bus station facility on the same site as the existing (site identified following public and stakeholder events)
- The need for a reduced bus station facility on site
- The need for a weather protected route from the bus station to shopping centre

- The need for a footpath connection between Southwater/Southern Quarter and the Shopping Centre/Bus Station
- New Shopping Centre entrance facing Northfield Street
- Opportunity for improved connectivity from Northfield Street to Wrekin Square
- Creation of high quality public realm along Northfield Street
- Opportunity to deliver large retail space presently unavailable within the shopping centre
- Opportunity to strengthen connectivity and create a choice of legible routes within the shopping centre
- Re-use of existing structure offers sustainable delivery of new space.

6.3 **Principle of Development**

6.3.1 As identified in section 3 of this report, outline planning permission was granted in 2013 under planning permission reference TWC/2013/0612 for the wider redevelopment of Telford Town Centre. Within the Telford Town Centre Masterplan, provision was made for the redevelopment of the town centre bus station and the extension and alteration of the shopping centre and the principle of the proposed development has therefore previously been established. However, as the site boundary of this application extends beyond the 2013 permission, the submission cannot be considered as a reserved matters application and is therefore a separate standalone application. The site areas are, however, similar and continue to adhere to the same principles adopted in 2013 masterplan. The proposal seeks to provide a modern bus station, to enhance the retail dynamic of the existing shopping centre and create better connectivity with the Southwater and Southern Quarter complexes.

6.3.2 Whilst the policy situation was discussed at length at during the 2013 outline application, a brief summary and update of the current policy context is provides as follows:

6.3.3 The Core Strategy, saved Wrekin Local Plan and Central Telford Area Action Plan (CTAAP) continue to form the local development plan, with national guidance provided by the National Planning Policy Framework (NPPF). However, the emerging Telford & Wrekin Local Plan (TWLP) has now been submitted for independent examination in accordance with Section 22 of The Town and Country Planning (Local Planning) (England) Regulations 2012 with hearings expected to commence in November 2016 and can now also be given weight in the determination process.

6.3.4 The NPPF seeks to focus retail development and other town centre uses within town centres and at paragraph 23, encourages development that creates competitive town centres and which contributes to their long-term viability. The Core Strategy at Policy CS4 identifies Telford Town Centre as a “strategic town centre” and the focus of new major housing, employment, retail, recreation, leisure, service and mixed use development serving the needs of the borough and sub-region. This approach is developed in more detail by CTAAP which aims to establish a strong, long terms development

vision and strategy to successfully guide the changes to Central Telford and achieve long term ambitions.

6.3.5 The emerging Wrekin Local Plan Policy SP1 confirms that Telford Town Centre will remain the borough's sub regional shopping centre and will be supported in this role. WLP Policy EC4 confirms a hierarchical approach to development whereby retail, office, leisure developments and community facilities will first be directed to Telford Town Centre before Market Towns, District Centres and Local Centres. Proposals which make a positive contribution to the diversity and vitality of these centres will be encouraged and promoted. Policy EC5 refers specifically to Telford Town Centre and sets out the following requirements:-

- The Council will support development that reinforces Telford Town Centres role as a sub-regional shopping centre, by directing main town centre uses to Telford town Centre.
- Any additional net comparison goods (non food) and convenience goods (food) retail development will be first directed to the Telford Town Centre Primary Shopping Area

6.3.6 The proposal is intended to enhance the current retail offer within the existing shopping centre, boosting viability and contributing positively to the role of the shopping centre in the local and wider area. The development will be contained entirely within the Town Centre Primary Shopping Area as indicated in Map 3 of the WLP where comparison and convenience goods would be acceptable. The proposal will make a positive contribution to both the vitality and viability of the town centre and accords with WLP Policies EC4 and EC5.

6.3.7 Policy EC11 advocates support for development proposals which enhance connectivity between Telford Town Centre and Ironbridge and accessibility between the town centre and Telford Central railway station. The main shopping area at the Telford Shopping Centre provides an accessible and protected internal environment for pedestrians, however, the pedestrian routes to and from the main shopping area and elsewhere in Telford Town Centre are poorly defined and require improvements. Access between the existing main shopping area and the rest of Telford Town Centre is particularly constrained in the evening by the closure of the shopping area. The Council will encourage neighbouring landowners and other inward investors to collaborate on the provision of improvements including better lighting, promoting new uses in the evening and other ways of making pedestrian access safer and more inviting outside of shopping hours. The redevelopment of the bus station will provide a modern, improved hub from which to operate public transport services to parts of Telford and beyond. Alterations to the car park, highway and public realm will provide enhanced linkages with the surrounding area including the Southwater development and the scheme will include a fully integrated connection with the shopping centre. As such, the proposal accords with Policy EC11 together with Policy C4 which requires development proposals to be safe, convenient and well-designed with good accessible and appropriately lit walking, cycling and public transport routes.

6.3.8 Policy EC12 advocates support for new cultural, tourism and leisure activities and improvements to existing facilities where they meet the following criteria: -

- They are located in an accessible location
- They include high quality public realm
- They are well connected via travel plans to secure links to public transport, parking and visitor wayfinding

The proposal seeks to boost the shopping centres roles as a sub-regional shopping destination, is located in a highly accessible location in the town centre, includes public realm enhancements and will provide footpath linkages to surrounding areas to enhance connectivity, in addition to the bus station redevelopment discussed above. As such, the proposal also accords with Policy EC12.

6.3.9 The NPPF and emerging WLP both contain a presumption in favour of sustainable development and advocate support for proposals which are considered to be sustainable. This approach is demonstrated in the TWLP in Policy SP4.

6.3.10 CTAAP adopts a specific policy approach to development within the existing shopping centre. It seeks to improve pedestrian access links to and from the shopping centre from surrounding areas which has previously been constricted by the box road. Access between the existing shopping area and the rest of the Town Centre is particularly constrained in the evening by the closure of the Shopping Centre. The Shopping Centre is also very inward facing with a very limited number of frontages towards the rest of the Town Centre. It concludes that although the shopping area is the hub of activity within the town, it is not realising its potential to interact and connect with the rest of the Town Centre. In order to address these issues, Policy SA1 requires development to contribute to the delivery of the following elements:

- a mixture of uses including approximately 50,000 sq. metres of comparison retail
- other appropriate uses including convenience retail and leisure
- An improved skyline with a variety of building heights;
- Improve existing public spaces, as identified on Map 2;
- Incorporate outward facing frontages with pedestrian-friendly streets which face outwards towards the surrounding areas of the Town Centre.

6.3.11 Policy CT2 requires no more than an additional 65,000 sq. m (gross) comparison retail development will be provided in the Town Centre Core over the period to 2016. Approximately 50,000 sq. m of this should come forward within the Existing Shopping Area. The proposal seeks permission for a total of 7,100 sq metres of additional floorspace within the shopping centre comprising 5,000 sq metres of A1/A2 floor space, 1,500 sq metres of A3 and 600 sq metres of sui generis and therefore accords with the requirements of CTAAP Policy CT2 together with the parameters approved under the original masterplan.

6.3.12 With specific regard to the public transport element of the proposal, CTAAP Policy CT12 confirms that the bus station on Coach Central will continue to

provide a focus for bus services in Telford Town Centre. Measures to improve bus journey times will be introduced to improve accessibility to key services in Telford town centre. These will be in association with appropriate bus priority measures and real-time passenger information. Improvements to the town centre network will also accommodate improved facilities for coach users. Accessible taxi ranks, in locations convenient for town centre facilities and public transport will be developed around the town centre. The proposal includes measures designed to provide an enhanced bus station facility as a transport hub for bus services across the borough and beyond. It includes provisions for coach provision at the front of the site and a taxi rank is to be provided in the centre of Brown Elm Car Park in an easily accessible location to the north west of the Southern Quarter and Southwater developments.

6.3.13 For the reasons set out above, it is considered that the principal of the proposed development accords with all relevant local and national policy, including those policies within the emerging Telford & Wrekin Local Plan.

6.4 **Design Issues**

6.4.1 The bus proposed development is to be delivered in two phases with the bus station, associated access and highway alterations and taxi rank provided in phase one and the retail element, public realm enhancements and footpath connect to be provided in phase two. This application therefore only provides detailed design information for the first phase, with details of phase two to be provided as a subsequent reserved matters application.

6.4.2 The proposed bus station is to be provided directly in front of the existing bus station on the north side of Northfield Street. This location was identified as the preferred location by public and stakeholder consultation events carried out prior to submission. The development will be delivered in a phased programme which allows the bus station to remain operational throughout the construction process. Details are provided on pages 18 & 19 of the submitted Design and Access Statement.

6.4.3 Phase one of the development will see the new 12 bay bus station linked to the existing concourse and shopping centre via a covered walkway. The existing ticket office and bus driver facilities will remain operational during this stage, however, the existing concourse will gradually be partitioned off as each phase of the new bus station becomes operational. Phase two of the development will see the shopping centre extension built alongside, behind and above the new bus station, however, only details of the scale have been provided at this stage.

6.4.4 Scale and Massing: The proposed bus station will consist of an open fronted concourse covered by a mono-pitch roof rising to a height of 6.5 meters at its highest point, extending 61 metres in width and covering a concourse measuring 450 square metres. The new facility will contain 12 bays which is a reduction from the 15 existing, however, this has been agreed as the number necessary by TWC and Arriva. The roof has been angled in relation to the

ground levels which fall away to the east. The height of the open frontage has also been chosen to accommodate double decker busses.

- 6.4.5 The applicants Design and Access Statement advises that the scale and height of the bus station has been kept deliberately low so as not to compete with the shopping centre extension behind it which will be much larger in scale. Whilst an outline of the proposed shopping centre can be seen on the proposed bus station elevations, this is indicative only and will be considered as part of a later reserved matters application.
- 6.4.6 Appearance: The proposed design contains a fairly uniform palette of materials which have been selected to complement the existing shopping centre. Following concerns raised by officers, a brighter colour scheme has been provided which includes a pattern tiled wall in various colours along the rear of the concourse. The building will incorporate white aluminium ceiling tiles, a mid-grey aluminium standing seam roof, grey supporting columns and glazed screens in the front and sides. Natural light will be provided through skylights to be provided above the concourse which will be complimented by an internal lighting system designed to be warm and inviting. Following officer concerns regarding the colour scheme, the supporting columns will be painted yellow to brighten the concourse. A drainage scheme has been incorporated which will see downpipes discreetly incorporated into the rear external wall.
- 6.4.7 The bus station is a major arrival point into the town centre therefore its design is important, with a need to appear warm and inviting whilst providing a modern, stylish and elegant design solution. The amended proposal is considered to achieve these objectives, in the form of a colourful concourse which uses 2.2 m high glass screens to protect customers from the elements and the forecourt. The plans indicate that signage will be provided on the west side of the roof with details to be conditioned.
- 6.4.8 Full details of the appearance of the shopping centre extension (together with associated public realm and landscaping works) will be submitted as a subsequent reserved matters application.
- 6.4.9 Landscaping and Public Realm: A hard and soft landscaping scheme has been submitted with the application which shows how landscaping around the perimeter of the bus station will be provided. Soft landscaping in the form of shrubs, hedgerows and grass will be provided along the forecourt frontage, separating it from Northfield Street and along the east and west forecourt sides, separating it from the public footpaths. A suitable mix of planting has been proposed which will succeed in providing relief from the hard surfacing in the forecourt and Northfield Street. A palette of hard landscaping has also been provided which is considered to complement the existing Northfield Street scheme (implemented by the Council) and hard surfacing within Southwater and the Southern Quarter.
- 6.4.10 The second phase of development will see the delivery of the main public realm elements of the scheme. Whilst precise details of these works will be provided at reserved matters stage, they will include the provision of a public

plaza to the west of the bus station which will provide a high quality public space at the entrance to the shopping centre with the possibility of the provision of street furniture and public art.

6.4.11 Whilst the submitted hard and soft landscaping details only make up a small proportion of the overall landscaping scheme, the details provided are considered acceptable, helping to complement the bus station and surrounding area, strengthening and enhancing existing landscape features in accordance with CTAAP Policy CT20 and Saved Wrekin Local Plan Policy UD4.

6.4.12 External Lighting: An external lighting scheme has been submitted with this application but only relates to the bus station and forecourt at this stage. The submitted scheme shows lighting of the forecourt, walkways and within the concourse. The use of a coloured LED strip along the canopy fascia to reflect the other developments within the town centre has been discussed but is considered to be cost-prohibited, however, a similar feature is intended to be incorporated within the shopping centre extension. The submitted lighting scheme is considered satisfactory and will help to provide a safe and attractive environment for people to use in the evening as well as the daytime in the support of the Councils aspirations to provide and sustain an evening and night time economy. .

6.4.13 Temporary Screening: The proposal also includes details of temporary construction screening which will need to be erected around the area to the west of the bus station where phase 2 works will eventually be carried out. This screen will be clearly visible and a prominent feature within the street scene but is necessary as part of the construction works. Officers are satisfied that it is acceptable on a temporary basis and further details of its size, siting and appearance can be controlled by a condition of the planning permission.

6.5 **Highways and Access**

6.5.1 Highways Issues: The application has been supported by a Transport Assessment carried out by Peter Brett Associates which considers the likely impact upon the local highway network. The assessment considers both the retail extension and the changes to the bus station and the application also is accompanied by a Travel Plan.

6.5.2 The shopping centre extension will create 7,100 sq metres of additional floorspace which will generate additional vehicle movements in and around the town centre. The Transport Assessment concludes that there is expected to be 10 additional two-way trips in the morning peak hour along Northfield Street, at the Malinsgate / Woodhouse Central / Northfield Street junction and an additional nine two-way trips at the St Quentin Gate / Grange Central / Northfield Street roundabout. In the evening peak hour, there is expected to be 53 additional two-way trips at the Malinsgate / Woodhouse Central / Northfield Street junction and along the western half of Northfield Street and 58 additional two-way trips at the St Quentin Gate / Grange Central / Northfield Street roundabout and along the eastern half of Northfield Street.

- 6.5.3 The traffic impact of the Shopping Centre expansion was considered within the 2013 outline application that this application sits within. Its associated junction capacity assessments for the Box Road scheme delivered through CTAAP were based on the strategic model that was used to inform the Box Road works, and the outline permission was included as a committed development within the highway modelling associated with those works. Therefore, no further junction capacity assessments are required.
- 6.5.4 Parking: In terms of parking provision, the new retail units are likely to be served by the nearest car parks which are Brown Elm and Yellow Beech although the shopping centre is served by all seven shopping centre car parks. There is expected to be a higher demand for parking spaces resulting from the development and potentially a need for more parking although the Southern Quarter development will provide additional spaces in Brown Elm Car Park. A parking accumulation study has been undertaken to understand the impact on parking and to ensure adequate parking is provided, with the impact on the two car parks closest to the retail expansion considered for impact. The report concludes that the bus station and taxi rank phase of the application will have no impact upon parking demand or numbers, however, the second phase (increase in retail floorspace) will require additional spaces to be provided. It is considered that the spaces provided as part of the Southern Quarter development would be sufficient, however, additional space within the other town centre car parks is also available.
- 6.5.5 Overall in respect of the potential highways impact, it is considered that the proposal could be accommodated by the existing highways network and would not have an adverse impact upon highways safety. In this respect, the proposal is therefore considered to comply with Core Strategy Policy CS9, emerging TWLP Policy C3 and the requirements of the NPPF in terms of improving the quality of parking within town centres so that it is convenient, safe and secure.
- 6.5.6 Bus Station: The replacement bus station will continue to be accessed from Northfield Street via reconfigured entry point and will egress onto a reconfigured service road to the east of the bus station forecourt. The bus station has been reduced in size from 15 to 12 bays as required by the operator and the forecourt is also smaller than existing but swept path analysis carried out confirms sufficient space is available for manoeuvrability of buses within the site. The Council's Highways team have assessed the proposal and consider it to be acceptable in planning terms, albeit that some tweaks may need to be made to improve manoeuvrability.
- 6.5.7 CTAAP Policy CT12 concerns public transport and advises that the bus station on Coach Central (Northfield Street) will continue to provide the focus for bus services in the town centre where development should include measures to improve bus times in association with appropriate bus priority measures and real-time passenger information. The scheme will provide a modern, enhanced bus station facility which includes information screens and is therefore considered to meet the requirements of CT12. The provision of an accessible taxi rank in Brown Elm Car Park also meets the requirements of

Policy CT12 and emerging WLP Policy EC9 in terms of providing safe taxi/private car pick up and drop off points in order to support the development of a night time economy.

- 6.5.8 It has been agreed that the Council will carry out the highway works to be undertaken in association with the redevelopment of the bus station and this will form part of an obligation within the S106 agreement.
- 6.5.9 Access Issues: In order to maintain connectivity, a temporary covered walkway will be provided linking the new concourse to the existing bus station facilities and shopping centre. This link will contain both a ramp and steps and will be fully DDA compliant. Works to construct the shopping centre extension can then take place around the walkway, with a new shopping centre entrance and covered transition to the bus station eventually provided as part of phase two. Once operational, the temporary walkway can be removed. On this basis, officers are satisfied that fully DDA compliant access can be obtained to the bus station throughout the construction process.
- 6.5.10 Works to improve connectivity to Brown Elm Car Park, Southwater and the Southern Quarter development through the provision of a pedestrian crossing across Northfield Street and a walkway across Brown elm Car Park will be provided as phase two of the development. Such works to improve access links within Telford Town Centre are in accordance with CTAAP Policy CT13.

6.6 **Ground Conditions and Land Stability**

- 6.6.1 Contamination: A Preliminary Environmental Risk Assessment has been carried out which considers ground conditions on site. The assessment concludes that the continued commercial and retail use of the means that the overall geo-environmental risk in terms of ground conditions is low to medium. However, the historic use of nearby land for mining activity together with more recent use as a bus station does presents the risk of some contaminants having been released into the ground. Sources of ground gas may also occur from nearby capped mineshafts. It is therefore recommended that further surveys are carried out as part of the development comprising intrusive ground investigation which will inform foundation design. This approach is considered acceptable in principle and further survey work can be requested and controlled as a condition of the planning permission.
- 6.6.2 Mining Issues: The wider application site falls within the defined Development High Risk Area and therefore contains coal mining features and hazards which need to be considered in relation to this application. The Preliminary Environmental Risk Assessment confirms that the proposed works themselves do not fall within the defined Development High Risk Area and therefore concludes on the basis of the review of desktop mining sources that there is no significant risk of instability arising from the presence of shallow workings, shafts, adits or other mining features at or beneath the site. The Coal Authority have assessed the application and submitted assessment and consider that no further assessment or investigations are necessary in respect of mining risk.

6.6.3 Slope Stability: The proposal will not involve any significant level changes and is not located within an area of slope instability. The Preliminary Environmental Risk Assessment concludes there is no significant risk of instability arising and as such, the proposal meets the requirements of saved Policy EH14 of the Wrekin local Plan.

6.7 Flood Risk and Drainage

6.7.1 The application has been supported by a Flood Risk Assessment and draft Drainage Strategy. The report demonstrates that the site has a low risk of flooding and confirms that surface water from the Development can be drained sustainably to ensure that flood risk is not increased elsewhere and that attenuated storm and foul water can be drained into the adjacent public sewers. It is considered that the information provided within this report satisfies the requirements of the NPPF, the Environment Agency, Severn Trent Water and Telford and Wrekin Council.

6.7.2 The Council's Drainage team have assessed the application and raise no objection subject to the addition of a condition requesting full details of foul and surface water drainage to be provided prior to commencement of the development.

6.8 Trees and Ecology

6.8.1 Trees: Officers note that all existing trees at the bus station are to be removed with only minimal areas of replanting to be provided. The Council's Trees Officer has suggested that more tree provision should be provided which includes the strategic planting of quality trees to act as features within the development. Unfortunately, the reduction in size of the bus station required to facilitate the shopping centre extension has left little space available within the site to accommodate more substantial specimens which could also obstruct visibility.

6.8.2 Ecology: The Preliminary Ecological Appraisal by Waterman Infrastructure and Environment Ltd (July 2016) finds the site to contain habitats of negligible or low ecological value and no potential bat roosting habitats exist due to the nature of the buildings and the current lighting. There is potential for nesting birds (including urban species which can nest all year around) and for foraging and commuting bats. The site does not contain suitable locations for the provision of bat boxes and the provision of bird boxes in the local area is occurring under the original outline consent. The external lighting scheme provided takes steps to minimise light spill outside of the operational areas of the bus station and is considered acceptable.

6.8.3 Subject to the addition of conditions relating to external lighting and landscaping and informatives concerning nesting wild birds, officers are satisfied that the proposal will not harm protective species or wildlife habitats.

6.9 **Sustainability**

6.9.1 CTAAP Policy CT14 sets out the sustainability requirements for new developments in central Telford where non-residential buildings containing more than 1,000 sq. metres of floor space must achieve a BREEAM 'very good' standard. Emerging TWLP Policy ER1 also confirms support for low carbon development and energy efficient schemes. The application has been accompanied by an Energy Statement and a BREEAM New Development Pre-assessment Report which confirms that the building has been designed to achieve BREEAM very good rating. The proposal also includes technology such as air source heat pumps, low energy lighting and heat recovery ventilation designed to deliver energy savings and to generate at least 10% of the developments energy demand as required by CTAAP Policy CT14.

6.10 **Other Matters**

6.10.1 **Air Quality**: An Air Quality Impact Assessment has been submitted with the application which identifies the source of likely air quality impacts as dust, plant and construction equipment and increased traffic movements associated with the retail development. The report concludes that dust emissions can be mitigated satisfactorily, emissions from plant would be small in comparison to existing traffic movements. The report sets out recommendations to restrict dust emissions from site during the construction phase which are considered acceptable by officers. Further information relating to traffic emissions has been requested by officers and will be controlled by planning condition.

6.11 **Planning Obligations/S106**

6.11.1 The applicant has proposed the following heads of terms to be included within a Section 106 Agreement:

- Contribution towards the cost of the delivery of highway improvements relevant to the proposed development, based on the CTAAP Highways Contribution (as set out in the 2013 S106 agreement)
- Provision of public art to a value appropriate to the proposed development,
- Provision for the Council to undertake the proposed highway works, subject to the Trustees retaining control over delivery timeframes and costs.

6.11.2 Highways and public art contributions will be calculated based upon the contributions agreed in the original S106 agreement attached to TWC/2013/0612, but amended relative to development proposed.

6.11.3 Officers have also requested a contribution towards travel plan monitoring and S106 monitoring and compliance costs, however, the applicant considers these are not necessary as they are already covered in the original S106 agreement attached to TWC/2013/0612 where contributions have already been paid.

7.0 CONCLUSIONS

- 7.1 The proposed development represents a positive and sustainable form of development which will assist with the Councils aim to continue to promote Telford Town Centre as a sub-regional retail centre and a destination for retail and leisure development, particularly as part of an evening and night-time economy. The proposal helps to achieve this through the provision of a redeveloped, modernised bus station facility, an enlarged shopping centre with improved retail offer, improved legibility and accessibility both to and within the shopping centre and externally through public realm improvements and new footpath connections, the provision of a new taxi rank and street lighting to provide safe, convenient and well-lit access to public transport provisions.
- 7.2 The proposal has been assessed against and is considered to comply with policies contained within the local development plan and national planning guidance and is recommended for approval.

8.0 RECOMMENDATION

- 8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the following:

- A.) The applicant entering into a Section 106 agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:
- i) Delivery of highway improvements relevant to the proposed development,
 - ii) Provision of public art to a value appropriate to the proposed development,
 - iii) Provision for the Council to undertake the proposed highway works, subject to the Trustees retaining control over delivery timeframes and costs,
- B.) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):

Conditions

- A1. A04 Time Limit – Full
- A2. B010 Details of Materials
- A3. BCust Phasing Plan
- A4. B150 S.E.M.P.
- A5. BCust Construction Screening
- A6. B061 Foul and Surface Water Drainage
- A7. BCust Covered Walkway details

- A8. BCust Internal concourse details
- A9. B145 External lighting
- A10. B128 Landscape maintenance
- A11. CCust Framework Travel Plan
- A12. Cust Air Quality Impact Assessment
- A13. Cust Previously unidentified contamination
- A14. Ccust BREEAM Very Good
- A15. C38 Approved Plans

- B1 A01 Time limit - Outline
- B2 A03 Time limit – submission of reserved matters
- B3 B002 Standard Outline
- B4 Cust Permitted Floorspace
- B5 Cust Phasing Plan
- B6 Bcust Demolition Working Method Statement
- B7 B150 Site Environmental Management Plan
- B8 B029 Construction Screening
- B9 B010 Materials
- B10 B061 Foul and Surface Water Drainage
- B11 B145 External Lighting Plan
- B12 B128 Landscape Maintenance
- B13 BCust Plant and machinery
- B14 CCust Framework Travel Plan
- B15 CCust Air Quality Impact Assessment
- B16 CCust Previously unidentified contamination
- B17 CCust BREEAM Very Good
- B18 C38 Approved Plans

Informatives

- I06 S106
- I17b Coal Mining Informative
- I25b Nesting Wild Birds
- I40 Conditions
- I41 Reason for Grant
- RANPPF1 Approval - National Planning Policy Framework.