

SECTION A – MATTERS FOR DECISION

Planning Applications Recommended For Approval

<u>APPLICATION NO:</u> P2015/1128	<u>DATE:</u>
PROPOSAL:	Integrated transport hub including new highway arrangement, bus canopy, staff facility building, kiosk building (Class A1 and A3), taxi area, hard and soft landscape works and pedestrian areas
LOCATION:	Port Talbot Parkway Railway Station, Cramic Way, Port Talbot SA13 1RU
APPLICANT:	NPTCBC - Mr Brian Biscoe
TYPE:	Full Plans
WARD:	Port Talbot

Background:

This application is reported to Committee because it is considered to be a strategically important development which should be considered by Members.

Planning History:

- **78/2440** – Travel centre – Approved 5/2/79
- **81/3576** – Change of use - disused building to car repair garage – Approved 5/5/81
- **82/4014** – Engineering workshop and alterations – Approved 8/6/82
- **82/4206** – Change of use - vacant workshop to portable tool repairs and incidental sales – Approved 10/1/83
- **83/4335** – Change of use - for car sales and commercial vehicles – Approved 4/5/83
- **83/4589** – Provision of staff bus shelter and cycle shelter – Approved with conditions 19/1/84

Publicity and Responses:

Statutory Consultees

National Resources Wales: Significant concerns are expressed with the application **however** if the measures proposed in the submitted Flood

Consequences Assessment are implemented we would not object to the scheme.

Glamorgan Gwent Archaeological Trust: No objections

Network Rail: No objections

Environmental Health and Trading Standards (Contaminated Land): No objections

Environmental Health and Trading Standards (Pollution): No objections

Head of Engineering and Transport (Highways): No objections

Head of Engineering and Transport (Drainage): No objections

30 properties were consulted, and the application has been publicised by means of a Site Notice and in the local press. No responses have been received.

Description of Site and its Surroundings:

The proposed development is located adjacent to Port Talbot Parkway Train Station and the town centre and is bounded by commercial and retail space.

The Port Talbot Parkway Station establishes the western edge of the site whilst the South Wales Police Station and the Grand Hotel establishes the eastern edge. Heilbron Way and Station Road are the two roads that run through the centre of the site.

The site extends to approximately 1.2ha of developed land which includes incidental pockets of green space and tree planting that are bisected by roads and a cycle path. There are a number of bus stops positioned along Heilbron Way Road that runs north south through the site and forms one of the primary routes through the town.

Within the immediate context of the site there are a number of regeneration projects that are either taking place or subject to live or future planning applications. To the north of the site lies the former police station which has a live application comprising of commercial units and apartments, while Port Talbot Parkway Station already has been the subject of recent extensive regeneration works.

Brief description of proposal:

This is an application made by the Council under regulation 3 of the Town and Country Planning Regulations 1992 which seeks full planning permission for an Integrated transport hub including new highway arrangement, bus canopy, staff facility building, kiosk building (Class A1 and A3), taxi area, hard and soft landscape works and pedestrian areas. It forms part of a wider regeneration initiative by the council within Port Talbot and is supported among other things by the Welsh Government's Vibrant and Viable Places Programme.

The development will involve a new highway alignment of Heilbron Way to Talbot Road, a new mini roundabout, four pedestrian/cycle crossing points (1 controlled, 3 uncontrolled), a highway containment wall built along the existing fence line adjacent to railway and a new integrated taxi rank. The submitted plans also incorporate a detailed hard and soft landscaping scheme including high quality materials, new trees/ shrubs and a variety of modern urban designed street furniture, and

The submitted plans indicate that the café/kiosk structure will measure approximately 12m in length and 2.7m in height and provide a service area, rest room and sitting area.

The bus canopy will be finished in a profiled aluminium cladding facing the square under a steel main structural support. LED feature strip lighting will be recessed into the soffit. The individual shelters themselves are 6 in number and are finished in steel and glass.

Material Considerations:

The main issues with regard to this application concern the principle of this type of development at this location having regard to the adopted Local Development Plan Policy, together with an assessment of the impact of the proposal on highway and pedestrian safety, design and visual amenity, the character of the area as a whole, residential amenity and the potential threat to the site from flooding.

Policy Context:

The Council formally adopted the Neath Port Talbot Local Development Plan (LDP) on 27th January 2016, within which the following Policies are of relevance:-

- Policy OS2 Protection of Existing Open Space
- Policy TR2 Design and Access of New Developments
- Policy SC1 Settlement limits
- Policy BE1 Design

The new integrated transport hub seeks to provide a link to employment and residential areas in and around the town, improving accessibility, to a variety of means of public transport in addition to increasing the attractiveness of the western side of Station Road to both Commercial and residential development. As stated earlier this proposal is part of a much larger regeneration scheme which has secured Welsh Government funding through the Vibrant and Viable Places programme. This programme involves a number of regeneration projects in the town centre, working alongside key partners to transform the living and working environment of the town centre. Accordingly the principle of the development is considered to be acceptable.

Visual Amenity:

In terms of visual amenity, it is clear that the intention of the submitted scheme is to strengthen the visual linkages between the site and the surrounding area to aid legibility and create a strong sense of place.

It is considered in terms of the immediate surroundings that the hub is in keeping with the recently approved train station as it uses a similar design aesthetic in the proposed buildings, street furniture and associated paraphernalia.

The design has made a conscious effort to have regard to the architectural style of the new train station and this is evident in its material selection and detailing. Similarly the height, scale and mass of the main bus canopy have been designed in context with the train station so that they respond appropriately with the neighbouring structure.

With regard to the established character and appearance of the area, the scheme is very aware of its surroundings and as a result will integrate well with existing built environment. The design of the scheme has also been mindful to consider its presence alongside the future

regeneration initiatives (including the adjacent Police Station site) that have been referenced earlier in this report. Therefore the proposal is considered to have a significant positive impact on the character of the area.

In addition to the above prior to its submission the proposal was considered by the Design Commission for Wales who supported the development subject to some minor amendments. The applicant responded to those recommendations by amending the scheme accordingly.

As a consequence of the above it is considered that the proposed development responds positively to the local design context and will enhance the character and appearance of the surrounding area.

Residential Amenity:

The transport hub seeks to promote key pedestrian movements around the site area from the train and bus station usage which itself generates an element of noise and activity. These activities, however, would not create any unacceptable increase in noise or disturbance to residential properties in the locality, over and above that generated by the traffic using Grove Place and Station Road. Furthermore the openness of the hub allows for the dispersion of the noise generated by the pedestrian activity and given the town centre location, the residents should reasonably expect to experience a level of disturbance associated with activities generated from a busy edge of town centre site.

For these reasons, the development would not have an unacceptable adverse effect on residential amenity.

Highway Safety (e.g. Parking and Access):

The proposed development has been prepared having regard to the results and recommendations of both a stage 1 and a stage 2 Road Safety Audit. Furthermore the application is supported by a Transport Assessment. The documents confirm that the development will not lead to a road safety problem. Furthermore they confirm that the proposed transport hub would integrate different modes of sustainable travel, reducing travel between the bus and train station and would complement the wider regeneration scheme by providing increased access to facilities without compromising the capacity of the local highway network or the safety of both vehicular and pedestrian traffic.

The Head of Engineering and Transport (Highways) has considered the submitted scheme and offers no objection to the proposal subject to the imposition of suitable conditions. The conditions are concerned with the creation and implementation of a construction method statement and the maintenance and management of the proposed sustainable drainage system. Therefore it is considered that the development will have no unacceptable impact on either highway and pedestrian safety.

Archaeology:

Glamorgan Gwent assessed the proposal and has advised that some mitigation will be required to implement the development. There remains a possibility that archaeological features relating to the monastic use of the area could extend into, and still survive within, the proposed site. Therefore should the application be successful a condition will be attached which requires an intensive watching brief and any consequential mitigation should it be necessary.

Open Space:

Policy OS2 - Protection of Existing Open Space – states that any proposals which would result in the loss of an existing area of open space will only be permitted where it can be demonstrated that:

1. The open space is no longer needed; and
2. There is no shortfall of provision of that category of open space in the ward, before or as a result of the development; and
3. The site would not be suitable to provide an alternative type of open space for which there is a shortfall.

Or:

It can be demonstrated that equivalent or enhanced facilities can be provided on a suitable and accessible replacement site which would serve the local community equally well.

The development would result in a very small area of green open space being incorporated into the transport hub. This area of green open space is surrounded on all sides by a highway network and cannot reasonably be considered as a useable area of open space but is more akin to a grassed roundabout. Its loss will not therefore dilute the areas of useable open space available within this area. Nevertheless, this application proposes to create both an integrated transport hub and an area of practical and useable public realm which is safe to use and accessible to all. Whilst the majority of the site will be hard landscaped,

to ensure that the site is accessible to all users, it will be interspersed with planted areas which will not only soften the overall appearance of the development but will also improve the setting to the existing and proposed buildings which front onto the site. Such a space will not only be used by passengers using the transport hub but may also be used at a future date for the accommodation of events. Accordingly, it is considered that the scheme would improve the quality and accessibility of open space within this area and as such it satisfies the terms of Policy OS2 of the LDP.

Flooding:

National Resources Wales (NRW) Flood Model for the area shows that in a 1 – 100 year flood, plus climate change (30%), the predicted level of water from a flood in the locality currently shows flooding to a depth of between 0.909m in front of the former Police Station and 1.3244 at the junction between Talbot Road and Oakwood Lane. As a consequence of the development, this level rises from 0.909m to 0.998m at the former Police Station and reduces from 1.324m to 1.295m at the junction of Oakwood Lane and Talbot Road.

There is also a requirement to model a 1 in 1000 year flood event. The data from this model reads a pre-development flood depth of 1.199m in front of the Police Station and 1.577m at the junction of Oakwood Land and Talbot Road. In the post scheme development scenario, the levels rise from 1.199m to 1.281m at the former Police Station and reduce from 1.577m to 1.548m at the junction of Oakwood Land and Talbot Road.

The models also indicate that areas immediately surrounding the site could increase from 0.005 to 0.015m. A percentage increase of between circa 0.5% and 1.25% in between scenarios, with the exception of a strip of Network Rails railway track which runs to the north of the site which will incur a 10% detriment of 0.031m in the 1 in 100 year (plus climate change) flood.

In view of the above mentioned modelling data, the application was accompanied by a Flood Consequences Assessment (FCA). The FCA is required in order to assess the existing flood risk and the impact the proposed development would have on the site itself and on the surrounding areas. It confirmed that the development would result in a potential increase in flood risk, however it also concluded that this potential risk could be adequately managed and mitigated. To mitigate

flooding at this location and across the wider Port Talbot town centre, the Council is working on a strategic flood alleviation project with a view to significantly reducing flood impacts across the town centre from the River Afon, which will not only protect properties currently susceptible to flooding but will also allow further regeneration and improvements to take place within and around Port Talbot.

The increased flood risk on the site and in the surrounding areas has been clearly quantified and the necessary mitigation measures have been identified. Those affected (residents that were shown to be in detriment by more than 5mm, 21 properties in total and Network Rail) were notified and consulted directly by the applicant who explained in writing what the potential impacts would be as a consequence of this development and asked for comments from those residents affected within a specified period of time. The letter confirmed that should the applicant receive no response from an individual, it would be assumed that they have no concerns in relation to the impact associated with the development. As a consequence of that independent consultation no responses were received from any of the occupiers of the 21 properties affected by the development. Given the lack of return correspondence, the Council is satisfied that these third parties do not have any issue with the potential increase in flood risk that may occur in the unlikely event of an extreme flood as a result of this development. Whilst responses were not received from the 21 properties potentially affected, a response was received from Network Rail who offered no objection to the development.

This submitted flood information has been assessed by Natural Resources Wales who initially confirm that they have significant concerns in relation to the development however they also confirm in their response that should all the measures proposed within the applicant's FCA be implemented to safeguard the users of the development then they would not object to the development. A condition is included to cover such matters.

As a consequence of the above it is considered that the flood impacts associated with this development are so small yet they can be adequately mitigated against and would not, given flood management plans proposed at a future date, warrant a recommendation of refusal on flooding grounds.

Conclusion:

The proposal will contribute significantly to the character of the area and the ongoing regeneration of Port Talbot under the Vibrant and Viable Places Programme, and would have no unacceptable impacts on residential and visual amenity, on highway and pedestrian safety or in terms of flood risk. The development therefore complies with Policies OS2, TR2, SC1 and BE1 of the Neath Port Talbot Local Development Plan.

RECOMMENDATION: Approval with Conditions

Time Limit Conditions

(1) The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

Reason

To comply with the requirements of Section 91 of the Town and Country Planning Act 1990.

Approved Plans

(2) The development shall be carried out in accordance with the following approved plans and documents:

- Design and Access Statement
- Container 3d Model (café and driver shelter) UG1545-120 REVA
- General Arrangement C19650/GA 3
- Electrical Services 5006-WSp-xx-ST-900-103
- Electrical Services Urban Space Lighting 5006-WSP-xx-ST-900-101 REVT1
- Electrical Services Urban Space Lux Plot 5006-WSP-xx-ST-900-103 REVT1
- Canopy Information Sheet UG1545-009
- Impact Protection Walls Sheet 1 of 4 C19650-PW-9
- Impact Protection Walls Sheet 2 of 4 C196050-PW-10
- Drainage Layout and Proposal Manhole Schedule C19650/E2188-101
- Heilbronn Way Drainage layout C19650/E2188-106
- Site Location, Contractors routes and existing conditions C19650/CR1
- Heilbronn Way Existing system and new foul connection to kiosk C19650/DR6
- 3 Bay Landmark Bay MK 1 Bus shelter detail drawing UG1545-010
- Longitudinal Sections and Cellular Storage C19650/E2188-106

- Highways Adoptable lighting services
- C19650/SU
- Tree Survey Data Sheet
- Geo Environmental Assessment
- Flood Consequence Assessment NPT Transport Hub.
- Flood Consequence Addendum 2
- Soft Landscape Scheme GA 90 002

Reason

In the interests of clarity

Pre-Commencement Conditions

(3) Before beginning any development at the site, you must do the following: -

a) Notify the Local Planning Authority in writing that you intend to commence development by submitting a Formal Notice under Article 24B of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 (DMPWO) in the form set out in Schedule 5A (a newly inserted Schedule) of the DMPWO (or in a form substantially to the like effect); and

b) Display a Site Notice (as required by Section 71ZB of the 1990 Act) in the form set out in Schedule 5B (a newly inserted Schedule) of the DMPWO (or in a form substantially to the like effect), such Notice to be firmly affixed and displayed in a prominent place, be legible and easily visible, and be printed on durable material. Such Notice must thereafter be displayed at all times when development is being carried out.

Reason:

To comply with procedural requirements in accordance with Article 24B of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 (DMPWO) and Section 71ZB of the Town and Country Planning Act 1990.

NOTE: Templates of the required Notice and Site Notice are available to download at www.npt.gov.uk/planning

(4) No development shall take place, including any works of demolition until a Construction Method Statement has been submitted to, and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. Loading and unloading of plant and materials
- iii. Route to be taken by delivery and Heavy Goods Vehicles to and from the site
- iv. Storage of plant and materials used in constructing the development
- v. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- vi. Measures to control the emission of dust and dirt during construction.

Reason: In the interest of highway safety.

(5) No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the Local Planning Authority.

Reason: To identify and record any features of archaeological interest discovered during works, in order to mitigate the impact of the works on the archaeological resource.

Action Conditions

(6) Notwithstanding the approved plans, prior to work commencing on the reconfigured highway layout, a scheme shall be provided to identify amendments necessary to comply with the recommendations within the stage 2 Safety Audit. The scheme hereby approved shall then be implemented on site and retained as such thereafter.

Reason

In the interest of highway safety

(7) Prior to the first use of the transport hub, a flood management plan shall be implemented in accordance with a proposed mitigation strategy incorporating the recommendations within section 4.0 of the Flood Consequence Assessment (Addendum 2) (Clarkebond 02/08/2016), which shall first have been submitted to and approved in writing by the

Local Planning Authority, and the development shall thereafter operate in full accordance with the approved strategy.

Reason: In order to mitigate against the impacts of flooding at the site, in the wider public interest

(8) In the event that contamination is found at any time when carrying out the approved development that was not previously identified, work on site shall cease immediately and shall be reported in writing to the Local Planning Authority. A Desk Study, Site Investigation, Risk Assessment and where necessary a Remediation Strategy must be undertaken in accordance with the following document:- Land Contamination: A Guide for Developers (WLGA, WAG & EAW, July 2006). This document shall be submitted to and agreed in writing with the Local Planning Authority. Prior to occupation of the development, a verification report which demonstrates the effectiveness of the agreed remediation, shall be submitted to and agreed in writing with the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off site receptors.

REASON FOR GRANTING PLANNING PERMISSION

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

The proposal will contribute significantly to the character of the area and the ongoing regeneration of Port Talbot under the Vibrant and Viable Places Programme, and would have no unacceptable impacts on residential and visual amenity, on highway and pedestrian safety or in terms of flood risk. The development therefore complies with Policies OS2, TR2, SC1 and BE1 of the Neath Port Talbot Local Development Plan.