TELFORD AND WREKIN RETAIL AND LEISURE STUDY 2006 TO 2026 PHASE II TOWN CENTRE CAPACITY

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White



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1.0 SCOPE AND PURPOSE OF THE STUDY

- 1.1 Telford and Wrekin Borough Council has commissioned this Study from White Young Green Planning and Design (WYG) as a Phase II to the Telford and Wrekin Retail and Leisure Study (2006 to 2026), referred to hereafter as 'The Retail Study (2006)', which was completed in December 2006. The purpose of the Study is to assist in planning for the development and expansion of retailing in Telford Town Centre and to assist with the preparation of the Central Telford Area Action Plan DPD. The scope of the Study is:
 - to advise on the ability of Telford town centre to meet the need and capacity for additional convenience and comparison retail floorspace identified by Phase I of the Retail Study;
 - to consider all sites with the potential to accommodate new retail floorspace either through entirely new floorspace or through the intensification of (an) existing operation(s); and
 - to advise upon a phasing strategy for sites coming forward over five year periods covering the time frame 2006 to 2026.
- 1.2 The Study is focussed upon the town centre but also appraises development potential of 'Edge of Centre' and 'Out of Centre' retail parks to the north of the town centre. The town centre boundary is taken from the 'Local Development Framework: Central Telford Area Action Plan Preferred Options Report'. The plan at Appendix 1 shows the town centre boundary, as defined by the Town Centre Character Area, in the Central Telford Area Action Plan; there are eight sub areas within the Town Centre Character Area boundary, as shown in Appendix 1.
- 1.3 This Study considers the availability of sites comprehensively and the ability of sites within the town centre to meet the need and capacity identified by The Retail Study (2006). This Study is not a Masterplan and does not seek to conceptualise the redevelopment of sites, other than to suggest the likelihood of sites coming forward and the potential quantum of floorspace that could be accommodated on each.
- 1.4 The Council intends that this Study will be followed-up by a series of more detailed development briefs and/ or a Masterplan for individual sites or groups of sites. The conclusions that this Study reaches with regard to the ability of sites to meet the need and capacity identified and the phasing of sites coming forward will inform the completion of detailed site development plans thereafter.

2.0 METHODOLOGY

- 2.1 WYG has completed a comprehensive survey of sites within the eight sub areas of the Town Centre Character Area, as identified in the Central Telford Area Action Plan Preferred Options report. The comprehensive survey included all sites that WYG considers could come forward for retail development. Inclusion does not mean necessarily that sites will come forward for retail development. *De facto* sites that are excluded are not considered likely to come forward for retail development or redevelopment.
- 2.2 Each site considered is categorised by its current use and status; 10 categories are used:
 - **BO** Brownfield sites in office use that are considered in the context of comprehensive redevelopment for retail led use:
 - **BL** Brownfield sites in leisure use that are considered in the context of comprehensive redevelopment for retail led use;
 - **BM** Brownfield sites in mixed use that are considered in the context of comprehensive redevelopment for retail led use:
 - IE Existing retail areas that are considered in the context of retail intensification;
 - IN Existing non-retail areas that are considered in the context of intensification through the introduction of retail as a new use;
 - CP Town Centre car parks that are considered in the context of redevelopment for retail led use, with the caveat that there should be no net loss of parking in the town centre:
 - **T** Town Centre Transport Node, considered in the context of relocation and redevelopment for retail led use;
 - **G** Greenfield sites considered in the context of development for retail use;
 - O Other sites in the town centre considered to have potential for retail redevelopment;
 and
 - OT Out of town centre sites already in retail use, considered in the context of retail intensification.
- 2.3 The plan at <u>Appendix 2</u> shows the sites by category. An assessment proforma for each site considered is attached at <u>Appendix 3</u>.
- A principal consideration in the conclusions reached, regarding which sites should be identified for retail development, is proximity to the town centre, having regard to the definitions of 'Primary Shopping Area', 'Edge of Centre' and 'Out of Centre' contained within Planning Policy Statement 6 (2005) 'Planning for Town Centres' (PPS6):

'Primary Shopping Area' – Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are contiguous and closely related to the primary shopping frontage);

'Edge of Centre' – For retail purposes, a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the 'Primary Shopping Area'. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads or car parks, the attractiveness and the perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a

barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre; and 'Out of Centre' – A location which is not in or on the edge of a centre but not necessarily outside the urban area.

- 2.5 The plan at Appendix 4 illustrates which areas of the town centre WYG considers to be part of the 'Primary Shopping Area', in an 'Edge of Centre' location or in an 'Out of Centre' location, having regard to the PPS6 definitions. These definitions do not constitute an allocation of sites and definition is based purely on which part of the town centre is the 'Primary Shopping Area' and the distance and ease of movement between this area and the remainder of the town centre. Section 5 of this Report provides justification for the decisions WYG has made in categorising areas of the town centre. The categorising of areas is informed by PPS6 and the professional judgement of WYG.
- 2.6 A second principal consideration is the likelihood of sites coming forward for retail development. The plan at Appendix 6 categorises each site based upon a consideration of its likelihood of coming forward. This is informed by WYG's consideration of: suitability, availability and viability for retailing; planning policy; and commercial viability. The assessment of a sites likelihood of coming forward for retail development/ redevelopment includes a consideration of prevailing market conditions. Some sites that are not available for retail development in the short term might come forward in the longer term.
- 2.7 The Retail Study (2006) quantifies the need and capacity for additional convenience and comparison retail floorspace in the Borough over the period to 2026. Having regard to the classification of potential sites and the likelihood of sites coming forward, this Study goes on to identify the scope for the town centre to accommodate the need and capacity identified.
- 2.8 Consideration is given first to the ability of sites within the 'Primary Shopping Area' to meet the need and capacity identified, followed by a consideration of the need to bring forward sites in 'Edge-of-Centre' locations and finally any requirement to identify opportunities for additional retail floorspace in 'Out of Centre' locations.
- 2.9 The plan at Appendix 6 is a phasing strategy. The phasing strategy phases the delivery of floorspace to meet the need and capacity identified by The Retail Study (2006) in to five year intervals. The plan at Appendix 6 draws together all of the information recorded by the Study to identify which sites should come forward in which phase over the period from 2006 to 2026, to ensure that the need and capacity for additional floorspace in Telford is met. Five year phasing periods are used for two reasons: they are consistent with The Telford Retail Study (2006); and because PPS6 advises that retail need should normally be assessed over a five year period.

3.0 SITE APPRAISALS

Sites within the 'Primary Shopping Area'

- 3.1 <u>Appendix 4</u> illustrates that WYG considers the 'Primary Shopping Area' of Telford to be restricted to within the Box Road. This area is considered to be the Primary Shopping Area because all of the 'high street' operators in Telford are located within this area, as are the majority of other commercial 'town centre' uses.
- 3.2 WYG has considered the retail development prospects of five sites within the 'Primary Shopping Area'. The five sites, for which a proforma is included at Appendix 3, are:
 - **IE1** Telford Shopping Centre;
 - **T1** Town Centre Bus Station;
 - **CP3** Red Oak car park:
 - CP5 Ash Grey car park; and
 - O1 Undeveloped land within the 'Primary Shopping Area'.

IE1 - Telford Shopping Centre

- 3.3 The Telford Shopping Centre is the principal shopping destination in the town and the Borough. It is occupied by: national multiple retailers including Beatties, Bhs, Marks and Spencer, Next and Primark; high-street banks; restaurants and cafes; and an Asda superstore which is integral to the shopping centre. The covered area of the Telford Shopping Centre, excluding the external car parks and bus station, extends to some 9.7 ha. The retail floorspace in the shopping centre is concentrated principally at ground floor level, although the Beatties store, which opened in 2005, trades over two levels. The Telford Shopping Centre is owned by Apollo Hawk.
- 3.4 There is some potential for the shopping centre to be improved and expanded upon, at least in part, to provide retailing on two or more levels. The shopping centre is designed and built as a single storey development and WYG considers that much of the complex would be unsuited to the addition of a second level and would require comprehensive redevelopment. It is unlikely that the Asda store would be extended upwards because Asda, like other large format food retailers, trades at upper levels from mezzanine floors only and WYG considers there is very limited scope for a mezzanine in this store.
- 3.5 WYG considers that it is unlikely that new, upper levels to the shopping centre will be constructed without redevelopment of the ground floor level. The shopping centre will not be redeveloped comprehensively at the same time. Redevelopment would have to occur in

stages, so that the shopping centre can continue to trade, with minimum disruption, whilst works take place.

3.6 The redevelopment of the south-west quadrant of the land enclosed within the Box Road, as the Beatties department store and associated multi-level parking, suggests that the expansion of the shopping centre to greater than single storey is both possible physically and viable financially.

T1 – Town Centre Bus Station

3.7 The town centre bus station is within the Box Road and part of the 'Primary Shopping Area'. It occupies an area of 0.5 ha and comprises a covered concourse, a series of external bays and a vehicle layover area. The Council has indicated that there is a possibility that the bus station could be relocated to an alternative site, to assist with achieving the development objectives for the town centre. Relocation of the bus station would release the site of the existing facility for redevelopment. There is potential for this to be integrated with the existing internal shopping areas and for retail development to extend over two levels. The site of the Bus Station is owned by Apollo Hawk.

CP3 – Red Oak car park

- 3.8 There are two car parking areas within the 'Primary Shopping Area', the Red Oak and Ash Grey car parks. The Red Oak car park occupies the north-east quadrant of the 'Primary Shopping Area' and is the largest car park at 2.9 ha; the surface car park has 622 spaces. The car park is larger than the Ash Grey car park and is well used by virtue of the ease of access it provides to the Telford Shopping Centre and to the Asda superstore specifically. The Red Oak Car Park is within the ownership of Apollo Hawk.
- 3.9 The strategy of the Council is to ensure that any redevelopment in the town centre does not lead to a net loss of car parking. The Council also has aspirations to downgrade parts of the Box Road, in connection with the restructuring and extension of the town centre. To facilitate the downgrading of the Box Road, it may be necessary to change the location of parking facilities so that traffic flows are directed away from those areas where it is intended that traffic flow is reduced.
- 3.10 The relocation of town centre parking from within the Box Road to outside of the 'Primary Shopping Area' would release land within the Box Road for redevelopment. There is also scope for redevelopment of existing parking areas whilst retaining parking in the Box Road; the development of the Beatties department store achieved this.
- 3.11 There are limited opportunities for new parking facilities on the edge of the 'Primary Shopping Area'; any parking displaced from the 'Primary Shopping Area' would have to be provided

within easy walking distance of the covered shopping area if the replacement provision is to function as a facility for the central area. WYG considers that redevelopment of some or all of the car parks within the Box Road is likely and that the Red Oak car park offers significant potential for extension of the covered retail malls.

- 3.12 There is a realistic prospect of the Red Oak car park coming forward for retail expansion of the Telford Shopping Centre, subject to there not being a net loss of town centre car parking; there are a range of ways in which this could be achieved including through the provision of multi-level development and multi-level parking.
- 3.13 Any redevelopment of car parks would require a comprehensive study of car park usage and demand.
 - CP5 Ash Grey car park
- 3.14 The Ash Grey car park is within the 'Primary Shopping Area' and occupies the north-west quadrant of land within the Box Road. The surface car park covers 1.8 ha and has 413 spaces. From the Ash Grey car park, shoppers can access the Beatties, Bhs, Marks and Spencer and Primark stores directly. Apollo Hawk owns the Ash Grey car park.
- 3.15 WYG considers that there is a realistic prospect of the Ash Grey car park coming forward for redevelopment. In common with the Red Oak car park, any redevelopment of the Ash Grey car park would require the provision of replacement car parking as part of a redevelopment scheme.
- 3.16 WYG considers that there are insufficient sites within reasonable walking distance of the 'Primary Shopping Area' on which parking displaced from both the Red Oak and the Ash Grey car parks could be provided. If both the car parks that are within the Box Road come forward for redevelopment then a significant proportion of parking would have to be retained on site; this is taken into account in the assessment of development potential of these sites, in terms of the likely quantum of floorspace provided.
- 3.17 As noted above, any redevelopment of car parks would require a comprehensive study of car park usage and demand. Nevertheless, a holistic approach to redevelopment within the Box Road would deliver additional retail floorspace, whilst retaining existing levels of parking provision within the town through an intensification of use on the site.
 - O1 Other undeveloped land within the 'Primary Shopping Area'
- 3.18 This 0.6 ha site, within the 'Primary Shopping Area' and adjacent to the northern elevation of the Asda superstore is undeveloped land.

3.19 The site is at grade with the Box Road, which is lower than the elevation of the Asda superstore which is raised above the road level by some three metres. The site could be incorporated into any comprehensive redevelopment proposals for the land within the Box Road.

Sites in an Edge of Centre Location

- 3.20 Appendix 4 illustrates what WYG considers to be the extent of the 'Edge of Centre' area in retail planning terms. The 'Edge of Centre' area comprises those sites adjoining but outside of the Box Road, within 300 metres of and easily accessible from the Primary Shopping Area.
- 3.21 WYG has considered the retail development prospects of eight sites within the 'Edge of Centre' area. The nine sites, for which a proforma is included at Appendix 3, are:
 - BO1 English Partnerships' Offices
 - BO2 Matherson House Office Building
 - **CP1** Lime Green car park/English Partnerships' car park;
 - CP2 Blue Willow car park;
 - CP4 Cherry Pink car park;
 - BL1 Severn Gorge Public House/Restaurant;
 - **BL2** Odeon Cinema:
 - **BM1** Southwater.

BO1 - English Partnerships' Offices

- 3.22 English Partnerships occupies an office building in the north of the town centre, to the north of the Lime Green car park and north west of the Odeon cinema; English Partnerships also owns the car parking area (part of site CP1) adjacent to its office and between the office and the Lime Green car park. The site is 0.7 ha.
- 3.23 English Partnerships owns considerable land in the vicinity of its offices. The offices are modern, but of no particular note or quality. WYG considers that there is some possibility that the site will come forward for redevelopment. WYG considers that if the site does come forward for redevelopment, this is likely to be as part of comprehensive redevelopment in this area of the town centre. Comprehensive redevelopment would be required, if the site is to come forward for retail redevelopment, as the site is unlikely to be an attractive redevelopment proposition is isolation for retail use. Comprehensive redevelopment could include the cinema (site BL2); and the Lime Green car park (Site CP1).
- 3.24 Appendix 6 illustrates the perceptions of WYG, with regard to the likelihood of sites coming forward. Notwithstanding the opinion that sites within this area of the town are most likely to

come forward as part of a comprehensive redevelopment scheme, <u>Appendix 6</u> illustrates that WYG considers the English Partnerships office site as the least likely to come forward.

BO2 - Matherson House Office Building

- 3.25 Matherson House is in the east of the town centre and adjoins the Box Road. The 3.5 ha site is occupied by the office building, fronting the Box Road, and a large parking area to the rear. The office building is modern, in a good state of repair and of good build quality. Apollo Hark owns the site.
- 3.26 WYG considers it unlikely that this site will come forward for retail redevelopment, within the short to medium term at least. Matherson House is modern, in good condition and occupied.
- 3.27 <u>Appendix 6</u> illustrates that WYG considers that it is unlikely that this site will come forward for retail redevelopment.
 - CP1 Lime Green car park/English Partnerships' car park
- 3.28 For the purposes of this assessment, WYG has conjoined the Lime Green car park with English Partnerships' car park as the two facilities are contiguous and connected to one another operationally. The two car parks cover an area of 2.3 ha and Appendix 2 illustrates their position to the west of the Box Road. English Partnerships' car park is in EP ownership and Apollo Hark owns the Lime Green car park.
- 3.29 The Lime Green car park is used by shoppers, cinema-goers (the Odeon cinema is adjacent) and employees of the office buildings to its south, including the civic and law buildings. The English Partnerships car park is used by employees of EP and employees working in the adjacent civic and law buildings; it is less well used as a shoppers' car park.
- In considering the prospects of the English Partnerships building coming forward for retail redevelopment (Site BO1), WYG concludes that it would be most appropriate if sites in this area of the town centre came forward as part of a comprehensive redevelopment scheme. However, WYG considers it possible that the cinema site (considered below) will come forward for redevelopment ahead of the remainder of the site. The EP building is likely to come forward in the longer term only and there is some prospect of the Lime Green car park being redeveloped at the same time. Redevelopment of the Lime Green car park is likely to bring about an intensification of use on the site, although WYG has some doubt over whether multi-level car parking outside of the Box Road is viable financially.
- 3.31 English Partnerships' car park is likely to remain single level, unless intensification of car parking on this site is financed by comprehensive redevelopment, for higher value (retail) use in combination with the Lime Green car park and the cinema site.

3.32 Given the above, Appendix 6 illustrates that WYG considers that it is unlikely that the EP and Lime Green car park sites will come forward for retail redevelopment. WYG considers that it is less likely that 'Edge of Centre' car parks will come forward for redevelopment as compared to the car parks within the Box Road (Ash Grey and Red Oak). The 'Primary Shopping Area' locations of the sites within the Box Road increase the sites' attractiveness for retail development and, through greater land value potentially, the prospect of multi-level parking. There is a possibility that car parking displaced from within the Box Road, through retail intensification, could be replaced by intensification of car parking outside of the Box Road.

CP2 - Blue Willow car park

- 3.33 The Blue Willow car park covers 1.5 ha and is in the ownership of Apollo Hark. The site is located adjacent to the Box Road, opposite the Beatties store, which is at the south west corner of the 'Primary Shopping Area'. It is adjacent to the Malinslee Police Station (West Mercia Constabulary) and civic and law buildings.
- 3.34 The Blue Willow car park occupies a prominent location and would be attractive commercially to retailers, particularly if the Box Road were to be downgraded and a direct link was provided between the 'Primary Shopping Area' and the site. However, Appendix 6 illustrates that WYG considers that it is unlikely that the site will come forward for redevelopment. It is also noteworthy that the site is separated physically from the Lime Green car park and the English Partnerships car park, which WYG considers could come forward for redevelopment as part of a comprehensive scheme.
- 3.35 WYG considers that despite its commercial attractiveness, proximity to the 'Primary Shopping Area' and appropriate size for retail redevelopment, it is likely that other town centre car parks will come forward for redevelopment ahead of the Blue Willow car park. Sites within the Box Road are most likely to come forward first.

CP4 - Cherry Pink car park

- 3.36 The 1.6 ha Cherry Pink car park is located to the south-east of the 'Primary Shopping Area', outside of the Box Road. It is a multi-storey car park and a bridge footway provides a direct link to the shopping centre. Apollo Hark owns the site.
- 3.37 Despite its proximity to the Telford Shopping Centre, being within the Box Road, the car park has limited visual connection with the centre. The footbridge provides a functional linkage, but the car park faces an inactive façade to the shopping centre. This lack of visual linkage reduces the commercial attractiveness of the site. The car park is a multi-storey facility, one

- of only two in the town, and is of greater value considerably than the surface level car parks which predominate.
- 3.38 Appendix 6 illustrates that WYG considers that it is unlikely that the site could come forward for redevelopment. Of the sites considered, it is the car park least likely to come forward for retail redevelopment and it is expected that the site will remain in its current use.

BL1 - Severn Gorge Public House/Restaurant

- 3.39 The Severn Gorge public house occupies a site of 0.6 ha and is located to the east of the Malinslee roundabout and west of a job centre. Marstons plc owns the site. The Severn Gorge is a modern red-brick building and it is sited in an 'Edge of Centre' location.
- 3.40 The site is small and is not suitable for retail redevelopment in isolation. The site could come forward as part of comprehensive redevelopment in the town. Appendix 6 illustrates that WYG considers that it is very unlikely that the site will come forward for redevelopment. The pub/restaurant was refurbished in November 2006, appears to trade well and there is no suggestion that it would be available immediately for redevelopment.

BL2 - Odeon Cinema

- 3.41 The Odeon Cinema occupies a 0.8 ha site on Forgegate, on the outer west side of the Box Road and to the north-west of the Primary Shopping Area. It is located to the north of the Lime Green car park and south of the Grays hotel and conference centre. UCI(UK) Limited owns the site.
- 3.42 The building is dilapidated and in a poor state of repair. <u>Appendix 5</u> illustrates that WYG considers that it is likely that the site will come forward for redevelopment in the medium term. The Odeon is the only cinema in Telford and, if the site is redeveloped, alternative provision for cinema-goers would have to be made.
- 3.43 WYG considers that this area of the town centre offers potential for comprehensive redevelopment, including: the cinema; the Lime Green car park; and English Partnerships' offices and car park. The site would be suitable for mixed use development comprising leisure (cinema) and retail uses and multi-level car parking, to ensure that there is no net loss of parking in comparison with current levels of provision.

BM1 - Southwater

3.43 This site comprises two parts identified as BM1(i) and BM1(ii) on the accompanying plans included as appendices.

BM1 - Area (i)

- 3.44 Area (i), the western part of the site, is a mixed-use area comprising: the Malinslee House Civic offices of Telford and Wrekin Council; the Brown Elm car park; and retail stores occupied by the Spencers In-Store Shopping Mall and Focus DIY. The site covers 7.3ha and is located to the south-west of the Telford Shopping Centre and bus station, to the opposite side of the Box Road. To the west is a job centre and to the east is a library and commercial leisure area (BM1(ii)). The site slopes upwards from north to south, from the Box Road to the road which forms the southern boundary of the site and the Green Network beyond. Apollo Hark owns the retail units and the Brown Elm car park and Telford and Wrekin Council owns the site of its offices. Brown Elm is a surface level car park. The Council offices, at Malinslee House, are dated and in need of refurbishment or redevelopment, as are the retail units.
- 3.45 WYG is aware that Telford and Wrekin Council has aspirations to consolidate and amalgamate its operations; the Council operates from Malinslee House and Darby House, to the north of the 'Primary Shopping Area', and intends to combine these operations on one site. The preferred approach is for Malinslee House to be redeveloped, as part of the comprehensive redevelopment of area (i), to provide a mixed-use scheme with possible uses including offices, retail, residential and leisure facilities. In common with other development sites in the town any redevelopment will have to make provision for car parking, either as part of the redevelopment or separately off-site, to compensate for the loss of the Brown Elm car park. WYG considers that there will be scope to accommodate multi-level parking as part of any redevelopment.
- 3.46 The Council has aspirations to downgrade the Box Road and this could provide an opportunity to link redevelopment of this area with redevelopment of the bus station concourse and layover area (Site T1). Relocation of the bus station could allow for an opening up of the frontage to the southern elevation of the Telford Shopping Centre. This inturn could allow for the development of public open space, perhaps in the form of a new public square, linking the shopping centre with redevelopment to the south of the Box Road in area (i).
- 3.47 <u>Appendix 6</u> illustrates that WYG considers that it is very likely that site BM1(i) will come forward for comprehensive redevelopment.

BM1 - Area (ii)

3.48 The eastern part of the Southwater site, identified as BM1(ii) comprises the town's library and Meeting Point House, Superbowl, Ice-Rink and Mecca Bingo occupying a site of 2.6 ha to the south of the Telford Shopping Centre and at the south-east corner of the Box Road. To the south of the site is the Town Park and to the east is a mixed-use development including the Telford International Centre. To the north of the site is the Cherry Pink car park (Site CP4)

and to the west is site BM1(i). A bridge link provides a direct link between the site and the Telford Shopping Centre. Telford and Wrekin Council owns the majority of the site although the site of Meeting Point House Ltd, is in the ownership of MPH.

- 3.49 Appendix 6 illustrates that WYG considers that it is very likely that BM1(ii) will come forward for comprehensive redevelopment. The layout of buildings is not well planned and there is scope to redevelop the site to achieve an intensification of uses, whilst retaining some of the existing facilities in new accommodation. WYG expects that new buildings would be provided to replace the library and Meeting Point House. As part of the redevelopment, some or all of the leisure uses may be relocated to an alternative site.
- 3.50 WYG has identified the likelihood of Site BM1(ii) coming forward as common to that of the remainder of the Southwater area (Site BM1(i)). If both BM1(i) and BM1(ii) come forward for redevelopment, it is likely that redevelopment would be phased and site BM1(i) is likely to come forward first. The library and leisure centre are more established and permanent uses. New locations would have to be found for these facilities or alternatively they would need to be accommodated within the redevelopment.

Sites in an 'Out of Centre' Location

3.51 Appendix 4 illustrates what WYG considers to be areas within the town centre boundary, as defined in the Central Telford Area Action Plan Preferred Options Report (2005), which are 'Out of Centre' in retail planning terms. WYG has considered the retail development prospects of four sites which are within the town centre boundary and considered to be 'Out of Centre' and two sites which are 'Out of Centre' and outside of the town centre boundary and 'Out of Centre'. The six sites, for which a proforma is included at Appendix 3, are:

Within the Town Centre Character Area Boundary

- IE2 Staples/Blockbuster Rampart Way Retail Park;
- IN1 National Farmers Union, Southwater Way;
- G1 Town Park, Southwater Way; and
- **O2** Grays Hotel and Conference Centre.

Outside of the Town Centre Boundary

- OTC1 Telford Bridge Retail Park; and
- OTC2 Telford Forge Retail Park.

- IE2 Staples/Blockbuster Rampart Way Retail Park
- 3.52 Staples and Blockbuster occupy a site of 0.6ha, to the north of Rampart Way and to the south of the M54 motorway. The site is separated from the town centre by offices to the south of Rampart Way; linkages between the town centre and the site are poor.
- 3.53 Appendix 6 illustrates that WYG considers that it is unlikely that the site will come forward for intensification. There is some limited scope for the intensification of retail activity on the site, subject to commercial viability and the ability to retain an operational level of car parking on the site. The existing buildings are relatively new and the opportunity is small scale and would contribute little towards meeting the need and capacity for additional retail floorspace identified by the Telford and Wrekin Retail Study (2006).
 - IN1 National Farmers Union Southwater Way
- 3.54 The NFU has offices in Agriculture House, which occupies a small proportion of the land included within Site IN1. Agriculture House is at the northern end of the site, located south of the junction of Southwater Way and the Malinslee roundabout.
- 3.55 Site IN1 is 2.7 ha. To the north of the site is the Malinslee roundabout, the Severn Gorge public house and the town's job centre. To the east of the site is Southwater (north of Southwater Way) and Town Park (south of Southwater Way). Residential properties extend south and west from the site. Telford and Wrekin Council owns the majority of the site; the National Farmers Union owns the NFU building.
- 3.56 WYG is aware that English Partnerships has planning permission for the construction of Class B1 office and light industrial uses on the residual site area not occupied by the NFU. If the site comes forward for Class B1 development, then it will not be available for retail redevelopment.
- 3.57 WYG understands that there is no certainty that the site will come forward for Class B1 uses. The potential availability of the site for retail has to be viewed in the context of its 'Out of Centre' location and that there are a number of sites in town centre and 'Edge of Centre' locations that, in accordance with the sequential approach to site selection, should be developed ahead of 'Out of Centre' sites. Section 5 of this report deals with phasing of sites coming forward over the period to 2026 and a key consideration is accordance with the sequential approach, as set out in PPS6.
- 3.58 WYG considers that, if the site does not come forward for Class B1 uses, then the site could offer potential for retail development. This would be dependent upon the site being more

integrated with the town centre, which would be achieved if redevelopment of Site BM1(i), and the sequential approach being satisfied.

G1 – Town Park, Southwater Way

- 3.59 Town Park (part thereof), as defined in this assessment, extends over 5.5 ha. It is part of the town centre and included in this assessment given its proximity to other potential development sites. Town Park, which Telford and Wrekin Borough Council owns, continues to the south and east of the town centre. To the south and west is a residential area and the north is the National Farmers Union site and Site BM1(i).
- 3.60 Town Park is part of the Telford Green Network and WYG considers that this should remain the case. Appendix 6 illustrates that WYG considers there is no prospect of this site coming forward for retail redevelopment; such a scheme would be contrary to the development plan and not in conformity with national planning guidance.

02 - Grays Hotel and Conference Centre

- 3.61 The Grays Hotel and Conference Centre occupies a 2.3ha site, sandwiched between two roads which spur from the M54 motorway (Junction 4) roundabout. To the south are offices occupied by English Partnerships' offices and the Odeon cinema and to the east is the commercial area between the town centre and Rampart Way.
- 3.62 The Grays Hotel site is considered to be in an 'Out of Centre' location for retail planning purposes. The site adjoins the Box Road and is near to the 'Primary Shopping Area'. The only safe and available routes from the shopping centre to the hotel, through the Lime Green car park, place it in an 'Out of Centre' rather than in an 'Edge of Centre' location.
- 3.63 WYG considers that the site is unlikely to come forward for retail development. The hotel and conference centre appear to trade successfully and there is no suggestion that it would be available immediately for redevelopment. Should the area to the south of the site (English Partnerships' office and car park/Odeon cinema/Lime Green car park) come forward for redevelopment then the Grays Hotel site could be drawn closer to the 'Primary Shopping Area'. This could increase the likelihood of it coming forward for retail redevelopment.
- 3.64 In current circumstances, WYG considers that there is little scope for redevelopment of the site for retail use given its 'Out of Centre' status and apparent lack of availability. Phasing is considered in Section 5 of this Report. The Grays Hotel site will feature as part of the longterm phase for retail development sites.

- OTC1 Telford Bridge Retail Park/ OTC2 – Telford Forge Retail Park
- 3.65 The two principal retail warehouse destinations in Telford are Telford Bridge Retail Park (Site OTC1) and the adjacent Telford Forge Retail Park (Site OTC2). Telford Bridge and Telford Forge are both outside of the town centre and are in 'Out of Centre' locations for retail planning purposes.
- 3.66 Telford Bridge is predominantly bulky goods retailers. Telford Forge is a mix of bulky goods and non-bulky goods and is anchored by a Sainsbury's foodstore. Appendix 7 provides a full schedule of occupiers at the retail parks.
- 3.67 WYG understands that there are a number of extant planning permissions relating to additional retail development at Telford Bridge and Telford Forge. The retail parks are almost complete and any additional floorspace provided will be minimal.
- 3.68 Appendix 6 illustrates that WYG considers that it is likely that further retail development will occur. This is reflective of the extant planning permissions at Telford Forge and Telford Bridge and is not indicative of a belief that further development will come forward over and above that which is already committed. The retail parks are outside of the town centre boundary and 'Out of Centre' in retail planning terms. Further retail development at these locations will only be acceptable if it passed the appropriate tests, as set out in PPS6, namely: a need is demonstrated; the sequential test is satisfied and all more central options are either developed out or shown to be not suitable, available or viable; and there would be no adverse impact on the vitality and viability of the town centre and district and local centres within the Borough.

4 QUANTIFYING OPPORTUNITIES AVAILABLE

- 4.1 WYG has considered the ability of nineteen sites in and around Telford town centre to meet the need and capacity for additional retail identified by The Telford Retail Study (2006). Six of these sites will not contribute to meeting the need and capacity identified.
- 4.2 The sites that will not contribute to meeting the need and capacity identified are:
 - **G1** Town Park, Southwater Way;
 - BO2 Matherson House Office Building;
 - **CP4** Cherry Pink Car Park;
 - BL1 Severn Gorge Public House;
 - IE2 Staples/Blockbuster, Rampart Way Retail Park; and
 - O2 Grays Hotel and Conference Centre.

Simple Potential

- 4.3 WYG considers that the other 13 sites have some potential to contribute towards meeting the need and capacity identified. WYG has assessed the 'simple' potential floorspace that these sites could deliver.
- Table 4.1 sets out the simple potential, site by site, and for the town centre as a whole. This is calculated on the basis that 50% of each site area is developable for retail floorspace; the residual 50% is assumed to be required for car parking, servicing and ancillary facilities. The net sales area is calculated at ratios of 80% for the sites within the 'Primary Shopping Area' and 70% elsewhere. The exceptions to the rule are the Telford Forge and Telford Bridge retail parks, where the 'simple' potential is set at zero, on the basis that these facilities are developed out and their 'Out of Centre' location for retail planning purposes means that the Council would not support further development at these locations until all town centre and 'Edge of Centre' locations are exhausted. The zero potential set for the two retail parks does not affect the outstanding commitments which, of course, could come forward.
- 4.5 The 'simple' potential does not imply necessarily that this quantum of floorspace will come forward or over what period of time the site might be available for development or redevelopment. It does not consider any site constraints that might restrict the quantum of floorspace coming forward. Conversely, it does not take account of the fact that more intensive development, such as multi-level development, or off-site parking provision could increase the quantum of floorspace delivered. Table 4.1 is a starting point for assessing the retail potential of the town centre.

- 4.6 Table 4.2 develops further the 'simple' potential recorded in Table 4.1 and illustrates the findings of a realism exercise. The realism exercise adds in all variables identified as part of the site survey, to arrive at a 'complex' assessment of the floorspace that the 13 sites are likely to deliver. Section 5 considers the time-frame over which sites are likely to come forward.
- 4.7 The 'complex' potential generated is compared with the need and capacity identified by 2026 to generate a phasing plan. The phasing plan determines which sites should be encouraged to come forward in the four five year periods (2006 to 2011, 2011 to 2016, 2016 to 2021 and 2021 to 2026).

FIGURE 4.1: 'SIMPLE' RETAIL POTENTIAL OF TOWN CENTRE DEVELOPMENT SITES

REF:	SITE	SIZE (ha)	POTENTI GROSS	AL (sq. m) NET
SITES IN THE	'PRIMARY SHOPPING AREA'			
IE1	Telford Shopping Centre	9.7	45,000	36,000
T1	Town Centre Bus Station	0.5	2,500	2,000
CP3	Red Oak car park	2.9	14,500	11,600
CP5	Ash Grey car park	1.8	9,000	7,200
01	Undeveloped land within the	0.6	3,000	2,400
	'Primary Shopping Area'			
Sub Total		15.5	74,000	59,200
SITES IN AN	EDGE OF CENTRE LOCATION FOR	RETAIL PLA	NNING PURI	POSES
BO1	English Partnerships' Office	0.7	3,500	2,450
CP1	Lime Green car park/EP car park	2.3	11,500	8,050
CP2	Blue Willow car park	1.5	7,500	5,250
BL2	Odeon Cinema	0.8	4,000	2,800
BM1 – Area	Southwater	7.3	36,500	29,200
(i)				
BM1 – Area	Southwater	2.6	13,000	10,400
(ii)				
Sub Total		15.2	76,000	58,150
SITES IN AN 'OUT OF CENTRE' LOCATION FOR RETAIL PLANNING PURPOSES (IN THE TOWN CENTRE)				
IN1	, , , , , , , , , , , , , , , , , , ,	0.7	10 500	0.450
Sub Total	NFU, Southwater Way	2.7 2.7	13,500 13,500	9,450
	'OUT OF CENTRE' LOCATION FOR			9,450
SITES IN AN 'OUT OF CENTRE' LOCATION FOR RETAIL PLANNING PURPOSES (OUT OF THE TOWN CENTRE)				
OTC1	Telford Bridge Retail Park	6.0	0	0
OTC2	Telford Bridge Retail Park Telford Forge Retail Park	9.7	0	0
Sub Total	Telloru Forge netali Park	9.7 15.7	0	0
TOTAL			•	
IUIAL		49.1	163,500	126,800

Complex Potential – 'Primary Shopping Area'

4.8 Figure 4.2 provides full details of 'complex' potential. The following section explains how the 'complex' potential is arrived at for each of the 13 sites.

Telford Shopping Centre

4.9 The Telford Shopping Centre development potential derives from the opportunity theoretically for redevelopment to deliver a two-level complex across the entire site; the Asda store is excluded from this assessment although could be reintroduced in connection with

redevelopment of the Red Oak car park. Part of the shopping centre is already multi-level (Beatties) and it is understood that the Council is seeking to encourage the provision of office units as part of any redevelopment. On these bases, WYG considers that there is some potential for additional retail floorspace through intensification of the Telford Shopping Centre. If it is assumed that half of the 'simple' potential translated into actual 'complex' potential then the potential of the site is 22,500 sq. m (gross)/18,000 sq. m (net).

Town Centre Bus Station

4.10 The town centre bus station is available for retail redevelopment subject to relocation of the transport node. The 'simple' potential indicates development of up to 2,500 sq. m (gross)/2,000 sq. m (net). Only some of the site is available for retail development, given that there is a need to retain access to the service area at the south-eastern end of the site and development may not extend to the Box Road along the entire length of the site. WYG considers that there is potential for 50% of the site area to be developed and scope for two-level development. The 'complex' potential is 5,000 sq. m (gross)/4,000 sq. m (net).

Red Oak Car Park

- 4.11 The Council's principle for redevelopment of existing town centre car parking is that there is no net loss in provision. To achieve redevelopment of 50% of the Red Oak car park will require a two-level development of both sales area and multi-level parking. On this basis, the maximum 'complex' potential for the site is 29,000 sq. m (gross)/23,200 sq. m (net) over two levels.
- 4.12 Redevelopment of the Red Oak car park will have implications for the visibility and accessibility of the Asda store; it would become enclosed rather than having an open aspect. WYG considers that the most successful form of redevelopment would be achieved by the Asda store relocating either on-site as part of redevelopment or elsewhere in the town centre. WYG considers that a multi-level development on the Red Oak car park is achievable, but would take some time to facilitate given the need to integrate this with the existing shopping centre and, potentially, relocate the Asda store as part of the development. Nothwithstanding this, WYG considers this to be a key development opportunity within the Box Road.

Ash Grey Car Park

4.13 In common with the Red Oak car park, redevelopment of the Ash Grey car park should not lead to any net loss in parking provision. To achieve redevelopment of 50% of the Ash Grey car park will require a two-level development of both sales area and multi-level parking. WYG considers that this is less likely to come forward than multi-level development on the Red Oak car park. At present, Bhs, Beatties, Marks and Spencer and Primark are accessed directly from the Ash Grey car park. Redevelopment of the Ash Grey site would reduce the

- visibility and the accessibility of these stores; they would become enclosed rather than having open aspect.
- 4.14 Redevelopment of Ash Grey as a two-level retail and car park would yield a 'complex' potential retail floorspace of 18,000 sq. m (gross)/14,400 sq. m (net). WYG considers that, if redevelopment of Ash Grey is to come forward, it will do so after completion of other development in the 'Primary Shopping Area'. Section 5 of this Report considers further the sequence of sites coming forward that should inform the Council's future development planning.
 - O1 Undeveloped land in the 'Primary Shopping Area'
- 4.15 WYG considers that this site is likely to come forward for redevelopment at the same time as any extension to/redevelopment of the Telford shopping centre and/or redevelopment of the Red Oak car park; this would complete development within the Box Road with the exception of the Ash Grey car park, which it is expected will come forward for development at a later date. If, as part of a comprehensive redevelopment of the Telford Shopping Centre, the Asda store is to be re-orientated, it will be appropriate to redevelop this area as part of this redevelopment.
- 4.16 The provision of additional retail sales area would have to be served by car parking in accordance with relevant Council policy. It is reasonable to assume that 50% of the site will be available for retail floorspace, with the residual site area reserved for car parking, services and ancillary facilities. The site is at a lower level than the existing shopping centre and offers potential for two-level development. WYG considers that the 'complex' capacity for the site is 6,000 sq. m (gross)/4,800 sq. m (net).

Complex Potential - 'Edge of Centre'

English Partnerships' Office

4.17 WYG considers that English Partnerships' office is likely to come forward for redevelopment only as part of a comprehensive redevelopment of the area to the west of the 'Primary Shopping Area', which includes the Lime Green car park, the Odeon cinema and English Partnerships' office and car park. WYG considers that retail development in this area of the town centre will be single storey only and the maximum 'complex' potential of this site is 3,500 sq. m (gross)/2,450 sq. m (net).

Lime Green car park/English Partnerships' car park

4.18 Redevelopment to the west of the 'Primary Shopping Area' is most likely to come forward as comprehensive redevelopment. The Council has established a principle that there will be no net loss of town centre car parking. WYG considers that there is limited scope for car parking

as part of any redevelopment and limited scope for redevelopment of the Lime Green car park. There is greater scope for redevelopment of the English Partnerships car park if English Partnerships relocates. The car park serves other offices, civic and administrative buildings and so its availability for redevelopment is not dependent solely upon discontinuation of use by English Partnerships.

- 4.19 WYG considers that the Lime Green car park is unlikely to come forward for redevelopment, as it would not be viable financially to redevelop the site and retain the same level of parking that is provided currently; this would require a multi-level development. Closure of the Odeon cinema (see below) may provide some scope for a rationalisation of parking provision. English Partnerships' car park does offer potential for retail redevelopment, subject to the redevelopment of English Partnerships' office for retail use.
- 4.20 Overall, WYG considers that the maximum developable area of the Lime Green/English Partnerships car park is 25% of its gross area. The maximum 'complex' potential of this site is <u>5,750 sq. m (gross)/4,025 sq. m (net)</u> unless alternative replacement car parking provision is made elsewhere in the town centre.

Blue Willow car park

4.21 WYG considers that the Blue Willow car park has the same constraints on development as the Lime Green car park. It is questionable whether the land has a sufficient value and critical mass to finance its redevelopment for retail use whilst retaining the same level of car parking. However, the corner aspect of the site, and its position opposite the Beatties development, may be sufficient to make bringing forward a multi-level development viable. WYG considers that there is scope for up to 7,500 sq. m gross/5,250 sq. m (net) of retail floorspace, as part of comprehensive redevelopment to provide multi-level retail and parking, but only in the longer term.

Odeon Cinema

4.22 WYG considers that at the present time it is unlikely that the Odeon cinema site will come forward for retail redevelopment. However, in the medium to longer term it is considered possible that the site will come forward for redevelopment. The site would be available in its entirety for redevelopment, subject to the provision of parking and ancillary facilities. WYG considers that single level retail development is the most realistic prospect and the 'complex' retail capacity is 4,000 sq. m (gross)/2,800 sq. m (net).

Southwater - area (i)

4.23 Outside of the 'Primary Shopping Area', Southwater area (i) offers the most viable opportunity for comprehensive retail redevelopment. The site has the critical mass to support a multilevel, mixed use development (including offices for Telford and Wrekin Council), which would

include significant retail development. WYG considers that the most suitable redevelopment option will be linked to redevelopment of the town centre bus station and down-grading of the Box Road, to provide new public space and direct links between the existing 'Primary Shopping Area' and the Southwater site.

- 4.24 The redevelopment will be mixed use as the Council wishes to diversify the range of uses in the Southwater area. Part of the use mix will include replacement offices for the Council and the remainder of the site will be available for a mix of other uses, to include retail, residential, leisure and ancillary car parking as part of a development which could incorporate multi-level elements.
- 4.25 The 'simple' retail potential for the site, based upon half of the site area, is 36,500 sq. m (gross). The site is not available in its entirety for retail development, but a third will be once two-thirds is occupied by Council offices and ancillary car parking. Provided that multi-level development is delivered, WYG considers that retail floorspace on site BM1(i), the 'complex' potential, could be in the order of 24,300 sq. m gross/19,440 sq. m net. The net floorspace capacity assumes a net:gross ratio of 80% on the basis that the development is of a town centre 'high-street' nature rather than retail warehousing

Southwater - area (ii)

- 4.26 This site adjoins the rest of the Southwater site and provides further opportunity for retail redevelopment at the edge of the 'Primary Shopping Area'. The site is occupied by a library, Meeting Point House, an ice rink and skate shop and a bingo hall. It is likely that there will be a requirement to incorporate some of the existing uses within any redevelopment. The site is operational fully and not available necessarily immediately. WYG is aware that there is a potential down-turn in bingo patronage, as a result of changes to the legislation on smoking in workplaces (1 July 2007), and this could trigger the availability of the site. There may be scope for incorporation or relocation of the leisure facilities as part of any redevelopment and there would be scope in any redevelopment proposal for incorporation of a library and floorspace equivalent to that occupied by Meeting Point House.
- 4.27 The site is elevated above the level of the 'Primary Shopping Area' and Southwater area (i) and WYG considers that single storey development would be appropriate. WYG considers that up to a quarter of the site will be available for new retail floorspace, having regard to the need to provide additional town centre parking and make provision for the accommodation of at least some of the existing uses. The derived 'complex' capacity for the site is 6,500 sq. m (gross)/5,200 sq. m (net).

Complex Potential - 'Out of Centre'

National Farmers' Union, Southwater Way

- 4.28 English Partnerships could exploit the potential to develop the remainder of the NFU site for office development; if the site comes forward for office development then the 'complex' capacity for retail floorspace is zero. The site is in an 'Out of Centre' location for retail planning purposes and so, of the town centre sites considered, is the least favourable sequentially. Section 5 considers further the phasing of sites coming forward.
- 4.29 The NFU premises occupy some 20% of the site. WYG considers that the residual 80% could potentially be available for development and 40% of the site could be occupied by retail floorspace. On this basis, the 'complex' retail capacity of the site is 10,800 sq. m (gross)/7,560 sq. m (net).

Complex Potential - 'Out of Centre' Retail Parks

Telford Forge and Telford Bridge Retail Parks

- 4.30 Table 4.1 sets the 'simple' retail capacity of the two sites as zero. WYG considers that Telford Forge and Telford Bridge are developed-out and there is no scope for any meaningful expansion. The retail parks are in an 'Out of Centre' location for retail planning purposes and located outside of the town centre; they are the least sequentially preferable of all sites considered in this analysis.
- 4.31 WYG has included the retail parks in the assessment of sites and advises that there should be no additional floorspace at Telford Forge and Telford Bridge, over and above existing commitments, until all other sites in the town centre that are available are developed-out.

Complex Potential – Quantification

4.32 Table 4.2 summarises the WYG assessment of 'complex' capacity.

FIGURE 4.2: 'COMPLEX' RETAIL POTENTIAL OF TOWN CENTRE DEVELOPMENT SITES

REF:	SITE	SIZE (ha)	POTENTIA	
			GROSS	NET
SITES IN THI	E PRIMARY SHOPPING AREA			
IE1	Telford Shopping Centre	9.7	22,500	18,000
T1	Town Centre Bus Station	0.5	5,000	4,000
CP3	Red Oak Car Park	2.9	29,000	23,200
CP5	Ash Grey Car Park	1.8	18,000	14,400
01	Undeveloped land within the PSA	0.6	6,000	4,800
Sub Total		15.5	80,500	64,400
SITES IN AN	EDGE OF CENTRE LOCATION FOR	RETAIL PLA	NNING PURI	POSES
BO1	English Partnerships' Office	0.7	3,500	2,450
CP1	Lime Green Car Park/EP Car Park	2.3	5,750	4,025
CP2	Blue Willow Car Park	1.5	7,500	5,250
BL2	Odeon Cinema	0.8	4,000	2,800
BM1 – Area	Southwater	7.3	24,300	19,440
(i)				
BM1 – Area	Southwater	2.6	6,500	5,200
(ii)				
Sub Total		15.2	51,550	39,165
	OUT OF CENTRE LOCATION FOR F	RETAIL PLAN	INING PURPO	OSES (IN
THE TOWN C				
IN1	NFU, Southwater Way	2.7	10,800	7,560
Sub Total		2.7	10,800	7,560
SITES IN AN OUT OF CENTRE LOCATION FOR RETAIL PLANNING PURPOSES (OUT				
OF THE TOW	· · · · · · · · · · · · · · · · · · ·			
OTC1	Telford Bridge Retail Park	6.0	0	0
OTC2	Telford Forge Retail Park	9.7	0	0
Sub Total		15.7	0	0
TOTAL		49.1	142,850	111,125

5 PHASING OF SITES COMING FORWARD

5.1 Figures 5.1 and 5.2 are taken from Section 5 of The Telford Retail Study (2006). Figure 5.1 details the quantitative need for additional convenience and comparison retail floorspace, in five year intervals over the period to 2026, and Figure 5.2 factors in the qualitative consideration of 'over-trading' in existing foodstores. The total quantum capacity for new retail floorspace is achieved by adding the comparison retail need in Figure 5.1 to the convenience retail capacity in Figure 5.2: Figure 5.3 summarises the overall capacity.

FIGURE 5.1: QUANTITATIVE NEED – TELFORD TOWN CENTRE (INCLUDING GROWTH PRO-RATA TO THE CURRENT MARKET SHARE OF EDGE OF CENTRE/OUT OF TOWN CENTRE FLOORSPACE IN THE TELFORD $\Delta RF\Delta 1^{\star}$

YEAR	CONVENIENCE		COMPARISON	
	£(m)	Sq. m (net)	£(m)	Sq. m (net)
AT 2006				
BY 2011	5.8-8.7	580-1,740	80.3-94.6	16,060-18,920
BY 2016	12.8-18.3	1,280-3,660	189.6-226.2	37,920-45,240
BY 2021	20.1-29.1	2,010-5,820	336.4-406.8	67,280-81,360
BY 2026	28.0-41.4	2,800-8,280	532.1-652.5	106,420-130,500

Average Sales Density Convenience - Assumed to be £5,000/sq. m and £10,000/sq. m

Average Sales Density Comparison - Assumed to be £5,000/sq. m

FIGURE 5.2: QUALITATIVE CAPACITY - TELFORD TOWN CENTRE (INCLUDING GROWTH PRO-RATA TO THE CURRENT MARKET SHARE OF EDGE OF CENTRE/OUT OF TOWN CENTRE FLOORSPACE IN THE TELFORD AREA)*

YEAR	CONVENIENCE	
	£(m)	Sq. m (net)
AT 2006	3.0-5.0	300-1,000
BY 2011	8.8-13.8	880-2,760
BY 2016	15.8-23.3	1,580-4,660
BY 2021	23.1-34.1	2,310-6,820
BY 2026	31.0-46.4	3,100-9,280

FIGURE 5.3: OVERALL NEED AND CAPACITY – TELFORD TOWN CENTRE (INCLUDING GROWTH PRORATA TO THE CURRENT MARKET SHARE OF EDGE OF CENTRE/OUT OF TOWN CENTRE FLOORSPACE IN THE TELFORD AREA)*

YEAR	CONVENIENCE	COMPARISON	TOTAL
	Sq. m (net)	Sq. m (net)	Sq. m (net)
AT 2006	300-1,000	•	300-1,000
BY 2011	880-2,760	16,060-18,920	16,940-21,680
BY 2016	1,580-4,660	37,920-45,240	39,500-49,900
BY 2021	2,310-6,820	67,280-81,360	69,590-88,180
BY 2026	3,100-9,280	106,420-130,500	109,520-139,780

Average Sales Density Convenience – Assumed to be £5,000/sq. m and £10,000/sq. m

Average Sales Density Comparison - Assumed to be £5,000/sq. m

5.2 The comparison of need and capacity identified (by The Telford Retail Study (2006)) with the availability of development sites, with the objective of establishing a phasing plan, can be completed on a theoretical basis only. Sites identified as having potential for retail development/redevelopment may not come forward. Conversely, sites which are not expected to come forward immediately may become available earlier than expected. The phasing plan should be treated as indicative only. The principal fact is that there is the

^{*}factors in a 1.5% floorspace efficiency for existing comparison town centre floorspace

^{*}factors in a 1.5% floorspace efficiency for existing comparison town centre floorspace

- potential, within the town centre, to accommodate the great majority of need and capacity identified, for additional retail floorspace, over the period to 2026.
- 5.3 Figure 4.2 illustrates that there is theoretical capacity in Telford town centre for 111,925 sq. m (net) of additional retail floorspace. The town centre has the ability to meet the need and capacity for additional retail floorspace into the five year period (2021-2026), assuming that all opportunities identified come forward. The year at which opportunities are exhausted is dependent on the sales density of floorspace which comes forward. The implication is that there is no requirement, subject to town centre sites being available, for any new retail floorspace outside of the town centre until beyond 2023 and, potentially, until beyond 2026.
- Over the period to 2011, Figure 5.3 illustrates that there is a requirement for up to 21,680 sq. m (net) of additional retail floorspace in Telford. Figure 4.2 illustrates that redevelopment of the Red Oak car park, the bus station and the undeveloped land in the 'Primary Shopping Area' (Site O1), could cumulatively deliver 32,000 sq. m (net) of new retail floorspace; this would meet the need and capacity identified over the period to 2011.
- Over the period to 2016, if the Red Oak car park/ bus station/ undeveloped land sites in the 'Primary Shopping Area' are brought forward for retail development there will still be a shortfall of 17,900 sq m (net) of retail floorspace compared to the need identified by Table 5.3. This need would best be met by the Southwater site being redeveloped which would provide a further 24,640 sq m (net) of new retail floorspace.
- WYG expects that the Telford Shopping Centre will come forward for redevelopment and expansion, but considers that there is no certainty that it will come forward in the period to 2016. WYG considers that this is not likely to come forward until after 2016; this should be programmed for the period 2016 to 2021 given the uncertainty over redevelopment of the existing shopping centre coming forward.
- The Council must look beyond the existing 'Primary Shopping Area' if it is apparent that the redevelopment of the three sites identified in Paragraph 5.4 will not be delivered over the period to 2011. WYG understands that the Southwater area will be available for redevelopment over a phased period in the short to medium term and, in the absence of any redevelopment within the 'Primary Shopping Area', it would meet the majority of the need and capacity identified over the period to 2011. If development sites in the 'Primary Shopping Area', to meet retail need, do come forward over the period to 2011, then the Southwater area should be planned for in the 2011 to 2016 period. Southwater areas (i) and (ii) are directly related to each other and should form part of a phased comprehensive redevelopment to link directly with the redeveloped 'Primary Shopping Area', with area (i) coming forward as part of the first phase of the development, followed by area (ii).

- In the longer term over the 2016 to 2021 period, the most appropriate location to meet the need identified will be the Ash Grey car park in combination with the redevelopment of the existing Telford Shopping Centre. The redevelopment of these sites could provide an additional 32,400 sq m (net) of retail floorspace.
- 5.9 The combined redevelopment of existing town centre floorspace, redevelopment of Southwater, led by BM1 area (i) and redevelopment of the Red Oak car park, Ash Grey car park, Site O1 and the bus station could meet the need and capacity identified until 2021.
- 5.10 Other sites in an 'Edge of Centre' location, other than Southwater, are likely to come forward in the longer term and should be planned for in the 2021 to 2026 period, as there will be a requirement for additional retail floorspace. Thereafter, there will be scope to bring forward redevelopment to the west of the 'Primary Shopping Area' on the sites occupied by the Odeon cinema, English Partnerships (including the EP car park) and the Lime Green car park. All sites will have to satisfy the key retail tests of need, sequential approach and impact.
- 5.11 It is unlikely that there will be a requirement to consider retail development on the National Farmers Union site until the end of the 2021 to 2026 period. There is no requirement to consider further development at either the Telford Bridge or Telford Forge retail parks.
- 5.12 On the above bases, Figure 5.4 sets out a phasing plan for town centre retail development sites. Where a site is shaded in two colours, WYG is indicating that which period it comes forward in is dependent upon availability and land assembly.

FIGURE 5.4: 'COMPLEX' RETAIL POTENTIAL OF TOWN CENTRE DEVELOPMENT SITES

REF:	SITE	SIZE (ha)	POTENTIAL (sq. m)	
SITES IN TH	E 'PRIMARY SHOPPING AREA'		GROSS	NET
IE1	Telford Shopping Centre	9.7	22,500	18,000
T1	Town Centre Bus Station	0.5	5,000	4,000
CP3	Red Oak car park	2.9	29,000	23,200
CP5	Ash Grey car park	1.8	18,000	14,400
O1	Undeveloped land in the 'Primary Shopping Area'	0.6	6,000	4,800
Sub Total		15.5	80,500	64,400
SITES IN AN	'EDGE OF CENTRE' LOCATION FO	R RETAIL PL	ANNING PUF	RPOSES
BO1	English Partnerships' Office	0.7	3,500	2,450
CP1	Lime Green car park/EP car park	2.3	5,750	4,025
CP2	Blue Willow car park	1.5	7,500	5,250
BL2	Odeon Cinema	0.8	4,000	2,800
BM1(i)	Southwater	7.3	24,300	19,440
BM1(ii)	Southwater	2.6	6,500	5,200
Sub Total		15.2	51,550	39,965
SITES IN AN 'OUT OF CENTRE' LOCATION FOR RETAIL PLANNING PURPOSES (IN THE TOWN CENTRE)				
IN1	NFU, Southwater Way	2.7	10,800	7,560
Sub Total		2.7	10,800	7,560
SITES IN AN 'OUT OF CENTRE' LOCATION FOR RETAIL PLANNING PURPOSES (OUT OF THE TOWN CENTRE)				
OTC1	Telford Bridge Retail Park	6.0	0	0
OTC2	Telford Forge Retail Park	9.7	0	0
Sub Total		15.7	0	0
TOTAL		49.1	142,850	111,125



- 5.13 WYG has considered which sites could accommodate the need identified for additional comparison retail floorspace and which sites should accommodate the capacity for additional convenience floorspace. It is likely that any demand for food retail floorspace will come from a supermarket retailer proposing a large-format store selling both convenience and comparison goods.
- 5.14 With regard to the future provision of large format convenience stores, if development within the 'Primary Shopping Area' fails to provide the necessary footprint, then WYG advises that Southwater is the most suitable location for meeting this need.
- 5.15 All other sites identified should come forward for comparison retail floorspace.

6 CONCLUSIONS

- 6.1 WYG completed in 2006 the Telford and Wrekin Retail and Leisure Study. The Study identified need and capacity for between 109,320 sq. m (net) and 139,780 sq. m (net) of additional retail floorspace in the town over the period to 2026.
- 6.2 The purpose of this Phase II Study is to assist in planning for the development and expansion of retailing in Telford and to assist with the preparation of the Central Telford Area Action Plan, which will be part of the Council's Local Development Framework.
- 6.3 The Study has identified that the town centre has the theoretical capacity to provide 111,925 sq. m (net) of additional retail floorspace. If this floorspace comes forward, the town centre has the potential to meet the need and capacity identified until beyond 2021 and potentially to 2026. The implication is that there is no requirement for any new retail floorspace outside of the town centre until after 2023, as need could be met by Primary Shopping Area and Edge of Centre sites.
- WYG has considered the development/redevelopment potential of sites within the town centre and their likelihood of coming forward for retail development/redevelopment. This has informed a statistical assessment of potential for new floorspace and a phasing plan, separating the development opportunities into five year intervals.
- 6.5 The conclusions reached are that development should occur first within the 'Primary Shopping Area' and be led by redevelopment of the Red Oak car park, undeveloped land within the Primary Shopping Area and the town centre bus station subject to its relocation. These sites should come forward in the 2006 to 2011 period, if development conditions and availability are favourable. Redevelopment of the existing shopping centre and the Ash Grey car park are longer-term development prospects (post-2016).
- Outside of the 'Primary Shopping Area' redevelopment should be focussed upon Southwater, with site BM(i) coming forward ahead of BM(ii), for retail uses. Redevelopment of Southwater will only be necessary before 2011, if sites in the Primary Shopping Area do not come forward WYG considers that redevelopment of the Red Oak car park, undeveloped land within the Primary Shopping Area and the town centre bus station are realistic in the short term as there is likely to be sufficient land value to provide multi-level development. This will allow for retention of the same number of parking spaces provided currently.
- 6.7 WYG advises that, beyond 2016, the provision of new retail floorspace should be concentrated first on the Ash Grey car park and intensification of the Telford Shopping Centre

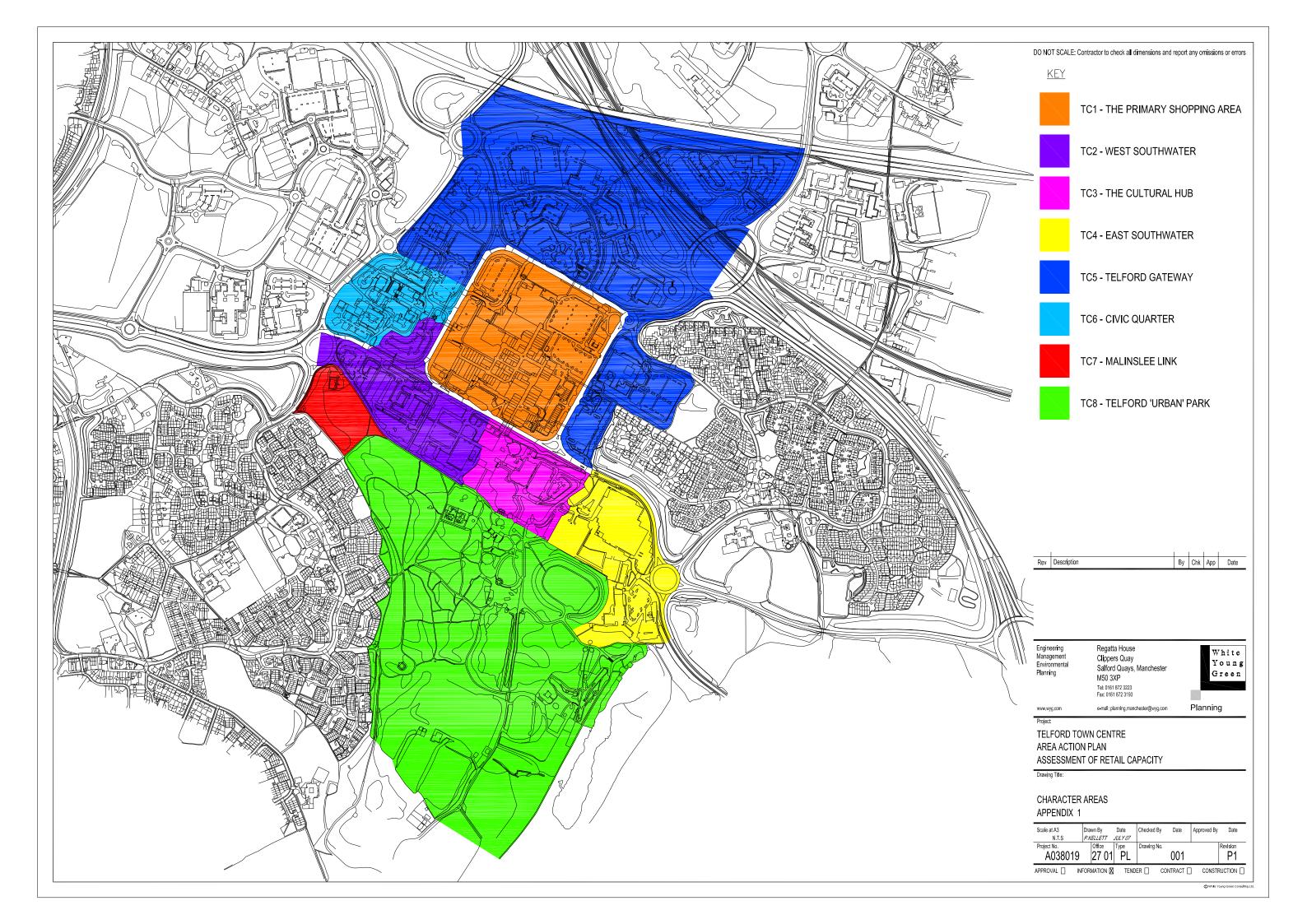
and then to the west of the existing 'Primary Shopping Area'. There is no requirement for additional retail floorspace outside of the town centre until beyond 2023.

APPENDICES

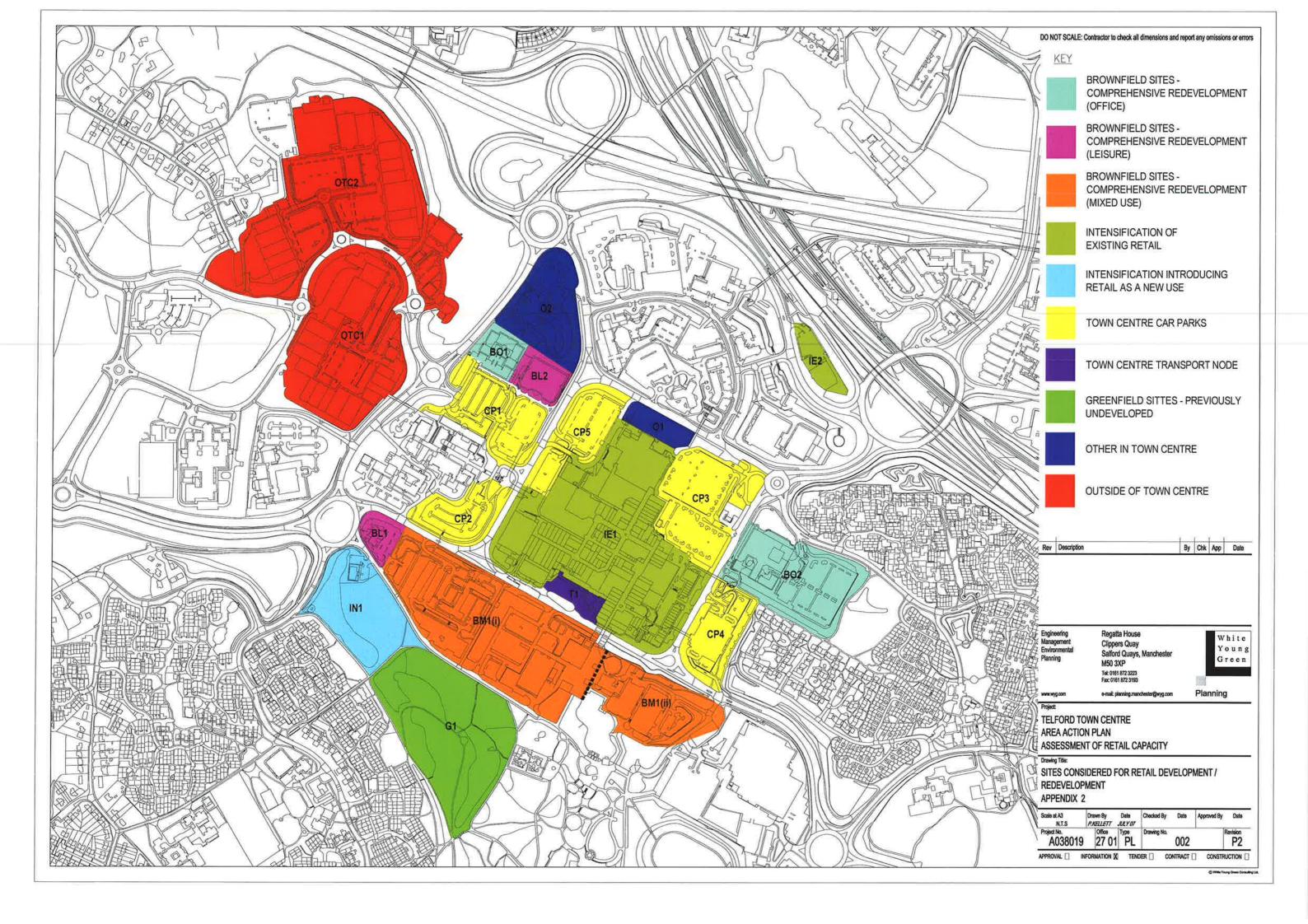
Appendices

Appendix 1 -	Eight Character Areas of Telford
Appendix 2 -	Sites considered for retail development/ redevelopment
Appendix 3 -	Assessment Proforma for sites considered
Appendix 4 -	Sequential Approach
Appendix 5 -	Likely Phasing of sites coming forward
Appendix 6 -	Likelihood of Sites coming forward by 2026 for retail use
Appendix 7 -	Schedule of occupiers of Telford Bridge and Telford Forge Retail Parks

APPENDIX 1: EIGHT CHARACTER AREAS OF TELFORD



APPENDIX 2: SITES CONSIDERED FOR RETAIL DEVELOPMENT/ REDEVELOPMENT



APPENDIX 3: ASSESSMENT PROFORMA FOR SITES CONSIDERED







Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
IE1	Telford Shopping Centre	9.7 ha	Retail A3 and D2 use Policies TC2 and TC3	Town Centre	Retail	2016- 2021



Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
T1	Town Centre Bus Station	0.5 ha	Mixed use redevelopment site Policy TC4	Town Centre	Bus Station	2006- 2016





Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
CP3	Red Oak Car Park	2.9 ha	Retail A3 and D2 use Policies TC2 and TC3	Town Centre	Car Park	2006 to 2016

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
CP5	Ash Grey Car Park	1.8 ha	Retail A3 and D2 use Policies TC2 and TC3	Town Centre	Car Park	2016- 2021

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
01	Undeveloped land in the 'Primary Shopping Area'	0.6 ha	Large landscape elements Policy TC15	Town Centre	Greenspace	2006- 2016

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
O2	Grays Hotel and Conference Centre	2.3 ha	Unallocated	Out of centre	Hotel and Conference Centre	Will not come forward for retail development/ redevelopment





Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BO1	English Partnerships' Office	0.7 ha	Unallocated	Out of centre	Offices	2021- 2026

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BO2	Matherson House Office Building	3.5 ha	Unallocated	Edge of centre	Offices	Will not come forward for retail development/ redevelopment





Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
CP1	Lime Green Car Park/ English Partnerships' Car Park	2.3 ha	Part Mixed Use Redevelopment Site (Policy TC4) part unallocated	Edge of centre/ Out of centre	Car Park	2021- 2026

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
CP2	Blue Willow Car Park	1.5 ha	Retail A3 and D2 use Policies TC2 and TC3	Edge of centre	Car Park	2021- 2026

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
CP4	Cherry Pink Car Park	1.6 ha	Unallocated	Edge of centre	Car Park	Will not come forward for retail development/ redevelopment

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BL1	Severn Gorge Public House/ Restaurant	0.6 ha	Unallocated	Edge of centre	A3/ A4 use	Will not come forward for retail development/ redevelopment

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BL2	Odeon Cinema	0.8 ha	Retail A3 and D2 use Policies TC2 and TC3	Out of centre	Cinema	2021- 2026







Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BM1 (i)	Civic Quarter	7.3 ha	Mixture of unallocated, area already built of committed for employment development over 1 hectare, Retail A3 and D2 use (Policies TC2 and TC3) and Mixed Use Redevelopment (Policy TC4)	Edge of centre	Mixture of car parking, civic offices and retail stores	2006- 2016

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
BM1 (ii)	Library and Leisure Centre	2.6 ha	Retail A3 and D2 use Policies TC2 and TC3	Edge of centre	Library and Leisure Centre	2006- 2016

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
IE2	Staples/ Blockbuster- Rampart Way Retail Park	0.6 ha	Gateway Site Policy UD6	Out of centre	Retail uses	Will not come forward for retail development/ redevelopment

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
IN1	National Farmers Union, Southwater Way	2.7 ha	Mixture of unallocated, area already built of committed for employment development over 1 hectare, Large Landscape elements (Policy TC15) and Gateway Sites (Policy UD6)	Out of centre	Offices	2021- Beyond 2026

Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
G1	Town Park, Southwater Way	5.5 ha	Green Network Policy OL3- 5	Out of centre	Greenspace	Will not come forward for retail development/ redevelopment
			Outside the Telford Town Centre Boundary			





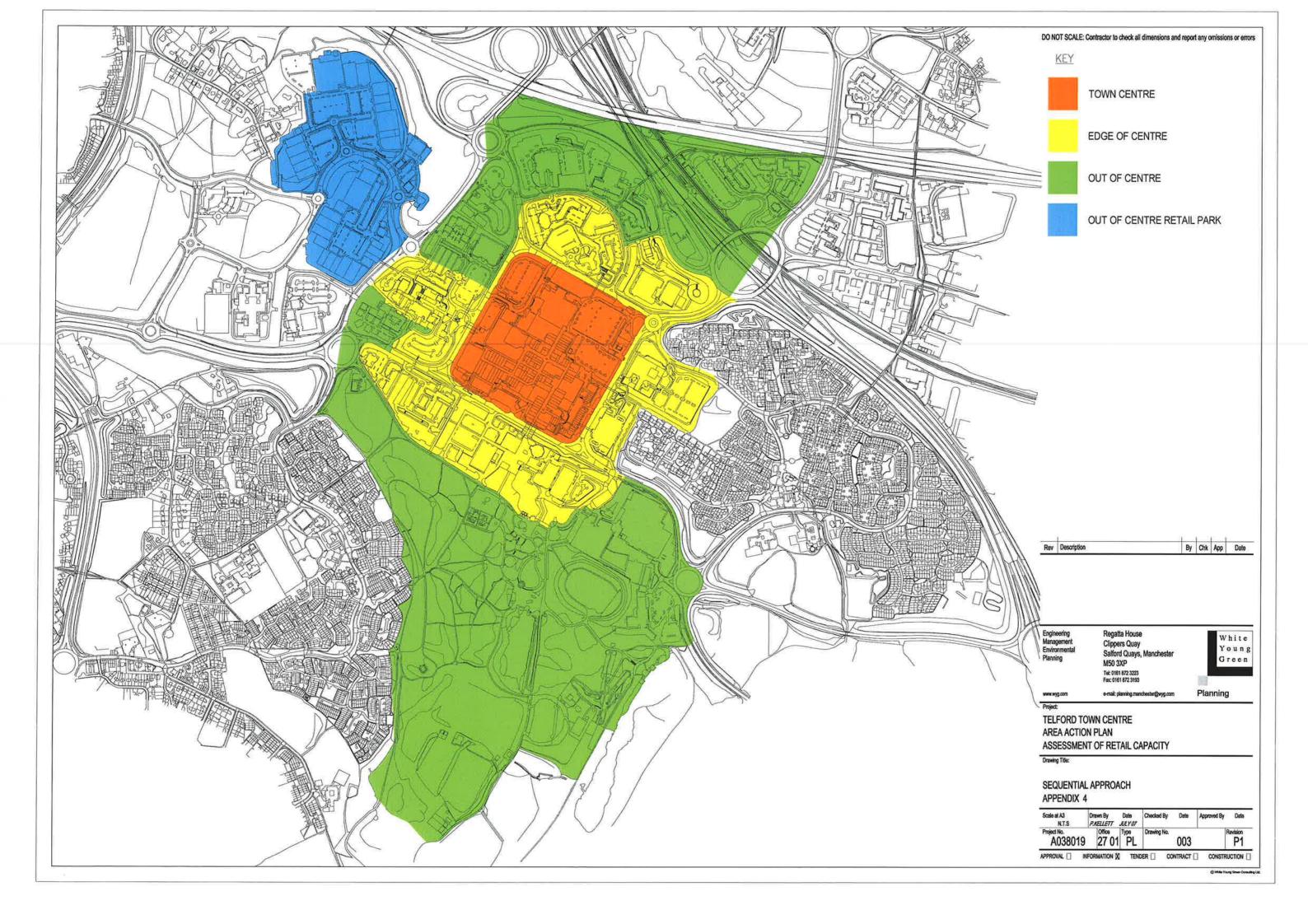
Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
OTC1	Telford Bridge Retail Park	5.7 ha	Unallocated	Out of centre retail park	Retail Park	Beyond 2026



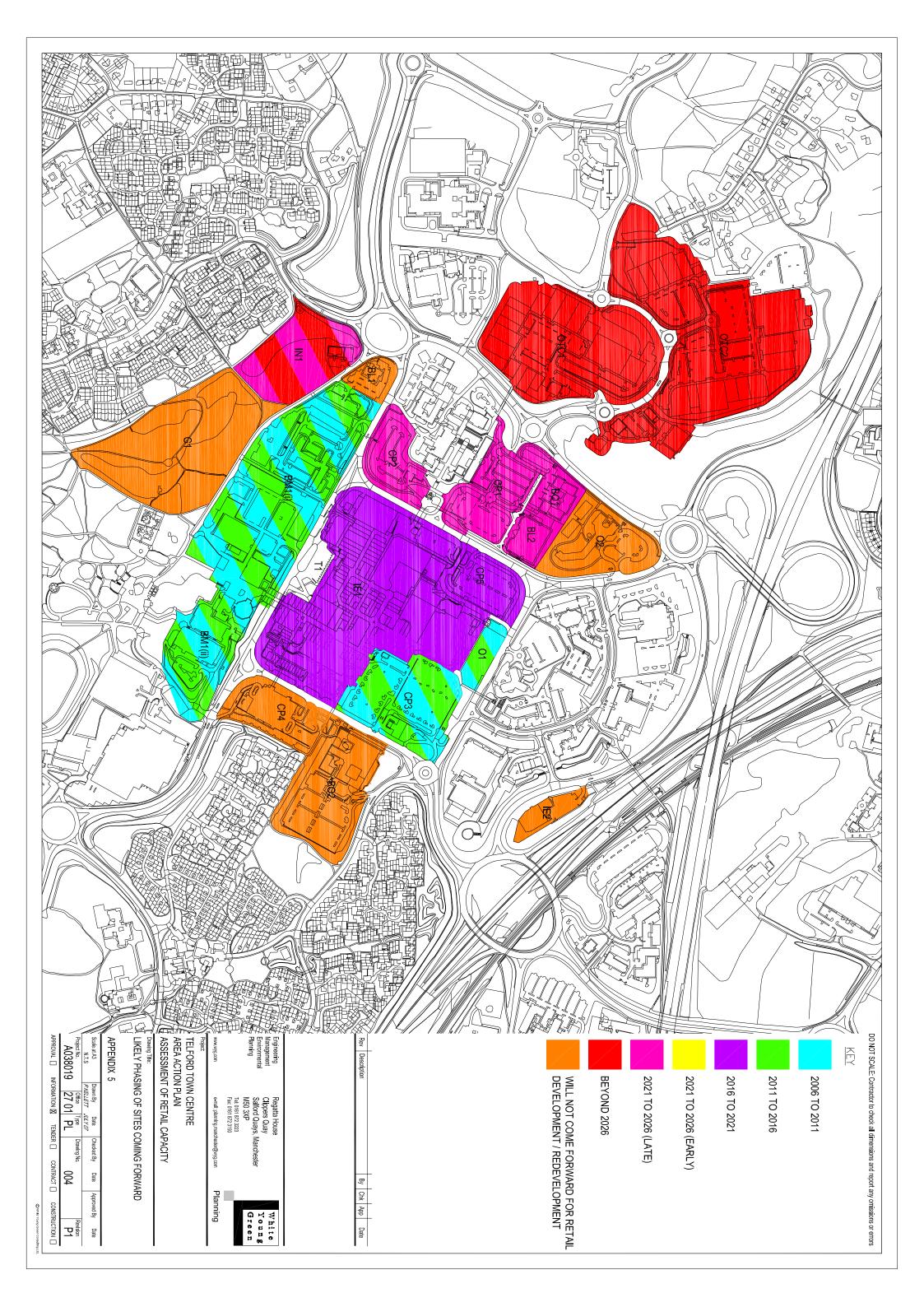


Site Coding	Site Address	Site Size (hectares)	Development Plan Allocation	Location in PPS6 terms	Current Use	Period in which the Site is likely to come forward
OTC2	Telford Forge Retail Park	9.6 ha	Unallocated/ allocated for area already built of committed for employment development over 1 hectare	Out of centre retail park	Retail Park	Beyond 2026
			Telford Forge Retail Park Boundary Policy TC2			

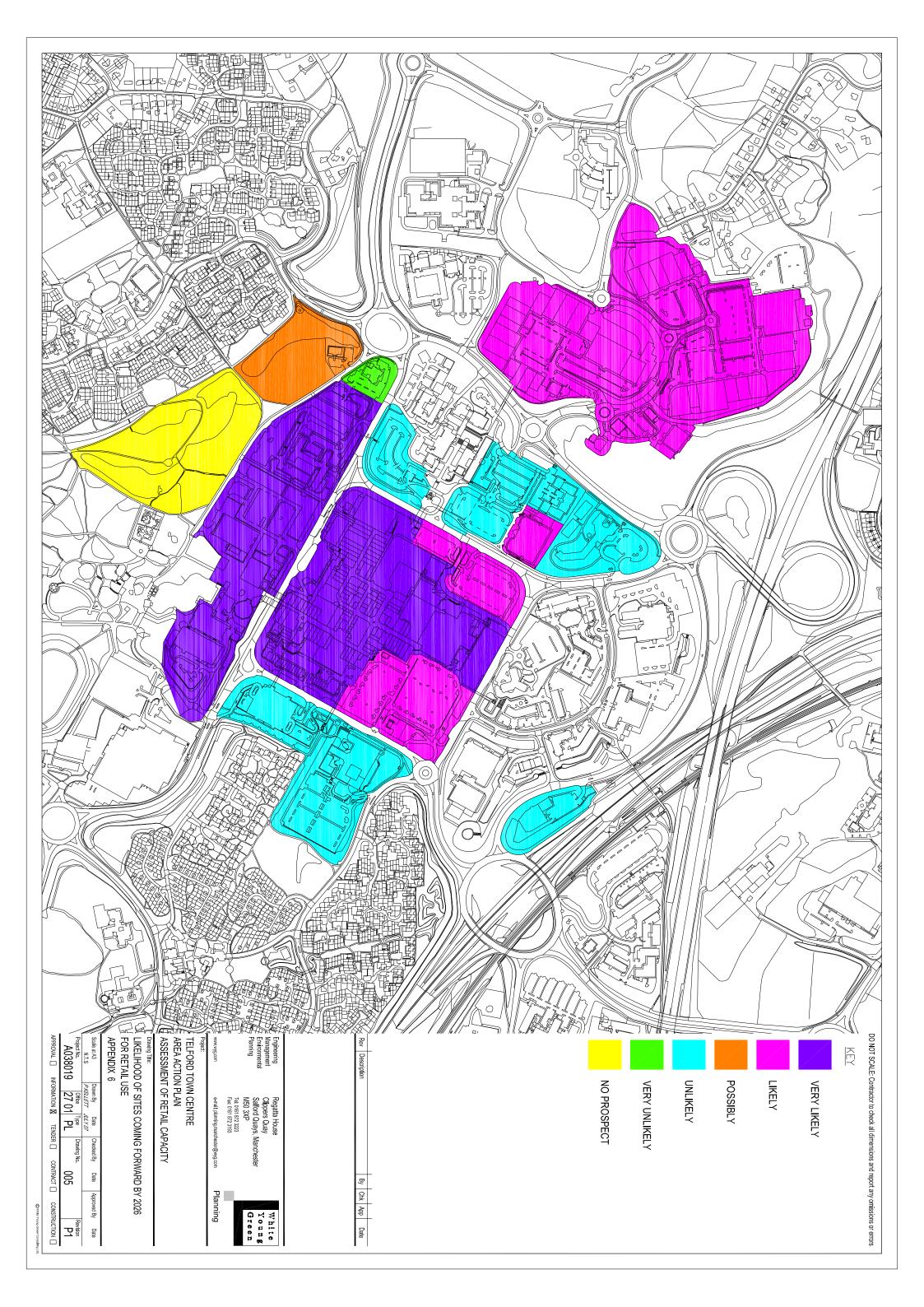
APPENDIX 4: SEQUENTIAL APPROACH



APPENDIX 5: LIKELY PHASING OF SITES COMING FORWARD



APPENDIX 6: LIKELIHOOD OF SITES COMING FORWARD BY 2026 FOR RETAIL USE



APPENDIX 7: SCHEDULE OF OCCUPIERS OF TELFORD BRIDGE AND TELFORD FORGE RETAIL PARKS

APPENDIX 7 – SCHEDULE OF OCCUPIERS OF RETAIL PARKS

Telford Bridge Retail Park

Occupiers comprise:

- Pizza Hut;
- Maplin Electronics;
- Allied Carpets;
- Dreams;
- Carpet Right;
- Harveys;
- Brantano;
- Argos;
- Rosebys;
- Floors 2 Go;
- Comet;
- Mothercare;
- MFI
- B & Q:
- Halfords.

Telford Forge Retail Park

Occupiers comprise:

- Frankie and Bennys;
- Cannons Health Club;
- McDonald's;
- TK Maxx;
- Peacocks;
- Outfit:
- Boots;
- Next;
- Blacks;
- Au Naturale;
- JJB Sports;
- Currys;
- Tesco Homeplus;
- Sainsbury's;
- Carphone Warehouse;
- First Choice;
- PC World;
- Furniture Village;
- SCS.