PLANNING APPLICATION NUMBER:P12/0581

Type of approval sought		Full Planning Permission	
Ward		St Thomas's	
Applicant		Mr C. McPherson, Cavendish Quarter Properties Ltd	
Location:	TRINDLE ROAD, DUDLEY, DY2 7AU		
Proposal	DEMOLITION OF EXISTING BUILDINGS AND ERECTION OF FOODSTORE (A1), CAR PARK AND PETROL FILLING STATION TOGETHER WITH ASSOCIATED ACCESS WORKS, SERVICING AND LANDSCAPING.		
Recommendation Summary:	APPROVE SU	JBJECT TO CONDITIONS	

INTRODUCTION

This application was previously reported to Committee on December 12th 2012. Members resolved to defer making a decision to enable a site visit to be carried to assess the linkages between the site and the town centre. The report has been updated to include the information previously included on the pre-Committee note and contains the full wording of the recommended conditions.

SITE AND SURROUNDINGS

- The application site is approximately 1.8 hectares in area and is bounded by Duncan Edwards Way (the Southern Bypass) to the south, Trindle Road to the north, and Hall Street to the west. There are two roads within the site (Porter Street and Little Street) and a designated footpath (Phoenix Passage) which provide internal access to existing buildings only.
- 2. The main existing building at the site is Cavendish House, a vacant eight storey former office building accessed from Trindle Road and Porter Street which sits at an elevated level above the Bypass and is separated from it by a landscaped embankment. There is a row of terraced properties along Hall Street and Trindle

Road, most of which are vacant and in generally poor condition - this part of the site falls within Dudley Town Centre Conservation Area.

- 3. The application site is located within the 'Cavendish Quarter' regeneration area to the south east of Dudley town centre. The site is approximately 150m from the town centre High Street, and is linked to it by the Churchill Precinct shopping centre. Immediately to the north-west is Dudley Bus Station. Cousin's furniture store is located on the opposite side of Hall Street. To the north east of the site on Trindle Road is a Vauxhall Motors dealership. The north eastern corner of the site is currently being used by the dealership for the temporary parking of vehicles. The nearest residential dwellings are in Kates Hill on the opposite side of the Bypass. Immediately to the north east of the site is a footbridge over the Bypass which connects Kates Hill to the town centre. The site slopes up steeply in a south westerly direction along Trindle Road, before levelling off at the junction with Hall Street (the levels difference between the two ends of the site being approximately 15m).
- Local landmark buildings in the vicinity of the site include the vacant Metro Bar and a Grade II listed church (Our Lady and St Thomas) to the north on the opposite side of Trindle Road.

PROPOSAL

5. This application is for a 6,500 sq.metre foodstore with 402 under croft and decked parking spaces. The development includes a service yard accessed from Hall Street and a petrol filling station on Trindle Road. The main vehicular access to the site will be from an upgraded traffic light controlled junction off Claughton Road North and Trindle Road. New cycle lane and pedestrian/cycling crossing facilities are to be provided on Trindle Road. The proposal involves the demolition of all of the existing buildings at the site. The applicant has advised that up to 300 permanent jobs will be created. The proposed opening hours are 7am-11pm Monday to Saturday and 10am-4pm on Sundays, with servicing of the site taking place 24 hours, 7 days a week.

- 6. The main entrance to the store is to be located at the northern corner of the building, with a secondary entrance on the southern corner at the junction of Trindle Road and Hall Street. Servicing and access for goods vehicles will take place from a dedicated gated area off Hall Street
- 7. Car parking is to be provided partly underneath the store (280 spaces) and partly on two decked levels (122 spaces) which will be operated as a free car park, limited to a two hour maximum stay to ensure that it serves as a shoppers car park only.
- 8. The proposed petrol filling station will be located adjacent to the site vehicle access, and will provide 4 island pumps and a kiosk.
- 9. The proposed traffic light controlled junction at the site entrance will include crossing facilities for pedestrians and cyclists as part of a package of off-site works. A 3m wide footpath/cycleway will be provided along Trindle Road up to the front of the store, and two new pedestrian controlled crossings will be installed on Trindle Road to provide a connection to the town centre. Porter Street, Little Street and Phoenix Passage are to be stopped up as part of the proposals.
- 10. The application is accompanied by the following surveys/reports:

Heritage Statement

Flood Risk Assessment

Ecological Appraisal

Phase 1 Geo-Environmental Assessment

Transport Assessment

Noise Assessment

Retail Assessment

Sustainability and Renewable Energy Statement

11. A Planning Statement and Design and Access Statement have also been submitted, as well as the consultation responses received resulting from the applicant's public consultation exercise.

12 .

APPLICATION	PROPOSAL	DECISION	DATE
No.			
P08/1132	Demolition of existing building	Approved	September
	& erection of Health Centre	Subject to	2008
	(D1) with ancillary offices,	Conditions	
	cafe, creche, pharmacy and		
	meeting and training facilities		
	together with associated		
	access, car parking and		
	landscaping (outline) (access,		
	appearance, layout and scale		
	to be considered)		
	(resubmission of withdrawn		
	application P08/0578)		
P08/1133	Demolition of existing building	Approved	September
	& erection of new office	Subject to	2008
	building (B1a) with associated	Conditions	
	access, car parking and		
	landscaping (outline)		
P08/1133/E1	Demolition of existing building	Approved	September
	& erection of new office	Subject to	2011
	building (B1a) with associated	Conditions	
	access, car parking and		
	landscaping (outline)		
	(Extension of time of		
	Application P08/1133)		
P12/0582	Conservation Area Consent	Awaiting	
. 12,0002	for demolition of existing	Determination	
	To domondon or oxiding	Dotomination	

buildings with subsequent	
erection of Foodstore (A1), car	
park and petrol filling station	
together with associated	
access works, servicing and	
landscaping.	

- 13. There are currently two other undetermined applications for superstore proposals within the town centre:
 - P12/1042 Redevelopment to provide retail superstore (A1), further retail, service and leisure accommodation (A1, A3, D2), conversion, redevelopment and alteration of premises along Hall Street to accommodate A1, A2, A3, A4, A5, B1 uses, taxi rank and office, transport interchange, public space, petrol filling station, highways and access works, car parking, landscaping and associated works (outline)(access to be considered);
 - P12/1107 Demolition of existing office and retail accommodation. Erection
 of food store (A1) with associated petrol filling station, car parking,
 landscaping, highway improvements to Flood Street and Oakeywell Street
 and the stopping up of public highway under s247 of The Town and Country
 Planning Act 1990.
 - 14. Application P12/1042 incorporates this application site and a wider area of land immediately adjacent and involves the demolition of Cavendish House. Application P12/1107 relates to land at Flood Street and King Street and involves the demolition of the Falcon House office building. These are live applications and are still under negotiation. It is not currently known at which future Committee they will be considered.
 - 15. Application P12/0582 seeking Conservation Area Consent for the demolition of buildings predominantly on the Hall Street frontage has not been the subject of

either local or statutory objection or concerns and will be progressed under delegated powers following determination of this application.

PUBLIC CONSULTATION

16. Neighbour notification letters have been sent to 230 properties, 4 site notices have been posted, and a press notice has been issued. In response the following representations have been made:

London & Cambridge Properties (owners of the Churchill Shopping Centre)

Support is given for the 'long desired' redevelopment of this 'unattractive and unsightly' site. The inclusion of an entrance at the corner of Trindle Road/Hall Street and improved crossing facilities over Trindle Road are welcomed as they would help to ensure that the store is integrated with the surrounding area.

Commercial Estates Group and Dooba 111 Investments Ltd

A joint letter of objection has been submitted by Commercial Estates Group (CEG) (who manage land subject of a UDP allocation at King Street/Flood Street and are the applicants for application P12/1107) and the landowner, Dooba Investments 111 Ltd. The objection is raised on the grounds that the King Street/Flood Street site is in a sequentially preferable town centre location to the current application site and is allocated for supermarket use. They therefore consider that the application fails a key and fundamental test of the NPPF in that there is an alternative, available and more suitable site within the town centre and that the edge of centre Cavendish application proposal should therefore be rejected. They are also unclear as to whether the applicant's transport assessment has assessed the cumulative impacts of the traffic generated if both schemes were to be approved.

Avenbury (Dudley) Ltd

An objection has been received from Avenbury (Dudley) Ltd (the applicant for outline Porters Field application P12/1042). The objector considers that the scheme:

- Would be poorly integrated with the heart of Dudley, separated from it by Trindle Road
- Would not have effective links with key locations such as the Churchill Shopping Centre, High Street, Market, Birdcage Walk and Castle Street
- Would be separated from important public transport facilities, again by the barrier of Trindle Road
- Would not deal comprehensively with the regeneration opportunity presented by the wider area east of Hall Street
- Has design flaws, including the presentation of a blank frontage to Hall Street, removing heritage assets there, and discouraging pedestrian movement from residential areas beyond the bypass

For these reasons it would act more as a freestanding destination, rather than a facility fully integrated with and contributing to the town centre. Dudley has just one opportunity to attract foodstore development in the central area and it is essential that the benefits arising from this are maximised, rather than diluted or even removed altogether by a scheme with these failings. Avenbury's objection is made on this basis, and in the context of the far superior Porters Field proposal.

In correspondence with Council Officers we have identified the strengths of the Porters Field scheme as an alternative to the Cavendish scheme (and indeed the Flood Street scheme), and underlined the benefits of taking a comparative approach to the determination of the applications, approving the one which offers most to Dudley. For the reasons set out above we consider the Cavendish scheme should be refused. If it is not refused, it should be deferred at least until the Porters Field proposal is ready for determination'.

The applicant has made the following comments in response to the objection from Avenbury:

1. 'The objection has been made by a minority landowner within the application site who is separately promoting an even larger retail development in the same area, including a foodstore on virtually the same site. The objection states that a foodstore in this location is supported and my own discussion with the applicant and their agent were that they did not have objections. E-mail correspondence has been held between the two landowners over the last 5 months to try and commence discussions and at no time has there been any suggestion that Avenbury had any objection to this application. To lodge an objection 4 days before committee

determination is therefore rather bizarre and suggests this issue is not related to planning matters at all. Regardless, I respond to the points raised.

- 2. The objection claims our application would be poorly integrated into Dudley and would not have effective links with the shopping centre and bus station. This is quite clearly not the case as recognised in your report. The site is located directly opposite the entrance to the Churchill Centre and the proposals include greatly enhanced pedestrian crossing facilities across Trindle Road to link with The Churchill Centre, Birdcage Walk and the bus station. These highway improvements have been supported and approved by the Council's Highway Engineer.
- 3. The objection claims that the proposals would not deal comprehensively with the regeneration opportunity presented by the wider area east of Hall Street. This is simply incorrect. The application site includes the entire area covered by the Street Block bound by Hall Street, Trindle Road and Claughton Road North. This is precisely the same boundary as the 'Opportunity Site' identified in the UDP and in the Town Centre Area Development Framework. A larger 'regeneration opportunity' has never been identified in any study or policy document. Whilst the objectors have submitted an even more wide ranging scheme, there is absolutely no grounds for suggesting our application does not constitute comprehensive redevelopment and cannot be considered on its own merits.
- 4. The objector claims that the proposals have design flaws and involves the loss of heritage assets. Clearly design views are subjective but in the words of the Council's own Historic Environment Team the design of the new development is considered to be of sufficiently high quality as to preserve the character of the Conservation Area. Furthermore, to suggest that removal of the Hall Street shops is a reason for refusal shows a lack of understanding of the assets involved and the Councils' Conservation Area Appraisal. Our heritage assessment demonstrates that the shops along Hall Street have very limited heritage significance and are not worthy of retention. This has been agreed by the Council's heritage officers. Furthermore the Conservation Area Appraisal makes it clear that the boundary of the Conservation Area was drawn widely in order to include areas of

degraded/eroded townscape such as Hall Street in order to encourage future development in those areas to enhance the Conservation Area.

- 5. The objector states that it's own larger proposal for the area is superior and that accordingly our proposal should be refused or a decision delayed. There is of course no basis whatsoever for this approach. It is an established principle of the planning system that each planning application should be considered on its own merits. The existence of an alternative proposal for the same site (whether better or not) is not a matter that can be used as a basis for determining a planning application. Our application accords with national policy and the development plan, is supported by all statutory consultees, is supported by the owners of the Churchill Centre (who notably have objected to the Avenbury proposal for being too large), has huge public support, and has no objections (other than from rival developers). Accordingly there is clearly no grounds whatsoever for such a refusal. The merits, or otherwise, of the objectors application for the same site are simply not a material consideration in this case'.
- 17. One letter of support has also been received from a member of the public.

OTHER CONSULTATION

18. CENTRO

The development should provide enhanced walking and cycling measures. A financial contribution should be provided towards the ongoing improvements being made towards public transport infrastructure in the area as well as towards the long-term development of the public transport network.

To fully support and promote the use of sustainable travel modes it should be ensured that pedestrian links and crossings are provided, through the site to the surrounding public transport network (in particular to the bus station). Clear and concise signage should be installed to assist with navigation and to aid walking and cycling. The developer should be required to explore opportunities to improve surface materials, landscaping and lighting to aid orientation.

The applicant should be required to demonstrate that the proposed junction can cater for the traffic flows generated from the development in the 'with Metro' junction arrangement, and that no additional widening or improvements are required.

There are concerns that vehicles potentially queuing back from the petrol filling station to Trindle Road could disrupt the effective running of bus services in the area.

The developer should be required to develop a Travel Plan to promote public transport, and should also be required to provide secure cycle parking facilities. Real Time Information (RTI) displays should also be installed within the development to improve the quality of public transport information available to shoppers and staff. Information screens could feasibly be located in the main entrance/foyer of the proposed building providing up to date information on local bus departures as well as rail information.

19. Police Architectural Liaison Officer

- landscaping should not reduce natural surveillance or CCTV opportunities, particularly in vulnerable locations e.g. ATM's/cycle stores;
- landscaping should not impede road safety/line of sight for motorists/pedestrians;
- Dudley suffers with extremely high levels of metal/lead theft, 30% of overall crime. These materials should be avoided at all costs;
- the design of the pumps/CCTV/location of kiosk are extremely important to reduce crime. Ideally the kiosk should be in the middle with a 'drive through' procedure in place, with no opportunity for crime;
- the existing design could create excessive queuing which could 'back up' and cause obstruction of the highway.

20. West Midlands Fire Service

No objection.

21. English Heritage

The development would potentially help to improve the overall outlook towards the town centre from the Castle, careful attention should be paid to the design of the roof of the building and the choice of materials to avoid a visually strident and reflective surface.

The buildings to be demolished on Hall Street are not beyond repair. The harm to the Conservation Area resulting from their demolition would be substantial. The Council should ensure that the appropriate test in paragraph 133 of the NPPF is satisfied. If the Council's decision leads to the demolition of the buildings it is recommended that prior recording be carried out.

22. Environment Agency

No objection. The submitted information shows sufficient detail to prove that there will be no increased flood risk on or off site. It is recommended that a condition be imposed requiring the submission of a surface water drainage scheme for the site.

23. <u>Head of Environmental Health and Trading Standards</u>

No objection in respect of contaminated land issues subject to the submission of a scheme to deal with contamination of land.

With regard to air quality the development would bring with it some benefits, in that (a.) its design would safeguard proposals for the Midland Metro extension which are included in the council's air quality action plan, (b.) it will involve the demolition of a number of residential properties which are located in an area which exceeds national air quality objectives for nitrogen dioxide, and (c.) it will encourage sustainable travel modes given its location and the proposed provision of cycling and pedestrian environment enhancements.

There is a possibility of dust being generated during the demolition/construction stage which left unmitigated gives potential for impact on local residential receptors to the north of the site. It is understood that Cavendish House will be demolished by way of controlled explosion which is likely to give rise to a considerable amount of dust albeit for a short duration of time. It will be necessary for the developer to demonstrate that any dust will be adequately controlled as far as is reasonable practicable and as such a dust management plan is required. This can be sought by condition.

Any increase in traffic flows on the local road network would lead to detrimental air quality impacts during the operational stage and therefore a financial contribution towards measures to improve air quality may be required under the terms of the Planning Obligations. Alternatively any commuted sum requirements could be offset by encouraging additional on-site air quality mitigation measures including, but not limited to, the following:

- Provision of electric vehicle charging points;
- Provision of a low emissions delivery fleet and/or specification of a minimum
 Euro standard for delivery vehicles;
- 3) Provision of alternative fuels at the petrol station
- 4) Provision of measures to discourage idling of delivery or passenger vehicles on the supermarket premises, e.g. appropriate signage, external power supply for refrigerated vehicles etc.

Should permission be granted it is recommended that a condition be imposed requiring the submission of a low emissions strategy for mitigating the air quality impacts of the development.

There are residential properties in the vicinity of the site, and the amenity of the occupants of these properties will need to be protected. The noise assessment submitted with the application has determined that the main source of noise likely to

affect properties will be from the activities within the service yard and that mitigation in the form of a 4.5m high acoustic barrier will be required along the south east boundary of the site adjacent to the service yard. A condition should therefore be imposed requiring such provision within the development of this barrier. A condition is also required to minimise background noise from plant and machinery.

24. Group Engineer (Development)

The development will generate an additional 3319 two-way trips per day in comparison to the existing uses at the site.

The following highway improvements are proposed as part of the scheme:

- a. new traffic signals at the junction of Claughton Road North and Trindle Road which also include pedestrian crossing facilities.
- b. Amendments to the current highway arrangement at the junction of Hall Street/Trindle Road/Birmingham Street which also take account of the potential Midland Metro route. These works also include significant changes to pedestrian crossing facilities linking the site to the Churchill Precinct and the stores frontage to this area.
- c. A 4m cycleway is also to be provided along Trindle Road. This width is sufficient to accommodate a shared cycleway/footway.
- d. The development will also involve improvements to the footways on Hall Street associated with new areas of public highway, works on the highway embankment along the Dudley Southern By-pass and to the carriageway and turning facility on Claughton Road North.

The designs of the proposed highway improvements are acceptable as preliminary layouts. The work on the existing public highway and those works requiring the adoption of new public highway proposed will be subject to a detailed design process under highways legislation, which will include the material specifications, vertical and horizontal alignments etc. A condition should be placed on the approval preventing works from commencing on site until the detailed design of these works has been agreed, the pedestrian corrals provided within the Trindle Road/Hall

Street/Birmingham Street traffic signal junction would be capable of accommodating the increased number of pedestrians that would be generated by the development.

The principle of extinguishing highway designation at Porter Street, Little Street, Phoenix Passage and part of the embankment to Dudley Southern By-pass is acceptable to the Highway Authority. The exact extent of the extinguishment, areas of new public highway and areas of existing highway to be improved as part of these works will need to be agreed and presented at Development Control Committee.

To accord with the standards set out in the Parking Standards SPD for A1 food retail the development should provide 482 parking spaces. Larger retail uses will generally be expected to provide parking up to maximum standard to be publicly available. For retail uses above 1000sq.m, parking reductions below maximum standard will be considered with regard to the outcome of TA/Travel Plan. The development provides 402 on-site car parking spaces, which is considered to be sufficient. A car parking management plan will be need to submitted and agreed in writing prior to the commencement of development. This management plan will establish the charging regime, permitted duration of stay etc.

The development should provide 29 marked disabled parking bays and 19 widened bays and 30 cycle parking spaces. The scheme provides a total of 20 disabled parking spaces and 24 cycle parking spaces.

The Parking Standards SPD requires that 5% of all parking spaces in commercial developments are covered with electric charging points. This equates to 24 electric vehicle charging points in this case; the scheme provides 4.

RELEVANT PLANNING POLICY

25. National Policy Guidance

The 2012 National Planning Policy Framework (NPPF), in particular:

Section 1 – Building a Strong Competitive Economy;

Section 2 – Ensuring the Vitality of Town Centres;

Section 7 – Requiring Good Design;

Section 12 – Preserving and Enhancing the Historic Environment.

Black Country Core Strategy (2011)

Policy CSP1 The Growth Network

Policy CSP4 Place Making

Policy DEL1 Infrastructure Provision

Policy EMP5 Improving Access to the Labour Market

Policy CEN2 Hierarchy of Centres

Policy CEN4 Regeneration of Town Centres

Policy CEN8 Car Parking in Centres

Policy TRAN1 Priorities for the Development of the Transport Network

Policy TRAN2 Managing Transport Impacts of New Development

Policy TRAN5 Influencing the Demand for Travel and Travel Choices

Policy ENV1 Nature Conservation

Policy ENV2 Historic Character and Local Distinctiveness

Policy ENV3 Design Quality

Policy ENV5 Flood Risk, Sustainable Drainage Systems and Urban Heat Island

Policy ENV7 Renewable Energy

Policy ENV8 Air Quality

Saved 2005 UDP

Policy DD1 Urban Design

Policy DD3 Design of Retail Development

Policy DD9 Public Art

Policy DD10 Nature Conservation and Development

Policy UR9 Contaminated Land

Policy DTC1 Thoroughfares and Public Spaces

Policy DTC2(xiv) Block 23 Hall Street/Porter Street

Policy HE4 Conservation Areas

Policy HE8 Archaeology and Information

Policy EP7 Noise Pollution

Supplementary Planning Documents

Parking Standards SPD

Planning Obligations SPD

Access For All SPD

Historic Environment SPD

Nature Conservation SPD

Other Relevant Documents

Dudley Town Centre Area Development Framework (ADF) Opportunity Site 4: 'Cavendish Quarter,' Adopted December 2005

Saved 'Planning for Town Centres Practice Guidance on Need, Impact and the Sequential Approach'.

ASSESSMENT

26. Key Issues

- Principle;
- Retail Policy;
- Design;
- Impact on the Conservation Area/Heritage Assets;
- Public Realm;
- · Connectivity;
- Access;
- Parking:
- Nature Conservation;
- Flood Risk;
- Renewable Energy;
- Contamination;
- Archaeology;
- Residential Amenity;
- Planning Obligations.

Principle

- 27. The NPPF sets out a number of core land-use planning principles which should underpin decision taking. Of relevance to the assessment of this application and the acceptability in principle of the proposal, is that planning should proactively drive and support sustainable economic development to deliver the businesses, infrastructure and thriving local places that the country needs, to encourage the effective use of previously developed (brownfield) land, and focus significant development in locations which are or can be made sustainable. In the case of retail superstores this is the principle of town centre first.
- 28. The development of the site for a food store at this site is in general accordance with the broad NPPF aims in that this is a brownfield site in a highly sustainable location, and that the proposal provides an opportunity to deliver a significant job-creating development which will help to regenerate this part of the town centre.

Retail Policy

- 29. The starting point for consideration is Section 2 of the NPPF (Ensuring the Vitality of Town Centres). This states that local authorities should define town centres, and primary shopping areas, making clear what uses will be acceptable in these areas. Where applications are made for town centre uses outside of existing centres (and therefore not in accordance with an up to date plan) they should apply the sequential test. Applications for town centre uses should be in centres, then where there are no other sequentially preferable sites available on the edge of centres. When considering edge of centre sites preference should be given to accessible sites well connected to the centre.
- 30. Policy CEN2 of the Core Strategy sets out a hierarchy of defined centres in the Black Country area. The purpose of the hierarchy is to maximise regeneration to protect the identified centres and ensure the appropriate distribution of investment. Each level in the hierarchy will have a specific policy approach. In making decisions about development proposals consideration will be given to the centre's position in the hierarchy which reflects their scale and function.
- 31. The site is defined as an edge of centre site, and there are some issues with regard to the retail development of the entire site. The site lies within Block 23 Hall Street/Porter Street of the town centre (Policy DTC2xiv applies) and is identified as a major opportunity area/development site; however retail development within this block is identified as an acceptable use in the area between Hall Street and Porter Street. Even then, this is only on the proviso that the development is well integrated with the town centre. This issue of integration with the centre is covered below in the 'Connectivity' section.

Foodstore Catchment Area

32. The catchment area has been defined to reflect the area over which the foodstore is expected to draw trade and identify the level of expenditure available for the proposal. The catchment area has been refined from the household survey zones

used with the Black Country Centres study to inform the BCCS and used within the applicants retail assessment to specifically model expenditure flows for Dudley. The study area was divided into 8 survey zones based on post code boundaries. Zones 1 and 2 include Dudley Town Centre and its hinterland. This is the proposed stores primary catchment area. This is the only Town Centre within the primary catchment area and it is expected that Dudley should retain a high proportion of expenditure derived from residents of the primary catchment area. It has rightly been assumed that the proposed store will claw back expenditure to Dudley Town Centre which currently leaks from these zones.

- 33. Zones 3-11 which include Bilston Blackheath, Brierley Hill, Cradley Heath, Great Bridge, Kingswinford, Oldbury and Wombourne comprise the secondary catchment area. The inclusion of these zones allows robust modelling of expenditure flows and store turnovers within and around the primary catchment area. The capacity for the proposed store is derived from the available expenditure of primary catchment area residents and not secondary catchment area residents. One thousand sample household survey was carried out by NEMS in July 2012. The catchment area has been derived in accordance with National policy and the Saved 'Planning for Town Centres Practice Guidance on Need, Impact and the Sequential Approach'.
- 34. Core Strategy Policy CEN4: 'Regeneration of Town Centres,' allows up to a total of an additional 5,000 sq m net of convenience floorspace for Dudley town centre to address a quantitative and qualitative deficiency. Up to a total of an additional 15,000 sq m gross of comparison retail floorspace would also be acceptable. There has long been a commitment to provide such levels of convenience and comparison retail floorspace to bolster and enhance Dudley town centre.

Quantitative Assessment

35. The proposed store will comprise of 3,200 sqm net of convenience goods floorspace and 800 sqm net of comparison goods floorspace. As the occupier has not been finalised the applicant has assumed a trading density of the store is 12,000 sqm for convenience goods and 7000 sqm for comparison goods. The proposed

store will turnover £38.40 million per annum for convenience goods and £5.6 million for comparison goods in the 2012 base year. The Council Independent Retail Advice acknowledges that since the time of the Black Country Centres Study (2009), which informed the Black Country Centres Study, there has been a downturn in per capita expenditure growth in the convenience sector, with Oxford Economics' forecasts showing declines in each of the years 2011, 2012 and 2013, and with Experian's forecasts showing declines in 2011 and 2013. As a consequence, the retail advice reveals a residual convenience goods expenditure capacity up to the year of 4,008 sq. m net sales area. However, this level of expenditure capacity would not compromise Dudley town centre's prospects of securing a foodstore to anchor the town.

Qualitative Assessment

36. The proposed foodstore would help to retain convenience retail expenditure and promote wider consumer choice within the catchment area. The foodstore would redevelop an existing town centre development site and deliver both economic and physical regeneration. It is suggested the foodstore would create up to 300 permanent jobs in full and part time positions. All the leading supermarket operators offer a range of training programmes for employees across the workforce and Core Strategy Policy EMP5 'Improving Access to the Labour Market' will be applied to ensure the recruitment and training of local people.

Sequential Analysis

37. The planning application site is an edge-of-centre site in retail terms and there is a sequentially preferable site allocated for a foodstore in the UDP. Saved UDP Policy DTC2 (XII) Block 21 'King Street/Flood Street' allocates a site for retail development. On this basis National Planning Policy Framework (NPPF) Para 24 'Sequential Test' is a requirement as 'Local Planning Authorities should apply a sequential test for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan, they should require applications for

main town centre uses to be located in town centres, then in edge of centre locations...'

38. In accordance with the NPPF and UDP Policy DTC2 (XII) the only site considered in the sequential test was Block 21 'King Street/Flood Street' and planning application P12/1107. The applicant has assessed the site in terms of its 'availability, suitability and viability' to accommodate a proposed food store. In relation to this Officers views are set out below.

King Street/Flood Street, Dudley Town Centre

39. This is a town centre site allocated in the Dudley UDP under Policy DTC2 (XII) Block 21 – King Street/Flood Street is identified for additional retail floorspace in order to sustain and enhance the vitality and viability of Dudley Town Centre. There is a requirement for a large foodstore as part of Opportunity Site H as well as 15,000 sq m gross of bulky goods comparison shopping. The UDP policy promotes a comprehensive, mixed-use redevelopment of the site.

Availability of Site

40. In terms of availability the redevelopment of the Development Block would need to address land ownership and assembly issues and accommodate local and strategic infrastructure requirements with regard to the highway and the Midland Metro Extension.

Suitability of Site

41. The King Street/Flood Street block remains a 'suitable' location for retail development, the desirability to provide a comprehensive scheme with specific design requirements to include a strong retail frontage into the established retail core area. This application (P12/1107) is still under consideration and further information has been sought, but as yet there is no known committee date for determination. The timescale for this site coming forward remains undetermined.

Viability of Site

42. The King Street/Flood Street has long been allocated for a food store and it is assumed that a foodstore development on the site is still viable.

Retail Impact Analysis

- 43. In terms of the impact assessment Para 26 of the NPPF states 'when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold.' The locally set threshold for Dudley is the additional 5,000 sqm net of convenience retail floorspace specified in Policy CEN4 'Regeneration of Town Centre.'
- 44. Given the planning application P12/1107 at Falcon House the relevant part of Policy CEN4 that applies is 'any proposed development in an edge-of-centre location exceeding these thresholds, whether brought forward through an LDD or planning application, will only be considered favourably if the retail impact assessments contained in the most recent national guidance on retail planning are satisfied.'
- 45. The potential retail consequences of the application have been thoroughly assessed in the Retail Statement accompanying the application and by an Independent consultant appointed by the Local Planning Authority. The retail analysis has demonstrated that there is insufficient convenience capacity up to 2022 to fully support two new superstores in Dudley Town Centre. However, neither expenditure capacity or 'need', is a development management consideration under the NPPF. The key issue is whether the cumulative impact of two new stores together with existing commitments would have a significant adverse impact on any town centre in relation to the tests set out under paragraph 26 of the NPPF.

- 46. The Local Planning Authority in these instances is required to consider the impacts and form a judgement as to the acceptability of the impacts of the proposal. The impact of a two store scenario has been assessed independently. This assessment has demonstrated that in the event of two supermarkets being built out, that, if the satisfactory integration is achieved, it is unlikely, that there would be any significant adverse impacts on Dudley Town Centre.
- 47. The Cumulative impact analysis demonstrates there is some impact on Dudley's existing convenience food stores and independent convenience traders. However, these impacts do not allow for the potential spin off benefits for all retail and service operators in the Town Centre that are likely to arise if the two new foodstores are integrated within the existing primary shopping area. It is set out below in this report that the application provides appropriate Town Centre integration and linkages.
- 48. The retail advice also acknowledges that there will be convenience retail impact on a number of other in-centre stores. The most notable is on the ASDA store at Brierley Hill (Pearson Street), however, evidence demonstrates that this store is currently overtrading and that the overall position for the High Street would be a beneficial one given the allocation of 5,000 sqm net convenience retail set out at Brierley Hill High Street in the Brierley Hill Area Action Plan and Black Country Core Strategy Policy CEN3.
- 49. The independent assessment has demonstrated that there is no clear evidence of significant adverse impacts in relation to the existing town centres and foodstores. This reflects the fact that most of the cumulative diversion is from stores that are located out of centre, or are overtrading or are in centres that benefit from commitments/allocations.
- 50. The submitted Retail Assessment identifies that there is a significant need for a superstore in Dudley which is able to provide main food shopping facilities, clawback trade and establish more sustainable shopping patterns in the area. Consumer choice and trade benefits can be delivered without resulting in a harmful impact on Dudley town centre or any other established centre. The proposal will not

impact on any existing, committed and planned investment in the catchment area. The development will deliver investment in the town centre and bolster its role and function, vitality and viability. Therefore the proposed retail development is considered on balance to be acceptable and not prejudice or prevent development of the allocated site in principle.

- 51. In accordance with Section 77 of the Town and Country Planning Act 1990 and Article 10 (3) and 14 (1) the development must be referred to the Secretary of State. Section 77 of the Town and Country Planning Act 1990 gives directions for applications to be referred to Secretary of State when certain criteria are met if the LPA intends to recommend approval. For the purposes of the direction development outside town centres means development which includes retail and which:
 - a) Is to be carried out on land which is edge-of-centre and
 - b) Consists of or includes the provision of a building or buildings where the floor space to be created by the development is 5,000 square metres or more;

In these instances the local planning authority must consult the Secretary of State where it does not propose to refuse an application.

Design

- 52. In respect of design issues, the NPPF requires that a high quality of design should be sought in developments. Policy ENV3 of the Core Strategy advises that development proposals across the Black Country can deliver a successful urban renaissance through high quality design that stimulates economic, social and environmental benefits. Saved Policy DD1 of the UDP requires that new developments should make a positive contribution to the character and appearance of the area.
- 53. The proposed store is of a contemporary design, and in terms of visual impact will have a positive effect on the appearance of this part of the town centre. The store would be of a similar scale and mass to buildings at the Hall Street/King Street/Birmingham Rd/ Trindle Road junction, and will be of an appropriate form at the important Trindle Road/Hall Street corner. A sweeping canopy will add to the

aesthetic quality of the building. Large amounts of glass are proposed on the Trindle Road frontage which will highlight activity within the store, in accordance with Saved UDP Policy DD3 which requires that retail developments should ensure active elevations to public areas which are in scale and proportion with the street scene.

- 54. The proposed car park makes positive use of the topography of the site to accommodate a significant amount of car parking below the level of Trindle Road. The form of the car park is recessed as is rises in height to help reduce its mass and work with the rise in land levels. The car park will be partly be enclosed by timber cladding and will use landscaping to soften its appearance. The landscaping will also help to 'green' the local environment and will be a design feature in its own right. The success of this element of the scheme relies on the quality of the planted treatment and its maintenance a detailed landscaping strategy should therefore be sought by condition to ensure that the proposed forms of planting are appropriate and will be maintained in the long-term so that they continue to be a positive feature within the development.
- 55. The design of the petrol filling station is considered to be acceptable, although the proposed screening wall at the northern end may present a blank frontage to Trindle Road unless it is appropriately treated. Again, appropriate landscaping of this part of the development (again to be sought by condition) will be critical to ensure that this leading edge of the site presents a welcome approach to the town centre.
- 56. Keys views of the site will be afforded from the by-pass to the south. The existing views are currently dominated by Cavendish House; the proposed development will provide a vastly improved outlook, with a much smaller scale, well designed building set behind a landscaped bank. The use of a planting and timber screening will help integrate the development into this setting.
- 57. Policy DTC2(xiv) requires that strong elevational treatment be provided along Trindle Road and the bypass. This is a specific design requirement for the development block and for the reasons set out above it is considered that the proposal meets this aim.

Impact on the Conservation Area and Heritage Assets

- 58. Hall Street forms an important gateway into the town centre. With regard to the comments of English Heritage, paragraph 133 of the NPPF requires that where a proposed development will lead to total loss of a designated heritage asset (in this case the buildings to be demolished within the Conservation Area) consent should be refused unless it can be demonstrated that the loss is necessary to achieve substantial public benefits that outweigh that loss. In this case there is substantial benefit to be gained from a development which will make a positive contribution to the economic vitality of the town centre (through job creation and the beneficial use of a largely vacant area of land) which will bring with it significant environmental improvements in terms of its design, appearance and the provision of associated infrastructure. In this context it is acknowledged that the land available for development is very constrained and the operational requirements of a large food store preclude the retention of the Hall Street frontage.
- 59. The service yard is to be provided to the side of the store, at the edge of the embankment to the bypass with a gated frontage to Hall Street. The elevation includes timber fencing around the service area, planting, glazing and coloured panels. It is considered that the proposed development will enhance the appearance of this part of the Conservation Area, in accordance with the requirements of Saved Policy HE4 of the UDP and Policy ENV2 of the Core Strategy which states that development proposals should enhance where appropriate those aspects of the historic environment which are recognised as being of special quality (in this case the Conservation Area designation applies). The use of timber screening around the service yard will ensure that that it would not be prominent in views from the wider area, this being a key requirement for new retail developments set out in Saved Policy DD3.
- 60. The applicant has submitted information to show that key views from Dudley Castle will be benefited by removing Cavendish House and introducing a much lower lying form of development. Similarly views towards the Castle from the King Street/Hall

Street/Trindle Road/Birmingham Street junction will be improved without the visual distraction of the mass of Cavendish House. The scheme also provides an opportunity to enhance or better reveal the significance of the heritage assets opposite the site (the Grade II listed church building and the Metro bar) through the removal of the visually dominating existing buildings and their replacement by development of an appropriate and complimentary appearance and scale.

Public Realm

61. The site is within an area identified for public realm improvements in the Town Centre Area Development Framework. An integral part of the scheme is the provision of an area of public realm on the Trindle Road and Hall Street frontages which incorporates seating, hard and soft landscaping. The public realm improvements will enhance the character of the Conservation Area and will play a key role in integrating the development into the wider area (including the proposed market place improvement works), in accordance with Core Strategy Policy ENV3 which requires that developments provide a high quality public realm and an attractive, safe and permeable movement network.

Connectivity

A key challenge for the development is to establish a clear level of connectivity with the surrounding area, in particular the key routes through the town centre. This is required in particular by Policy CSP4 of the Core Strategy, which seeks the provision of easy access by walking, cycling and public transport to centres and a permeable street network with pedestrian priority that gives maximum freedom of movement, and Policy TRAN1which states that all new developments should provide adequate access for all transport modes including walking, cycling and public transport. Saved Policy DD1 requires that development proposals should provide pedestrian routes that make movement easier through and within the built up area, and Policy DTC1 advises that safe and convenient pedestrian movement will be a priority within the town centre's thoroughfare network.

- 63. There are several access points to the store. The most immediate will be for shoppers arriving by car, parking on the store's decked car park and accessing the store through the entrance on Trindle Road. This entrance will also be used by pedestrians accessing the store from the north via the footbridge to Kates Hill and shoppers using the bus station. For shoppers arriving from the direction of Flood Street and Hall Street there is a further entrance at the corner of Trindle Road and Hall Street.
- 64. The most direct connection from the town centre's main shopping area will be through the Churchill Shopping Centre and Birdcage Walk to the side of it, across Birmingham Street and Trindle Road. At present pedestrians cross over into central refuges to wait for a further opportunity to complete their crossing. The proposed development will increase the number of pedestrian crossing movements but will also improve the current crossing provision. The Group Engineer has advised that the proposed works to the crossing are acceptable in principle, although further detailed information should be sought by condition.

Access

- 65. Policy TRAN2 of the Core Strategy requires that development proposals which are likely to have significant transport implications should demonstrate an acceptable level of accessibility and safety by all modes of transport. The site is highly accessible and on and off-site improvements would improve the pedestrian and cyclists environment by providing improved linkages between the site and the rest of the town centre. Existing junction layouts and control in the wider area are adequate to support the change in traffic flow patterns that will arise as a result of the development. The proposed new junction at the access to the site will have ample capacity to accommodate the forecast traffic flows.
- 66. The proposed highways improvements described in the Transport Assessment are necessary to ensure that the development can accommodate the amount of traffic that will be generated without having an adverse effect on the free flow of traffic on the existing highway network, and that the site is fully accessible by pedestrians. A

Travel Plan must be submitted (by condition) to promote sustainable, non-car methods of transport to the store (this again being a requirement of Policy TRAN2).

67. A plan showing the exact extent of the extinguishment, areas of new public highway and areas of existing highway to be improved as part of the development has been submitted. The plan will form the basis for the 'stopping up' works referred to in the Recommendation section below.

<u>Parking</u>

68. The proposed number of parking spaces proposed are considered by the Group Engineer to be sufficient to serve the development. Policy CEN8 of the Core Strategy advises that, in respect of parking provision in centres, reduced levels of provision are acceptable where public transport accessibility is highest. Given the site's proximity to the bus station it is considered appropriate in this case for the development to provide parking below the maximum Parking Standards SPD requirement. The Group Engineer has recommended that a car parking management plan should be submitted; this can be sought by condition and would be in accordance with Policy TRAN5 of the Core Strategy which seeks to ensure that the pricing of parking is not used as a tool for competition between centres and that long stay parking is not provided near to town centres in order to encourage commuters to use more sustainable modes of transport and reduce peak hour traffic flows.

Nature Conservation

- 69. Policy ENV1 of the Core Strategy requires that all appropriate development should positively contribute to the natural environment of the Black Country, whilst Saved Policy DD10 of the UDP seeks to ensure that the effects of development proposals on wildlife features are taken into full account.
- 70. The applicant's ecological appraisal advises that due to the urban setting and the limited presence of wildlife habitats at the site the proposed development will have a

low impact on nature conservation and biodiversity within the local area. The presence of a bat roost at the site can be reasonably discounted, however it is recommended that an inspection of the buildings is conducted pre-demolition to determine whether there are any bat roosts within them. The development will lead to the loss of areas of grassland. This should be mitigated for by the creation of semi-natural grassland planting and trees within landscaped areas. Bat boxes, bird boxes and insect tubes should also be incorporated into the development. Should permission be granted it is recommended that conditions be imposed requiring that the development takes place in accordance with the recommendations of the appraisal.

Flood Risk

71. Policy ENV5 of the Core Strategy requires that proposals for development must demonstrate that the level of flood risk associated with the site is acceptable. The applicant's Flood Risk Assessment identifies that he site lies in Flood Zone 1, and has a low probability of flood risk. Appropriate drainage systems are to be used in the development which will ensure that it will fully comply with local and national policy guidance in respect of drainage issues. In accordance with the advice given by the Environment Agency is it recommended that should permission be granted a surface water drainage scheme be sought by condition. This is to prevent the increased risk of flooding and to improve and protect water quality.

Renewable Energy

72. The applicant's Sustainable and Renewable Energy Assessment has been submitted in accordance with the requirements of Policy ENV7 of the Core Strategy. All non-residential developments of more than 1,000 square metres must incorporate a level of energy generated from renewable sources, and the energy assessment must demonstrate that this requirement has been met. The statement sets out the key requirements for sustainability appropriate to developments of this type, in order to provide a statement of intent for the future development of the site. Sustainable development will be achieved in this case by aiming to exceed local

renewable energy performance criteria, preventing and reducing emissions, enhancing local amenities and creating employment, appropriate forms of design, and reducing wastage through all stages of the development.

Contaminated Land

73. The applicant has submitted a Phase 1 Geo-Environmental Assessment which assesses the possible extent of contamination within the soils and groundwater beneath the site. The Assessment recommends that further investigation works should be carried out to allow consideration of the potential impacts with respect to human health, controlled waters and the wider environment. With regard to the comments of the Head of Environmental Health in respect of contaminated land, a scheme to deal with any potential contamination of this site should be sought by condition. This would be in accordance with Saved Policy UR9 of the UDP which requires that planning applications should be accompanied by sufficient information to determine the remediation required in relation to the proposed land use.

Archaeology

74. Saved Policy HE8 states that adequate information should be provided with planning applications to allow the full and proper consideration of the impact of a development on archaeological remains. The applicant's Heritage Statement recommends that the buildings on Hall Street should, prior to their demolition, be recorded to establish potential archaeological interest, and that after demolition the area should be evaluated for the presence of archaeological remains. Similarly the area bounded by Porter Street, Little Street and Phoenix Passage should also be evaluated. Should permission be granted the development must accord with the recommendations of the applicant's Heritage Statement - an appropriate condition should seek the recording of the buildings on Hall Street prior to their demolition to establish potential archaeological interest, and after demolition the site should be evaluated for the presence of archaeological remains.

Residential Amenity

- 75. The nearest residential properties to the site are located to the east on North Street, on the opposite side of the bypass. According to the applicant's noise assessment the overall noise emissions from the operation of the site will lead to no more than 'slight, barely perceptible' increases in the existing ambient noise climate. A 4.5m high acoustic fence should be erected along part of the boundary of the service yard to ensure that activities there do not lead to complaints from the occupants of nearby properties.
- 76. In accordance with the findings of the noise assessment and the recommendation of the Head of Environmental Health an acoustic barrier must be erected along the southeast boundary of the site adjacent to the service yard to minimise the escape of noise from the service yard. This can be sought by condition, and will ensure that the development complies with Saved Policy EP7 of the UDP which requires that developments should include measures to minimise noise emissions where they are expected to generate noise.

Planning Obligations

- 77. Black Country Core Strategy Policy DEL1 'Infrastructure Provision' sets out the adopted policy framework for Planning Obligations within Dudley and the Planning Obligations SPD provides further detail on the implementation of this policy; these policy documents were prepared in accordance with national legislation and guidance on planning obligations. Policy DEL1 requires all new developments to be supported by sufficient on and off-site infrastructure to serve the development, mitigate its impact on the environment, and ensure that the development is sustainable and contributes to the proper planning of the wider area.
- 78. The obligations potentially triggered according to the Planning Obligations SPD are Economic and Community Development, Transport Infrastructure Improvements, Air Quality Improvements, Nature Conservation Enhancements, Library Improvements, Public Art, and Public Realm Improvements. In determining the required planning

obligations on this specific application the following three tests as set out in the CIL Regulations, in particular Regulation 122, have been applied to ensure that the application is treated on its own merits:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development;
- (c) fairly and reasonably related in scale and kind to the development.

Following consideration of the above tests only the following obligations are required for this application:

Economic and Community Development

This is an obligation on the developer to enter into a local employment statement with the Council in order to provide for economic and community development benefits. This could be in the form of commitments to sourcing building materials locally and the provision of jobs for local people in both the construction and enduse phases. The provision of a statement by the developer would be in accordance with Policy EMP5 of the Core Strategy which advises that planning obligations should be negotiated with the developers/occupiers of major new job creating development to secure initiatives and/or contributions towards the recruitment and training of local people.

<u>Transport Infrastructure Improvements</u>

There are currently no programmed road improvements scheme within the vicinity of the site for which a contribution should be sought as a result of this development. With regard to the comments of CENTRO, it is considered appropriate to require the submission of details of signage and RTI displays to be installed at the site to assist with shoppers' navigation to the bus station and provide information on bus departures. The provision of this obligation meets the CIL tests in that it will contribute to the delivery of a sustainable development, is being provided directly on

the development site itself and is deemed to be in scale and kind to the proposed development.

Air Quality Improvements

Policy ENV8 of the Core Strategy advises that adequate and satisfactory mitigation measures must be secured for developments that generate an increase in the number of trips to and from a development site. The preference is for this to be provided through on-site provision, although in some instances it may be appropriate for an off-site financial contribution to be sought. In this case the equivalent off-site contribution is £111, 850.00. In lieu of a financial contribution it is considered that the provision of electric vehicle charging points and cycle parking provision within the development will help to contribute to the aims of the Council's Air Quality Action Plan in respect of emission reduction initiatives. The numbers of charging points and cycle parking spaces shown on the submitted plans are currently below the Parking Standards SPD standard; should permission be granted it is recommended that conditions be imposed seeking amended plans showing increased provision.

Nature Conservation Enhancements

Again, the preference is for enhancements to be incorporated into the development (the off-site financial equivalent being £9527.26). The required enhancements can be sought by ensuring that the development takes place in accordance with the recommendations of the ecological appraisal and that details of enhancement measures are submitted for approval (by condition).

Library Improvements

A1 retail developments of more than 100sq.metres are required to provide a contribution to libraries if they fall within a town centre. The contribution to be sought in this case is £4095. Consultation is taking place with Library Services to identify

whether there are any proposed improvement schemes for Dudley Library; an update on the matter will be provided in the pre-Committee note.

Public Art

Policy CSP4 of the Core Strategy requires the provision of public art in major developments, to support and enhance the cultural and social development and identity of the Black Country. In this case an art feature could satisfactorily be accommodated within the public realm area to the front of the proposed store on the Trindle Road frontage. Details can be sought by condition.

Public Realm

Non-residential developments within centres resulting in a net increase in gross floorspace are required to provide a contribution to public realm improvements. No contribution can be sought in this case as the floor space of the proposed buildings is less than that of the buildings to be demolished.

Given that the site is within an area identified for public realm improvements in the Town Centre Area Development Framework it would be appropriate to secure, by condition, details of the paving/surfacing materials, lighting, landscaping and street furniture to be used in the area to the front of the building on Trindle Road and Hall Street. This would be in accordance with the requirements of Core Strategy Policy ENV3 which requires that developments provide a high quality public realm and an attractive, safe and permeable movement network.

CONCLUSION

79. On balance even though there are acknowledge potential impacts on some existing food stores within Dudley and the catchment area, the proposed development will lead to the positive improvement of an existing, partly derelict Dudley Town Centre Development Site. It will support the spatial objectives of the Black Country Core Strategy and for Regeneration Corridor 11a which seeks to serve day-to-day

shopping needs and have sustainable regeneration benefits. The Core Strategy Policy CSP1: 'The Growth Network,' promotes a network of vibrant and attractive centres offering an appropriate choice of facilities. The Centres and Regeneration Corridors provide the most sustainable locations for economic and housing growth across the Black Country although improvements are required to accessibility and connectivity.

- 80. The proposed foodstore accords with UDP Policy DTC(XIV) Development Block 23 Hall Street/Porter Street as retail would be acceptable in the area between Hall Street and Porter Street and only if well integrated with the Town Centre and Flood Street redevelopment. The proposed use accords with the requirements of the NPPF and has satisfied the policy tests of Core Strategy Policy CEN4. It has been demonstrated that the potential levels of impact would not be material and cause a significant adverse effect on Dudley town centre or other in centre foodstores within the catchment area.
- 81. No significant adverse impacts have been indentified but positive impacts would arise in terms of economic, social, environmental and health and wellbeing issues.
- 82. In terms of economic issues the development will generate economic outputs, physical regeneration and local employment. The development could create 300 jobs in full and part-time jobs. The development will also generate jobs in the construction phase of the development. The foodstore would therefore generate a significant number of new jobs and economic benefits to Dudley, the Black Country and the West Midlands as a whole at a time of high unemployment.
- 83. The principle of the use of the site for retail purposes accords with the relevant Saved UDP land designation for this part of the town centre. As a substantial new retail development the proposal provides an opportunity to help sustain the town centre as a whole and will help to achieve one of the aims of the NPPF to secure economic growth in order to create jobs and prosperity.

84. A sufficient amount of parking is to be provided, and the proposed highway improvement works will ensure that the increased vehicular pedestrian and vehicle generation can be satisfactorily accommodated. An appropriate amount of additional infrastructure is to be provided to ensure that the development achieves its sustainability objectives.

In terms of social benefits the development will help to achieve the NPPF aim of supporting the health and social well-being of communities, by creating a high quality built environment within an existing run-down and neglected part of the town centre and by providing an additional option for the residents of the Borough to purchase a range of quality, healthy foods.

- 85. With respect to the environmental benefits of the scheme the development will contribute to the enhancement of the built and historic environment, having a positive impact on the appearance of the town centre and the character of the Conservation Area. A sufficient amount of parking is to be provided, and the proposed highway improvement works will ensure that the increased vehicular pedestrian and vehicle generation can be satisfactorily accommodated. An appropriate amount of additional infrastructure is to be provided to ensure that the development achieves its sustainability objectives.
- 86. Finally there is a positive health and wellbeing impact from the development is well linked to the rest of the centre and the wider area, and proposes clear and legible pedestrian routes, an active street frontage and a high quality public space which can help to create healthy, inclusive communities.

RECOMMENDATION

- 87. It is recommended that the application is approved subject to:
 - Referral to the Secretary of State for consideration in accordance with Section 77 of the Town and Country Planning Act 1990.
 - b) The applicant being invited to make an application to the Secretary of State, under Section 247 of the Town and Country Planning Act 1990 to close,

create and improve highways as shown on drawing no 13238-22 revision K or subsequent revised drawing as agreed under delegated powers by the Director DUE to enable development authorised by planning permission to take place. The full costs and works to the local authorities satisfaction shall be met by the developer;

c) the following conditions:

APPROVAL STATEMENT INFORMATIVE

In dealing with this application the local planning authority have worked with the applicant in a positive and proactive manner, seeking solutions to problems arising in relation to dealing with the application, by seeking to help the applicant resolve technical detail issues where required and maintaining the delivery of sustainable development. The development would improve the economic, social and environmental concerns of the area and thereby being in accordance with paragraphs 186 and 187 of the National Planning Policy Framework.

Conditions and/or reasons:

- 1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 2. The development hereby approved shall not be occupied until a Travel Plan has been submitted to and approved in writing by the local planning authority, including details of a Travel Plan Co-ordinator, Staff Travel Survey, Car Parking Management, Walking and Cycling initiatives, Publicity and Marketing, Set targets and monitoring and to join Company Travel Wise in Dudley together with a timetable for the implementation of each such element. The Travel Plan shall be implemented in accordance with the details approved by the local planning authority and remain operational for the life of the development.
- 3. No development (excluding demolition and remediation) shall commence until details of the types, colours and textures of the materials to be used in the hard surfacing of the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in complete accordance with the approved details and retained for the lifetime of the development unless otherwise agreed in writing with the local planning authority.

- 4. No development (excluding demolition and remediation) shall commence until details of the types, colours and textures of the materials to be used on the external surfaces of the building hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in complete accordance with the approved details.
- 5. No works of construction, levels changes, re-grading or other site clearance or infrastructure works involving ground disturbance shall begin until the developer has secured the implementation of a programme of archaeological investigation and recording work including appropriate provision for subsequent analysis, reporting and archiving in accordance with a Written Scheme of Investigation (WSI) which has first been submitted to and approved in writing by the local planning authority. The WSI shall include details of any physical archaeological evaluation works to areas identified as having the potential for archaeological significance and at the appropriate stage details of proposals for the preservation in situ of archaeological remains identified by evaluation as being of significance or with the written agreement of the local planning authority only appropriate provision for further archaeological investigation and recording required in mitigation of damage to or loss of such archaeological remains. Following approval of the WSI all such works will be carried out in accordance with the agreed details.
- 6. No development (excluding demolition and remediation) shall commence until details of the hard and soft landscaping scheme for the site have been submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall be implemented in accordance with the approved details before the end of the first planting season following initial occupation of the development.
- 7. No development (excluding demolition and remediation) shall commence until a detailed landscape strategy for both the site and the areas of highway improvement works shown on the plans required by Condition 21 have been submitted to and approved in writing by the Local Planning Authority. The strategy shall include a timetable for the implementation of the works and their ongoing maintenance, and shall be implemented in accordance with the approved details.
- 8. The landscaped areas shall be retained in the form shown on the approved plans throughout the life of the development and shall not be used for any other purpose, unless otherwise agreed in writing by the local planning authority.
- 9. Prior to the demolition of Cavendish House an inspection of the building shall be carried out to determine whether there are any bat roosts within it. If any roosts are found all works should stop immediately and not resume without written permission from Natural England and the local planning authority. The development shall thereafter take place in accordance with the approved mitigation measures.
- 10. No development shall commence until details of nature conservation enhancement works have been submitted to and approved in writing by the Local Planning Authority. The nature conservation enhancement works shall thereafter be provided in accordance with the approved details prior to first occupation of the development and be maintained for the life of the development.
- 11. No development (excluding demolition and remediation) shall commence until details of public realm works have been submitted to and approved in writing by the Local Planning Authority. The public realm works shall thereafter be provided in accordance with the approved details prior to first occupation of the development and be maintained for the life of the development.

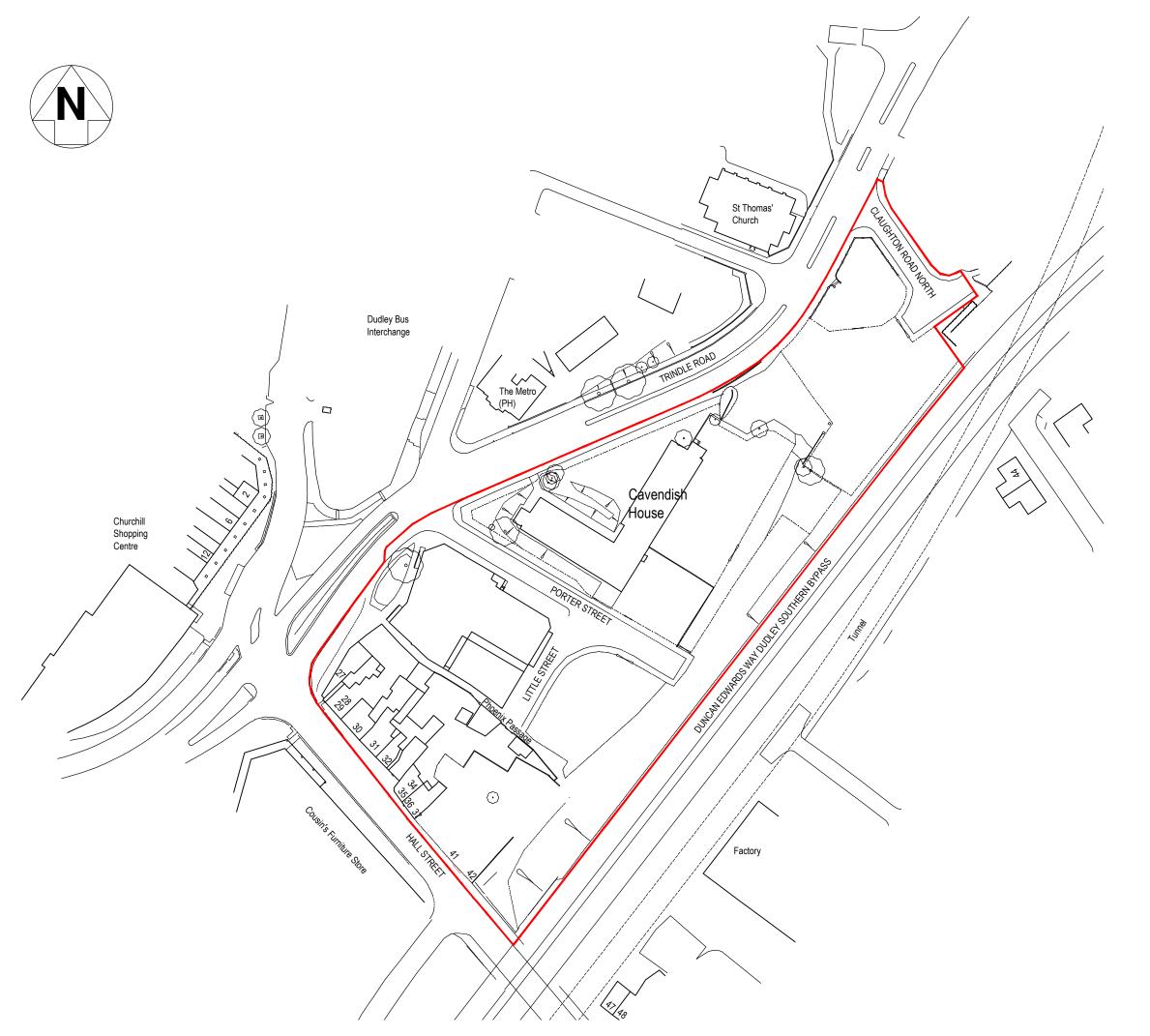
- 12. No development (excluding demolition and remediation) shall commence until details of works of public art have been submitted to and approved in writing by the Local Planning Authority. The works of public art shall thereafter be provided in accordance with the approved details prior to first occupation of the development and be maintained for the life of the development.
- 13. No development shall commence until an Economic and Community Development Statement has been submitted to and approved in writing by the Local Planning Authority. The Statement shall address as a minimum, measures to increase the number of jobs open to local people available on the site and the development of initiatives that support activities to upskill local unemployed people of working age so as to support them into sustained employment as outlined in the Council's Planning Obligations Supplementary Planning Document. The development shall be implemented in accordance with the approved Statement and retained in accordance with the Statement for the lifetime of the development.
- 14. Prior to occupation of the store details of secure cycle parking facilities in accordance with the Council's parking standards have been submitted to and approved in writing by the Local Planning Authority. The cycle parking shall thereafter be provided in accordance with the approved details prior to first occupation of the development, shall be made available at all times and be maintained for the life of the development.
- 15. Prior to occupation of the store details for the provision of external electric charging points, in accordance with the standards set out in the Council's Parking Standards SPD, have been submitted to and approved in writing by the Local Planning Authority. The electric charging points shall thereafter be provided in accordance with the approved details prior to first occupation of the development and be maintained for the life of the development.
- 16. No development (excluding demolition and remediation) shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The development shall thereafter take place in accordance with the approved details.
- 17. No development approved by this permission, including the construction of any building, shall be commenced until a scheme to deal with contamination of land (including ground gases and vapours) has been submitted to and approved by the Local Planning Authority (LPA). Furthermore, no part of the development shall be occupied until the LPA has been satisfied that the agreed scheme has been fully implemented and completed. The scheme shall include all of the following measures unless the Local Planning Authority dispenses with any such requirement specifically in writing:
 - i) A desk-top study to formulate a conceptual model of the site. The requirements of the LPA shall be fully established before the desk-study is commenced:
 - ii) Once the desk study has been approved by the LPA, a site investigation shall be carried out to identify and evaluate all potential sources and impacts of identified contamination in accordance with the conceptual model. The findings of site investigation shall be presented in report format for approval by the LPA and

shall include a risk-based interpretation of any identified contaminants in line with UK guidance;

- iii) Following the approval of both desk-top study and site investigation reports, a written remediation scheme and method statement (the contamination proposals) shall be agreed in writing with the LPA prior to commencement of the development. The contamination proposals shall include provisions for validation monitoring and sampling, including a scheme and criteria for both the use of imported materials and reuse of site-won materials, and be retained throughout the lifetime of the development.
- iv) The contamination proposals shall be implemented in full and no deviation shall be made from the contamination proposals without the express written agreement of the LPA.
- v) If during development works any contamination should be encountered which was not previously identified or is derived from a different source and/or of a different type to those considered under the contamination proposals then the LPA shall be notified immediately and remediation proposals formulated/amended for consideration.
- vi) If during development work, contaminants are found in areas previously expected to be acceptable, then the LPA shall be notified immediately and remediation proposals formulated/amended for consideration.
- vii) A completion report confirming the objectives, methods, results and conclusions and demonstrating that the contamination proposals have been fully implemented and completed shall be submitted to the LPA for approval.
- 18. Work shall not begin on the demolition and construction of the development until a method statement for the control of dust and emissions arising from the demolition and construction of the development has been submitted to and approved by the local planning authority. All works which form part of the scheme shall be implemented throughout the construction and demolition phase of the development.
- 19. Prior to commencement of the permitted use a scheme for a continuous acoustic barrier constructed along the southern most boundary of the service yard of minimum height of 4.5 metres and minimum surface density of 10 kg/m2 shall be submitted to and approved in writing by, the Local Planning Authority. All works which form part of the approved scheme shall be completed before the approved use commences. The barrier shall be retained throughout the life of the development.
- 20. The noise rating level of any fixed plant and/or machinery associated with the development shall not exceed background noise levels at the boundary of any nearby dwelling as assessed under the methodology of BS 4142 (1997) (Method for rating industrial noise affecting mixed residential and industrial areas) and/or its subsequent amendments. The reference background noise level shall at each relevant dwelling shall be that determined by the noise report, reference RA00174-Rep 1, submitted with the application.

- 21. No development (excluding demolition and remediation) shall commence until the detailed design of the highway improvement works required to facilitate the development shall be submitted to and approved in writing by the local planning authority. The agreed works shall be completed prior to commmencement of trading from the site.
- 22. Prior to occupation of development a car park management plan shall be submitted to and agreed in writing by the local planning authority. The development shall thereafter take place in accordance with the approved details for the lifetime of the development.
- 23. Prior to occupation of development details of the provision of disabled car parking provision, in accordance with the standards set out in the Parking Standards SPD, shall be submitted to and approved in writing by the local planning authority. The development shall thereafter take place in accordance with the approved details.
- 24. The development hereby permitted shall be carried out in accordance with the following approved plans: PL_06 rev C, PL_05 rev C, PL_09 rev B, PL_13 rev A, PL-12 rev A, PL-14, PL-10 rev C, PL-11 rev F, PL-08 rev B, PL_07 rev C, PL_04 rev C, PL_05 rev C.
- 25. Prior to the occupation of the store details of the type and siting of Road Traffic Information displays at the site shall be submitted to and approved in writing by the local planning authority. The development shall thereafter take place in accordance with the approved details.
- 26. The demolition works hereby permitted shall not be undertaken until all contracts and a date of commencement for the carrying out of the works of redevelopment of the site is in place and planning permission has been granted for the redevelopment for which the contract provides. Evidence that a contract is in place (or other such documentation as considered satisfactory by the local planning authority in lieu of such contract), shall be submitted in writing to the Local Planning Authority 14 days prior to any demolition works commencing.
- 27. No works involving the demolition or alteration of existing buildings or built structures on Hall Street shall commence until the developer has secured the implementation of a programme of archaeological buildings recording work to include provision for stripping out or opening up works such as may be required to fully elucidate a buildings significance and for subsequent analysis, reporting and archiving all to be in accordance with a written scheme of investigation which has first been submitted to and approved in writing by the local planning authority. Following approval of the WSI all such works will be carried out in accordance with the agreed details.
- 28. The retail floor space of the foodstore hereby approved shall be limited to no more than 6500 m2 gross floorspace. No more than 3750 m2 of the floorspace of the building shall be used for net retail sales, and no more than 3200 m2 of that net floorspace shall be used for the sale of convenience goods.
- 29. At least 10% of the energy supply of the development shall be secured from decentralised and renewable or low-carbon energy sources (as described in the glossary of Planning Policy Statement: Planning and Climate Change (December 2007)). Details and a timetable of how this is to be achieved, including details of physical works on site, shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the store. The approved details shall be implemented in accordance with the approved timetable and retained as operational thereafter, unless otherwise agreed in writing by the Local Planning Authority.

- 30. Notwithstanding the provisions of the Town and Country Planning Act 1990 (as amended) and schedule 2 part 42 class A of the Town and Country Planning (General Permitted Development Order) 1995 (as amended) (or order revoking or reacting that order with or without amendment) the food store shall not be extended externally or internally (including the provision of a mezzanine) without the express grant of planning permission.
- 31. Development shall not commence until a management plan for mitigating the air quality impacts of the development (including demolition, construction, operations and vehicle movements in the vicinity of the site) have been submitted to and approved in writing by the Local Planning Authority. All works which form part of the approved scheme shall be completed before occupation of the proposed development unless otherwise agreed in writing by the Local Planning Authority. The measures in the agreed scheme shall be maintained throughout the life of the development. The plan shall contain targets for emission reduction and timescales, with pollution savings quantified, and shall take into account future changing standards and available technologies and be updated accordingly in agreement with the Local Planning Authority.



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Materials not in conformity with relevant British or European Standards/Codes of practice

XREF'S IN THIS DRAWING

	PLANNING ISSUE						
В	25/04/12	Update to Building Outlines	RSF/AJD				
A	12/04/12	Red line amendment	AJD				

CLIENT

Cavendish Quarter Properties Limited

PROJECT

Cavendish Quarter Dudley

TITL

Location Plan

DRAWING STATUS

PLANNING

DRAWN	nmf	CHECKED	gw
SCALE	1:1250 @ A	13	
DATE	19.03.12		

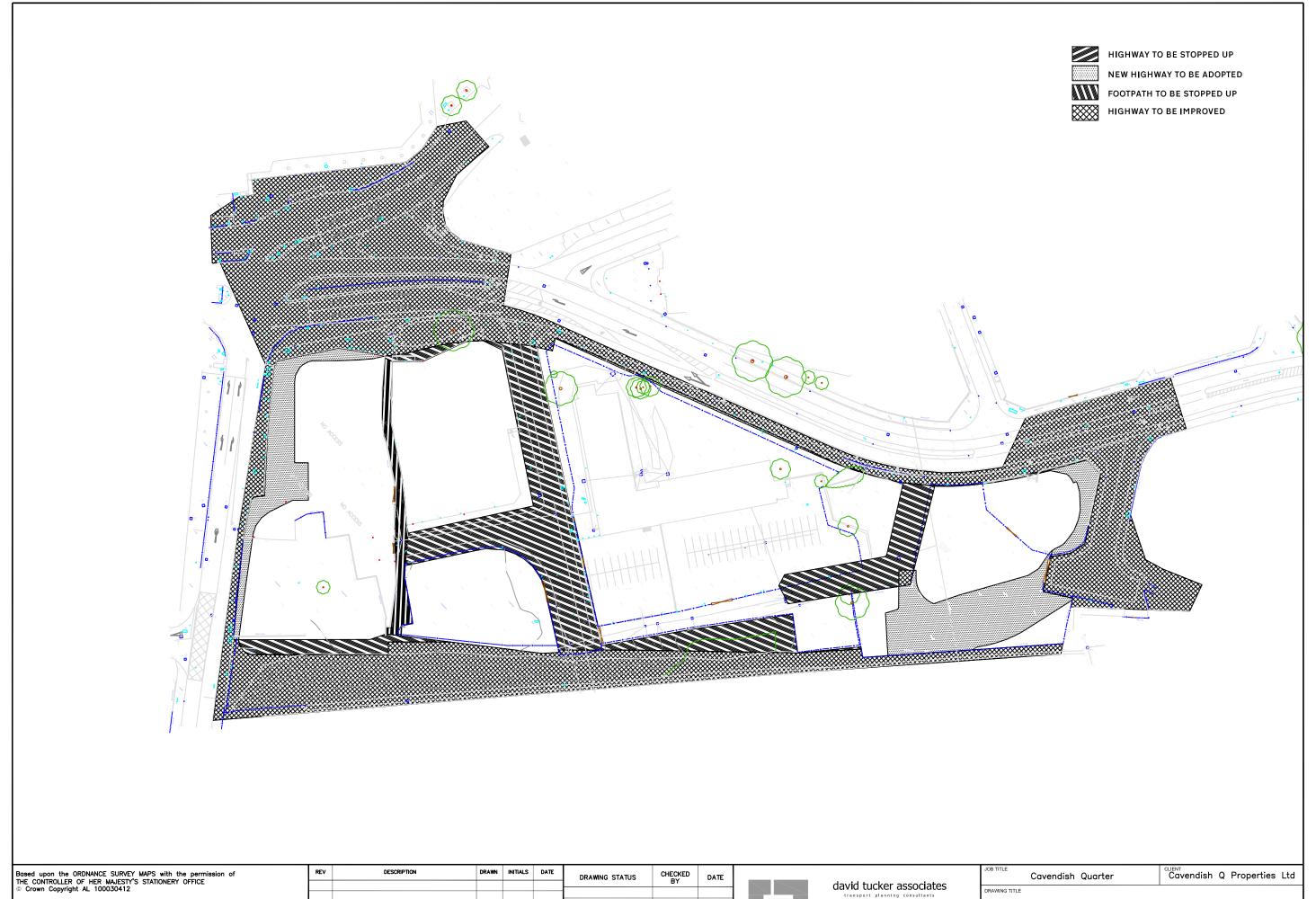
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JOB NO.	DRAWING NUMBER	REV
09-127	PL_01	В

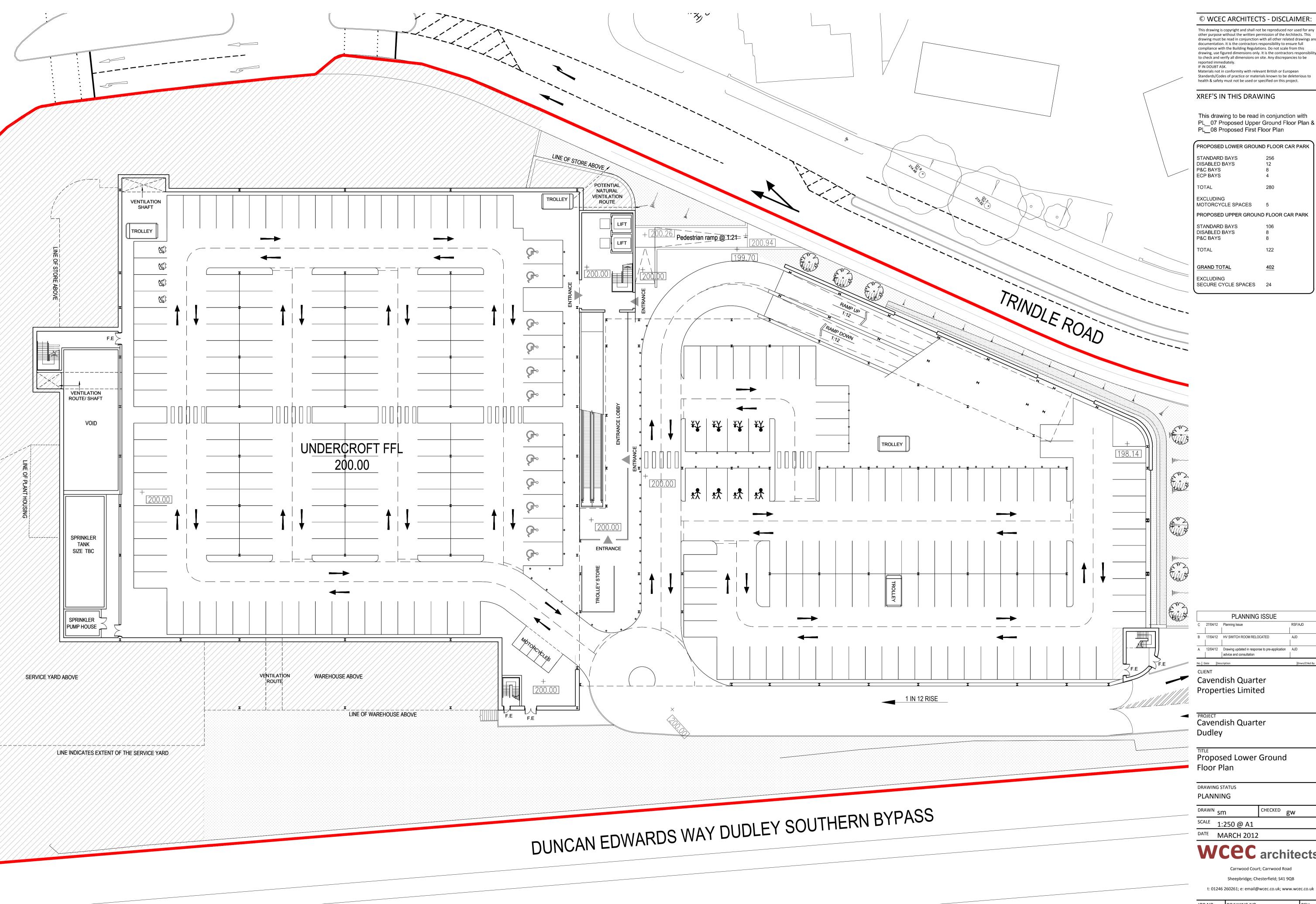


David Tucker Associates



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www.dtatransportation.co.uk

JOB TITLE CO	vendish	Quarter		Cavendish	Q	Properties	Ltd
DRAWING TITLE							
Highway/Land Take Plan							
1/1000@A3	BP DRAWN BY	Nov2012	DRAWING	132	38-		REVISION K



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XREF'S IN THIS DRAWING

This drawing to be read in conjunction with PL__07 Proposed Upper Ground Floor Plan & PL__08 Proposed First Floor Plan

PROPOSED LOWER GROUND	FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS ECP BAYS	256 12 8 4
TOTAL	280
EXCLUDING MOTORCYCLE SPACES	5
PROPOSED UPPER GROUND	FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS	106 8 8
TOTAL	122
GRAND TOTAL	402
EXCLUDING SECURE CYCLE SPACES	24

		PLANNING ISSUE	
С	27/04/12	Planning Issue	RSF/AJD
В	17/04/12	HV SWITCH ROOM RELOCATED	AJD
A	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD

Properties Limited

PROJECT
Cavendish Quarter

Proposed Lower Ground Floor Plan

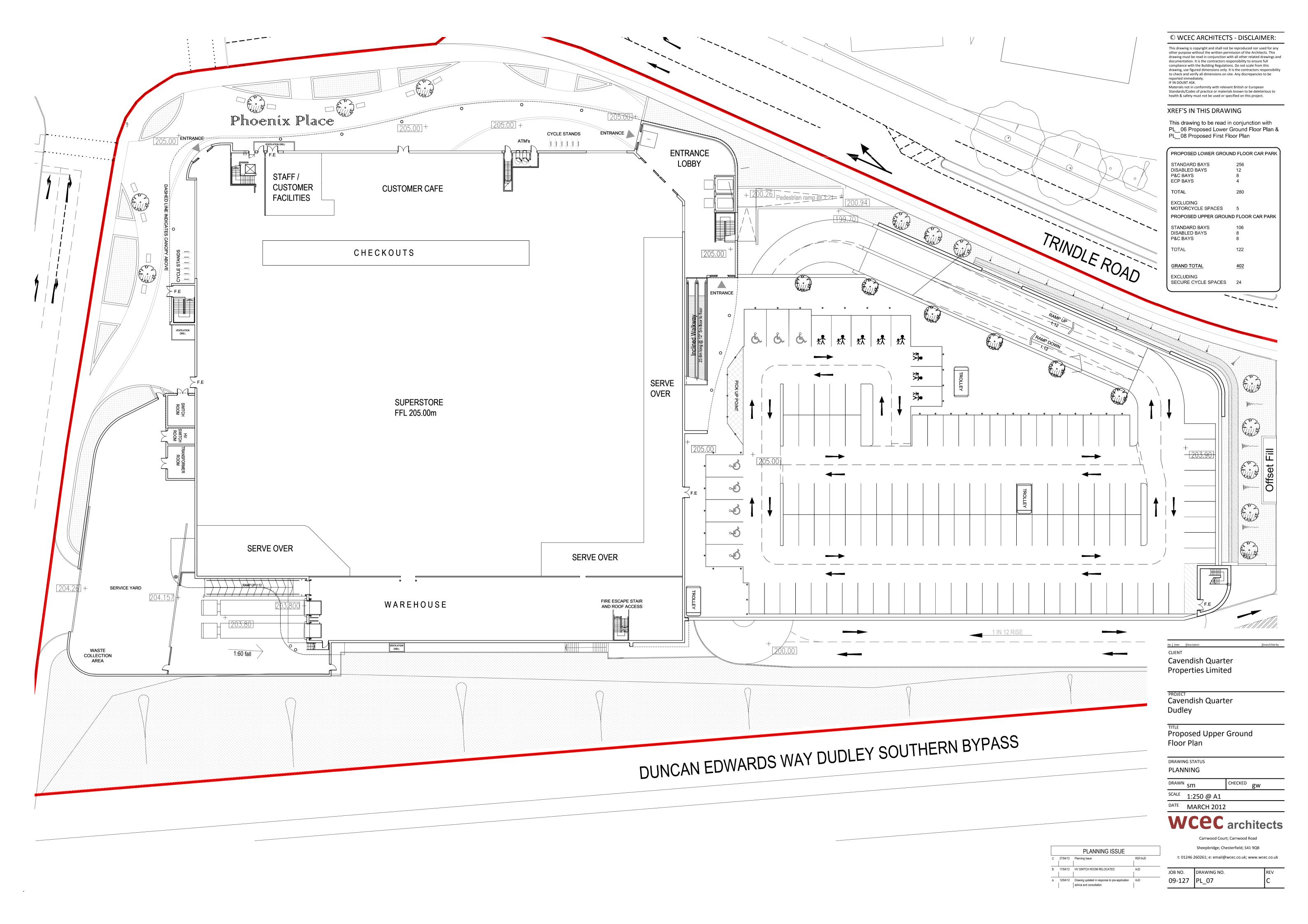
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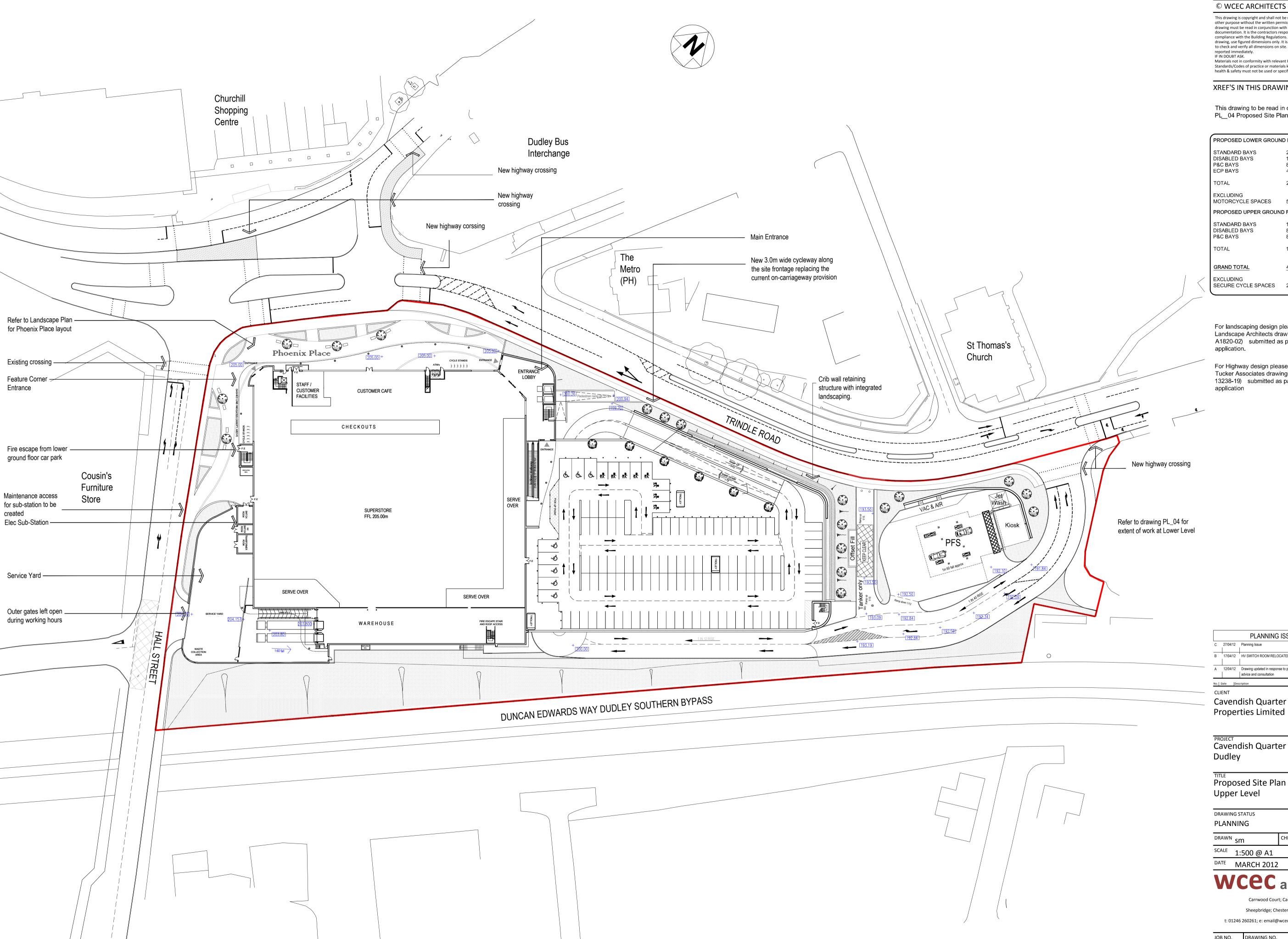
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SCALE 1:250 @ A1 DATE MARCH 2012

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09-127 PL_06





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XREF'S IN THIS DRAWING

This drawing to be read in conjunction with PL 04 Proposed Site Plan Lower Level

PROPOSED LOWER GROUN	ND FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS ECP BAYS	256 12 8 4
TOTAL	280
EXCLUDING MOTORCYCLE SPACES	5
PROPOSED UPPER GROUN	ID FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS	106 8 8
TOTAL	122
CRAND TOTAL	402
GRAND TOTAL	<u>402</u>
EXCLUDING SECURE CYCLE SPACES	24

For landscaping design please refer to Encon Landscape Architects drawing(A1820-01 & A1820-02) submitted as part of this planning application.

For Highway design please refer to David Tucker Associates drawings (13238-17 & 13238-19) submitted as part of this planning

	PLANNING ISSUE							
С	27/04/12	Planning Issue	RSF/AJD					
В	17/04/12	HV SWITCH ROOM RELOCATED	AJD					
A	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD					

Cavendish Quarter

PROJECT
Cavendish Quarter

Proposed Site Plan

DRAWING STATUS

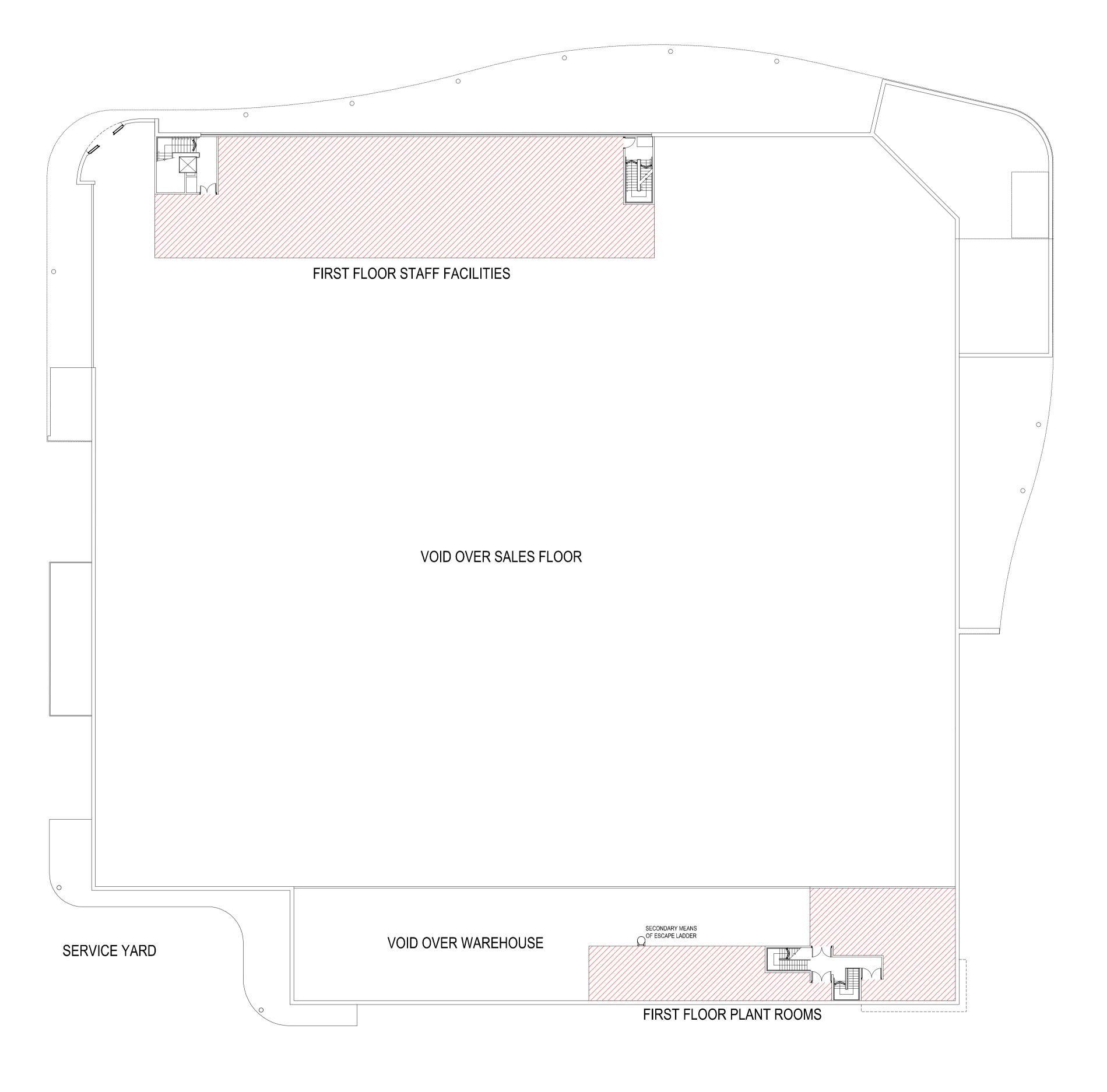
09-127 PL_05

PLANNING

CHECKED gw SCALE 1:500 @ A1

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XREF'S IN THIS DRAWING

This drawing to be read in conjunction with PL_06 Proposed Lower Ground Floor Plan & PL_07 Proposed Upper Ground Floor Plan

	PLANNING ISSUE					
В	27/04/12	Planning Issue	RSF/AJD			
A	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD			
No.	Date De	scription	Drwn/Chkd By			

Cavendish Quarter **Properties Limited**

PROJECT
Cavendish Quarter Dudley

TITLE Proposed First Floor Plan

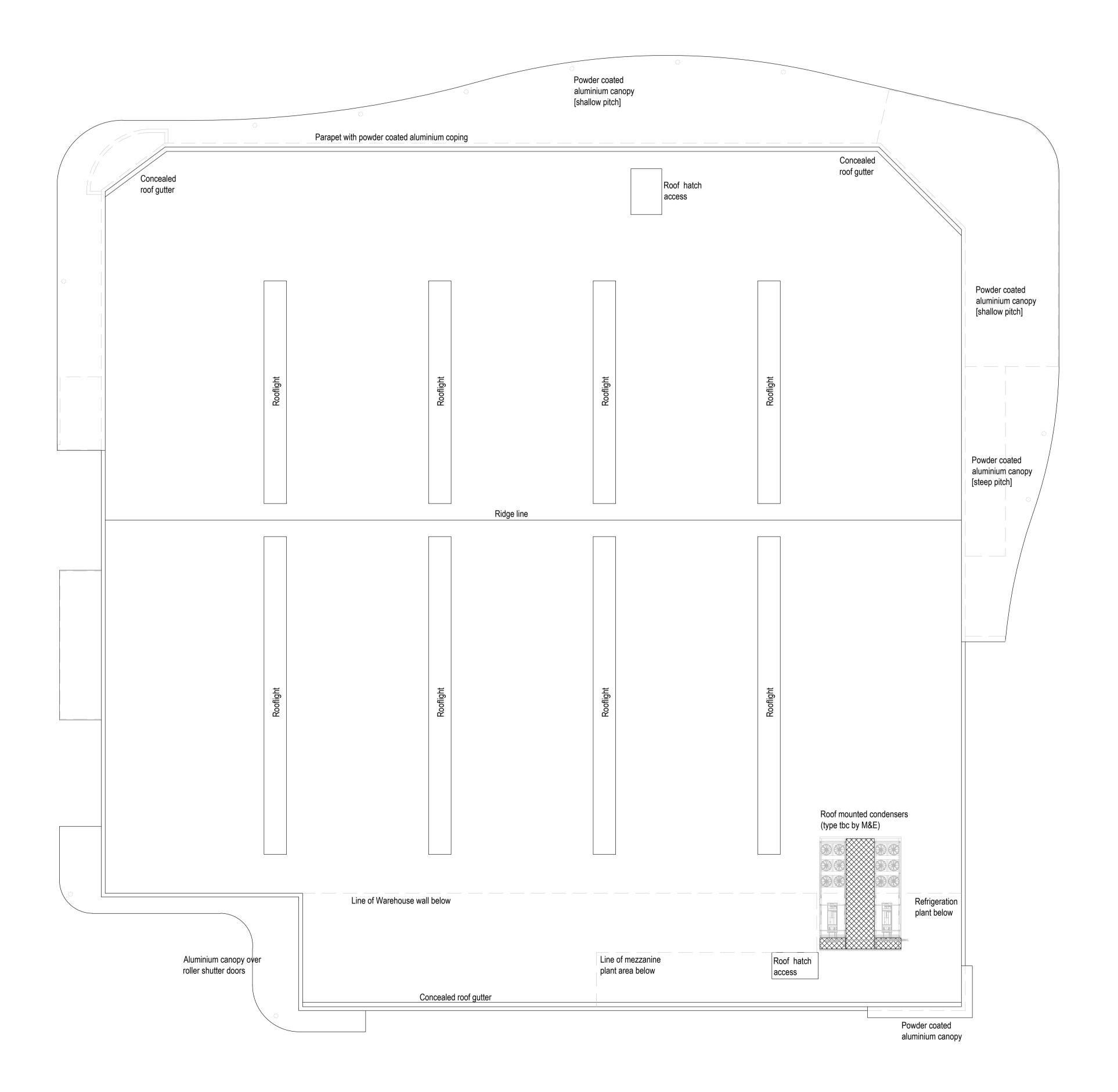
-	DRAWIN	G STATUS		
1	PLANI	NING		
- 1	DRAWN	nmf	CHECKED	gw
	SCALE	1:250 @ A1		
	DATE	March 2012		

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JOB NO.	DRAWING NO.	REV
09-127	PL_08	В



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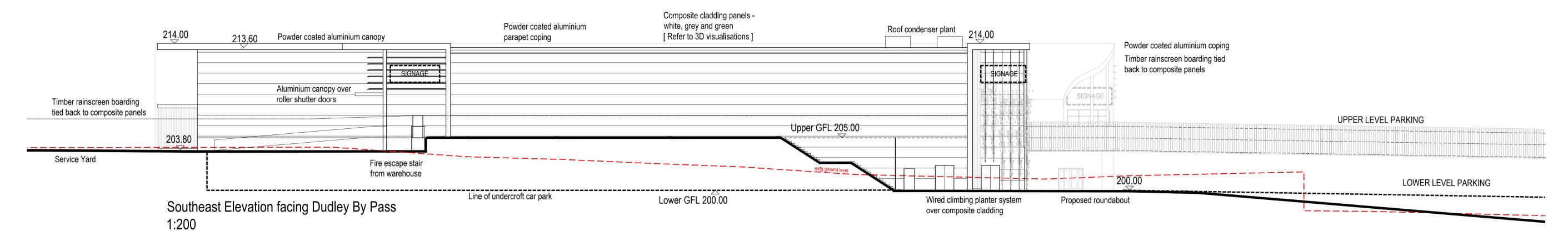
PLANNING ISSUE						
В	27/04/12	Planning Issue	RSF/AJD			
A	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD			
CL C	aven	dish Quarter rties Limited	Drwn/Chkd			
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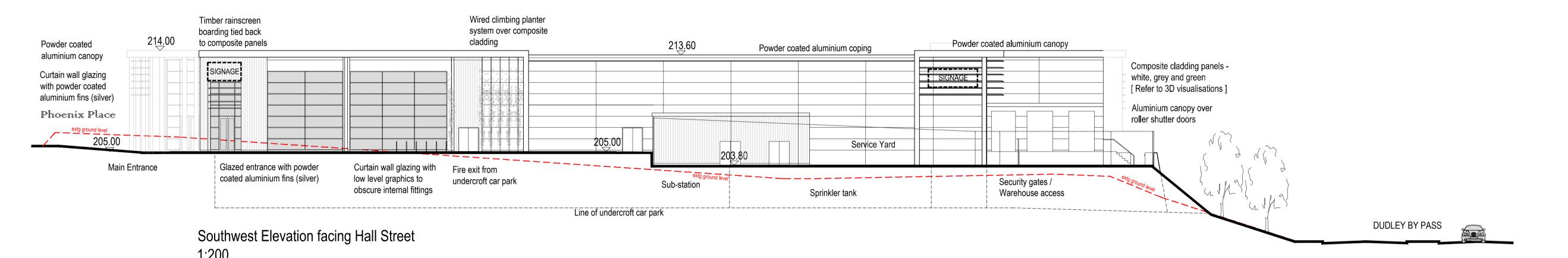
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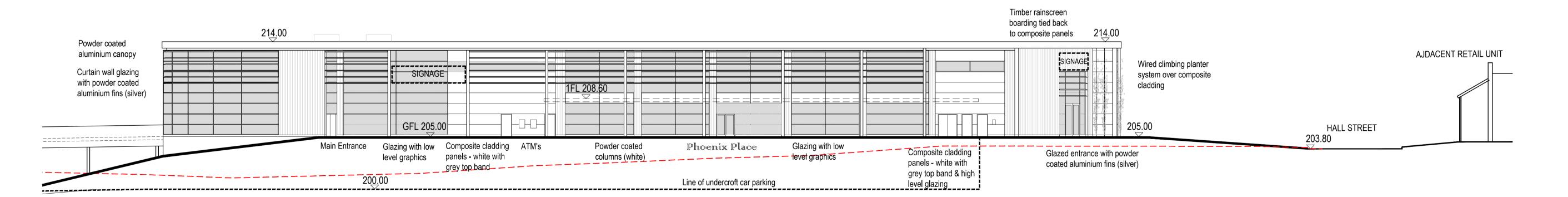
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SCALE 1:200 @ A1
DATE 12.03.12

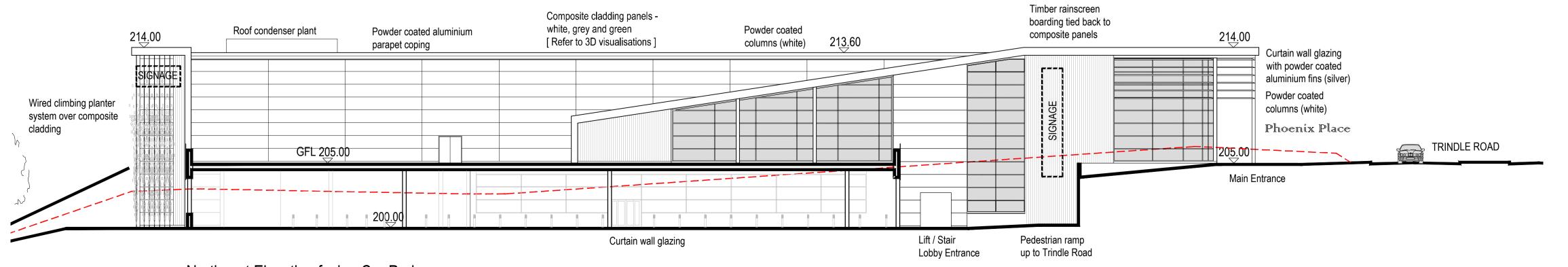
JOB NO. DRAWING NO. 09-127 PL-09







Northwest Elevation facing Trindle Road 1:200



Northeast Elevation facing Car Park 1:200

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Please note: Signage is indicative and

will be submiited in a seperate application.

		PLANNING ISSUE	
С	27/04/12	Planning Issue	RSF/AJD
3	17/04/12	Layout amendment - HV Switchroom relocated	AJD
A	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD

CLIENT Cavendish Quarter **Properties Limited**

PROJECT
Cavendish Quarter Dudley

Proposed Building Elevations

DRAWING STATUS PLANNING

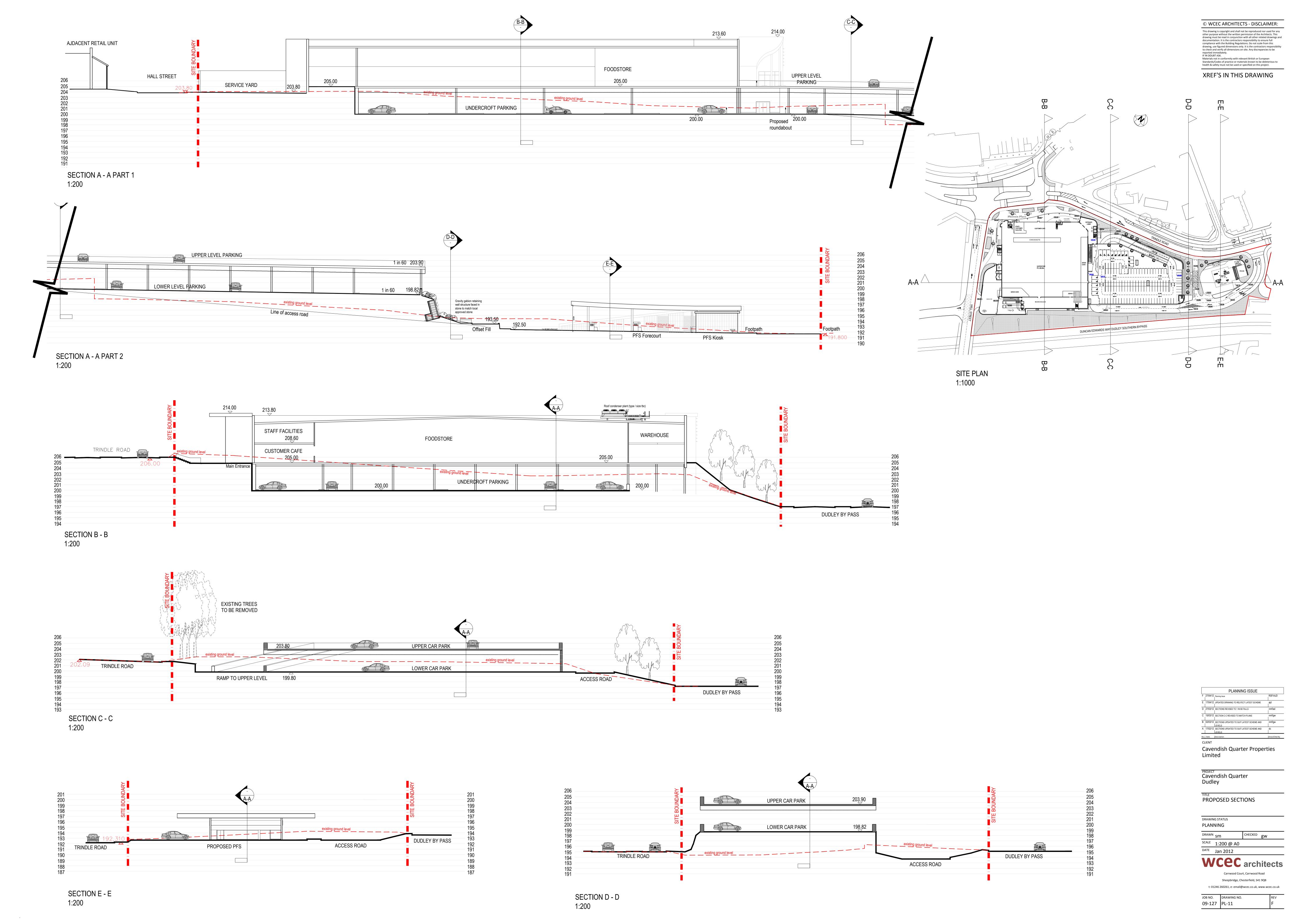
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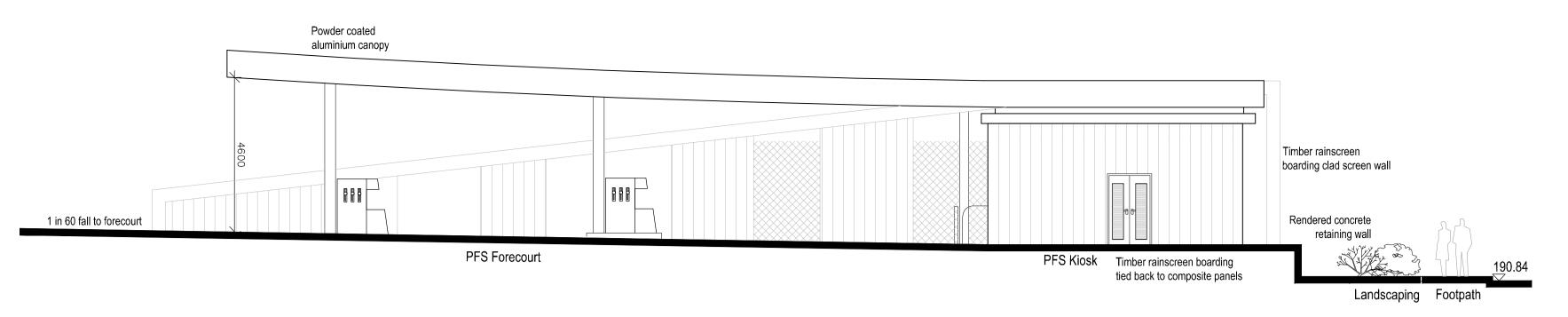
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DATE 12.03.12 **WCEC** architects

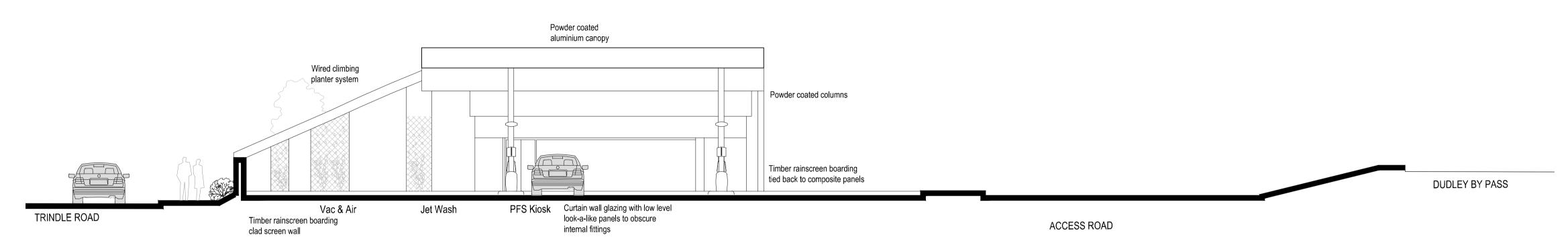
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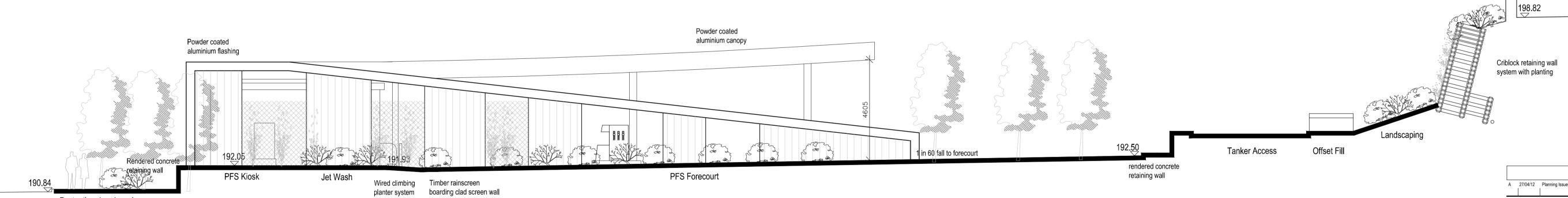




PFS East Elevation facing Duncan Edwards Way 1:100



PFS South Elevation facing Store Car Park 1:100



PFS West Elevation facing Trindle Road

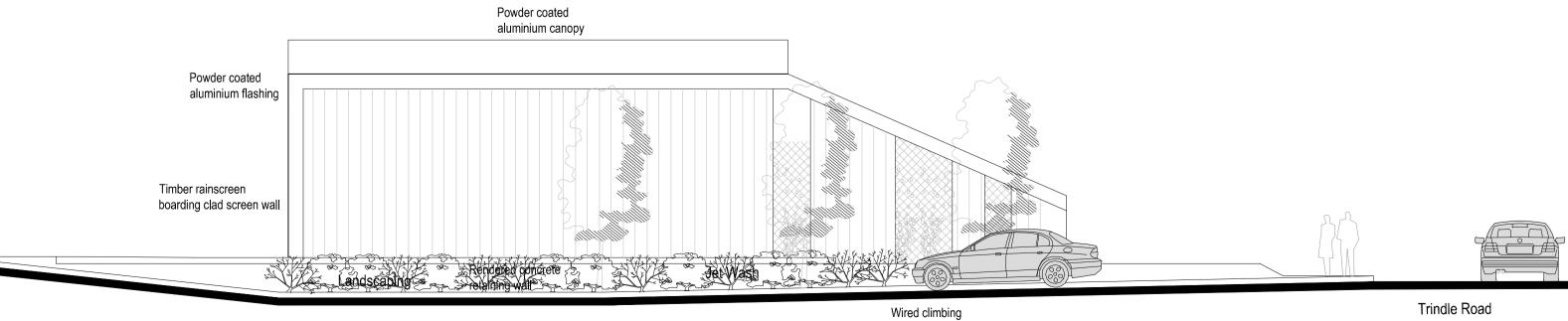
Footpath Landscaping

planter system

19<u>0.</u>79

Access Road

New Access Road



planter system

PFS North Elevation facing New Access Road 1:100

Trindle Road

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PLANNING ISSUE Cavendish Quarter **Properties Limited**

PROJECT
Cavendish Quarter Dudley

Car Park Upper Level

203.90

Proposed PFS Elevations

PLANNING DRAWN nmf

scale 1:100 @ A1

DRAWING STATUS

DATE 02.04.12

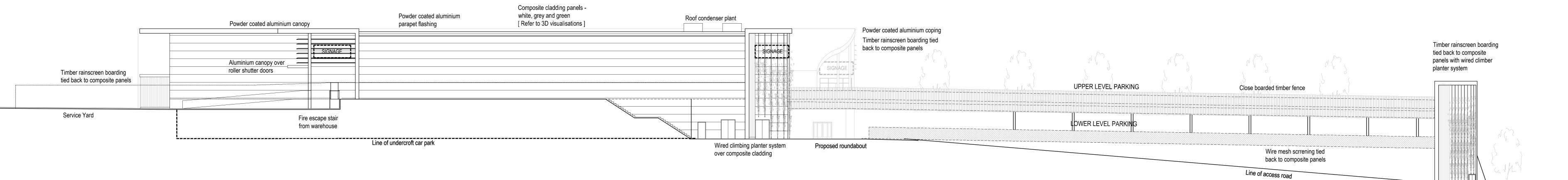
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JOB NO. DRAWING NO. 09-127 PL-12

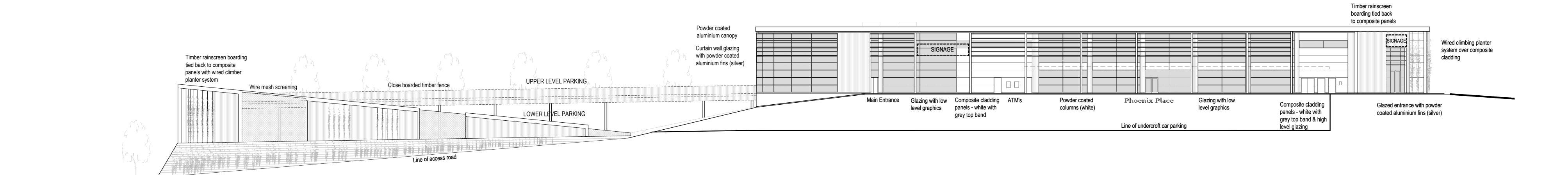




Southeast Elevation facing Dudley By Pass

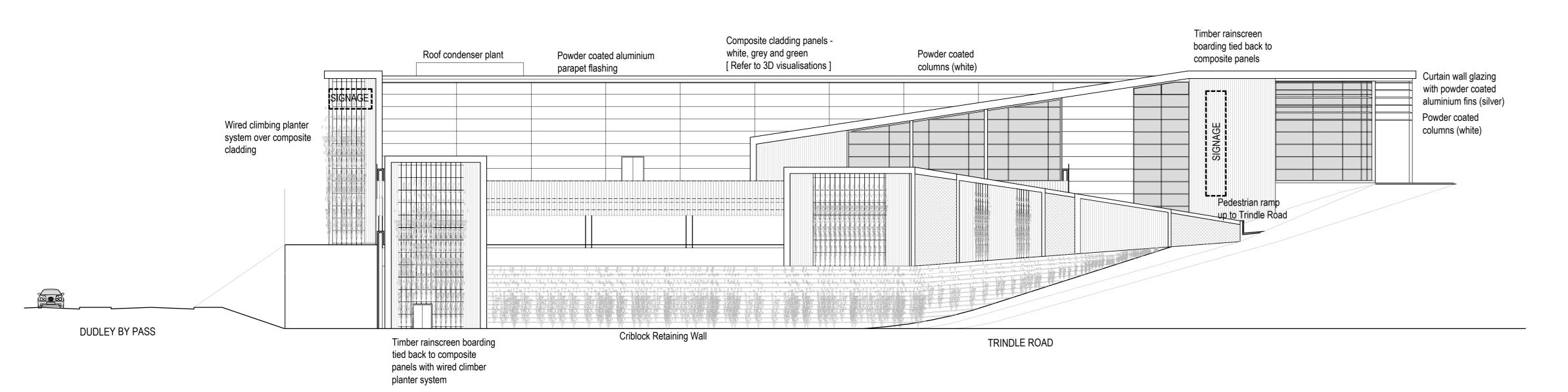
Wired climbing planter Timber rainscreen boarding tied back system over composite to composite panels cladding Powder coated aluminium canopy Powder coated Powder coated aluminium flaphigg aluminium canopy Composite cladding panels -SIGNAGE ||SIGNAGE|| Curtain wall glazing white, grey and green [Refer to 3D visualisations] with powder coated aluminium fins (silver) Aluminium canopy over Phoenix Place roller \$hutter doors TRINDLE ROAD Service Yard Curtain wall glazing with Fire exit from low level graphics to undercroft car p Main Entrance Glazed entrance with powder coated aluminium fins (silver) undercroft car park Security gates / Warehouse access Sub-station obscure internal fittings Sprinkler tank Line of undercroft car park DUDLEY BY PASS

Southwest Elevation facing Hall Street 1:200



Northwest Elevation facing Trindle Road 1:200

Criblock Retaining Wall



Southeast Elevation facing PFS

PLANNING ISSUE CLIENT Cavendish Quarter **Properties Limited** Cavendish Quarter Dudley **Proposed Site Elevations**

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dimensions on site. Any discrepancies to be reported immediately.

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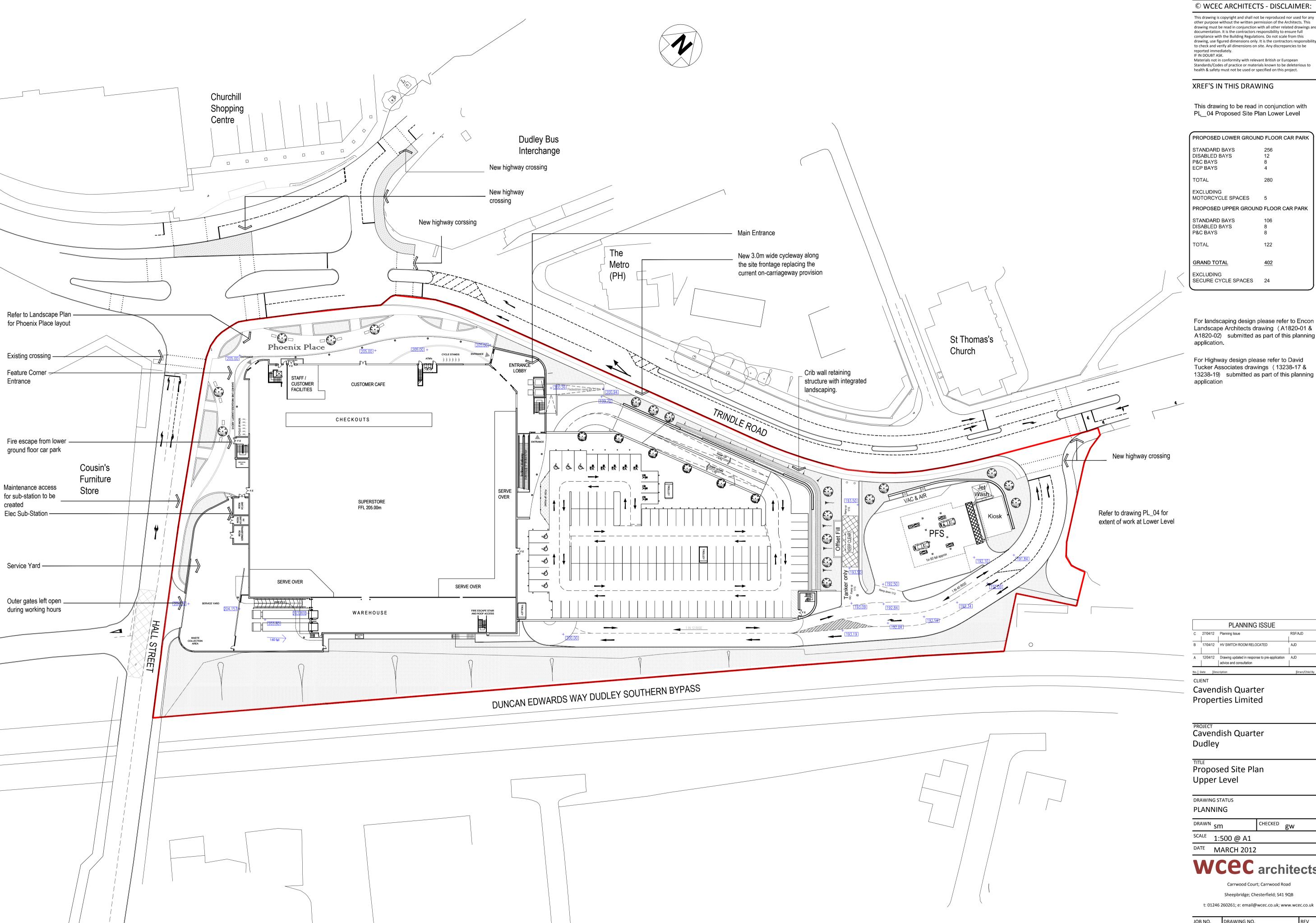
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PLANNING SCALE 1:200 @ A0 DATE 26/04/12

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XREF'S IN THIS DRAWING

This drawing to be read in conjunction with PL 04 Proposed Site Plan Lower Level

PROPOSED LOWER GROU	ND FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS ECP BAYS	256 12 8 4
TOTAL	280
EXCLUDING MOTORCYCLE SPACES	5
PROPOSED UPPER GROUI	ND FLOOR CAR PARK
STANDARD BAYS DISABLED BAYS P&C BAYS	106 8 8
TOTAL	122
CRAND TOTAL	402
GRAND TOTAL	<u>402</u>
EXCLUDING SECURE CYCLE SPACES	24

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For Highway design please refer to David Tucker Associates drawings (13238-17 & 13238-19) submitted as part of this planning application

PLANNING ISSUE						
С	27/04/12	Planning Issue	RSF/AJD			
В	17/04/12	HV SWITCH ROOM RELOCATED	AJD			
4	12/04/12	Drawing updated in response to pre-application advice and consultation	AJD			

Cavendish Quarter

PROJECT
Cavendish Quarter

Proposed Site Plan

DRAWING STATUS

CHECKED gw SCALE 1:500 @ A1

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09-127 PL_05

