

Report to Planning Committee

26 June 2024

Application reference	DC/24/69093	
Application address	The Waggon and Horses	
	83 Lewisham Road	
	Smethwick	
	B66 2DD	
Application description	Demolition of existing public house and	
	proposed apartment block with 11 No. self-	
	contained flats with parking area (outline	
	application for appearance, layout and scale).	
Application received	7 January 2024	
Ward	St Pauls	
Contact officer	Carl Mercer	
	carl_mercer@sandwell.gov.uk	

1 Recommendations

- 1.1 That outline planning permission for appearance, layout and scale is granted subject to the following conditions:
 - i) Reserved matters for access and landscaping;
 - ii) External materials;
 - iii) Contamination;
 - iv) Energy statement;
 - v) Drainage;
 - vi) Archaeology;
 - vii) Cycle storage;



















- viii) Waste storage;
- ix) Noise assessment and mitigation to protect future residents;
- x) Lighting;
- xi) Construction hours;
- xii) Construction environmental management plan (CEMP); and
- xiii) Parking provision and retention.

2 Reasons for Recommendations

- 2.1 The applicant proposes an appropriate reuse of land which would bring about great benefit by regenerating a derelict public house site with much-needed housing. The potential for any significant impact on the amenity of the local area would be addressed by appropriate mitigation.
- 3 How does this deliver objectives of the Corporate Plan?



Quality homes in thriving neighbourhoods

4 Context

- 4.1 The application is being reported to Planning Committee as 28 objections have been received.
- 4.2 To assist members with site context, a link to Google Maps is provided below:

83 Lewisham Road, Smethwick

5 Key Considerations

- 5.1 The site is not allocated in the development plan.
- 5.2 Material planning considerations (MPCs) are matters that can and should be taken into account when making planning decisions. By law, planning decisions should be made in accordance with the development plan unless MPCs indicate otherwise. This means that if enough MPCs



















weigh in favour of a development, it should be approved even if it conflicts with a local planning policy.

- 5.3 The material planning considerations which are relevant to this application are:
 - Government policy (NPPF);
 - Planning history;
 - Amenity concerns overlooking/loss of privacy, loss of light and/or outlook and overshadowing;
 - Design concerns appearance and materials, layout and density of building, wider visual amenity and overdevelopment;
 - Highway considerations traffic generation, access, highway safety, parking and servicing;
 - Environmental concerns noise, air quality, pollution and general disturbance; and
 - Planning balance and presumption.

6. The Application Site

6.1 The application site is a former public house situated on the corner of Lewisham Road and Halfords Lane/Cambridge Road, Smethwick. The character of the area is mixed with a variety of uses evident in the immediate area.

7. Planning History

7.1 The site has been the subject of numerous complaints over the years and a current untidy land case exists (ref: GS/23/12063) and the team have been actively working with the owner to seek the demolition of the public house. As such an application was made for demolition (ref: DC/22/66536) and granted in March 2022. Unfortunately, the owner has been unwilling to demolish the building until consent is granted for redevelopment. The site is under continuous review as a dangerous structure due to falling stonework and associated masonry



















(DS/18/0044). At present site has been made secure from any imminent danger to the public

- 7.2 In light of the condition of the building, the local planning authority has actively engaged with the applicant in several pre-applications and planning applications. There is a general theme to the outcome of these applications in that too much development was being sought. The last application for outline consent was for 14 apartments, which was withdrawn due to the council's concerns of over-intensification.
- 7.3 Relevant planning applications are as follows:

DC/23/68267	Proposed demolition of	Withdrawn
	existing public house and	23.06.2023
	construction of an	
	apartment block with 14	
	No. self contained flats	
	with associated parking	
	and landscaping (outline	
	application for access,	
	layout and scale).	
DC/22/66536	Proposed demolition of	Approved 16.03.2022
	existing public house.	

8. Application Details

- 8.1 The applicant proposes demolition of the existing public house and construction of a four-storey apartment block comprising 11 self-contained flats with parking and servicing areas. The application is for outline consent for appearance, layout and scale.
- 8.2 The proposed apartment block consists of 11, one bed flats:
 - i) Three units at ground floor;
 - ii) Four units at first floor; and



















- iii) Four units at second floor with a storage area in the third-floor roof space.
- 8.3 Eleven car parking spaces are proposed to the rear of the building and in an under-croft area, with waste and cycle storage also in this rear servicing area.
- 8.4 The massing of the building would span 16.8 metres of the site frontage along Lewisham Road. The building would return along Cambridge Road at 20.5 metres, with the parking and servicing areas visible at this site frontage. Vehicular access is also provided at this point from Cambridge Road. The front elevations would be offset from the highway at varying distances, from 2.5 metres to 0.5 metres, which would allow for a buffer provided by a boundary wall and landscaping. The building would have a maximum height of 11.4 metres to the highest point of the hipped roof. Several feature gable ends would break up the run of the roof along the eaves.

9. Publicity

- 9.1 The application has been publicised by 60 neighbour notification letters and by site and press notice. Twenty-eight objections have been received.
- 9.2 Objections have been received on the following grounds:
 - i) Insufficient parking provision for the development and worsening of existing on-street parking availability;
 - ii) Pollution;
 - iii) Ecology;
 - iv) Flats would be out of character with family housing in the area; and
 - v) Anti-social behaviour.

Non-material objections have also been raised regarding loss of property value.



















These objections will be addressed in under paragraph 13 (Material considerations).

10. Consultee responses

10.1 **Planning Policy**

No objection. The development would accord with relevant development policies as discussed in detail below.

10.2 Highways

No objection. Whilst council guidance requires 15 spaces for 11 apartments (one per unit and one per three units for visitor space), the highway officer does not consider the impact of the development on parking provision in the area would be severe, which will be weighed up in greater detail below.

10.3 Urban Design

No objection. The officer is comfortable with the scale and massing of the building. The internal living space of each apartment would exceed the national requirement of 37sqm, as set by the Nationally Described Space Standard (NDSS).

10.4 Pollution Control (Contaminated Land)

No objection. Standard land contamination condition recommended.

10.5 Pollution Control (Noise)

No objection: however, a noise assessment and implementation of mitigation measures is required prior to occupation, due to the potential for occupants to be impacted by traffic noise. This can be ensured by condition. Additionally, a Construction Management Plan and restriction



















on construction and delivery hours for the duration of the build is required by condition to safeguard the amenity of the area.

10.6 Pollution Control (Air)

No objection.

10.7 Severn Trent Water

No objection. Standard drainage condition recommended.

11. National Planning Policy Framework (NPPF)

- 11.1 The NPPF sets out the government's planning policies for England and how these are expected to be applied.
- 11.2 The framework refers to development adding to the overall quality of the area by achieving high quality design, achieving good architecture and layouts. As no significant design concerns are raised by the development, the proposal is in accordance with the design principles of the NPPF. I am of the opinion that the scheme is generally of good design and would assimilate into the overall form and layout of the site's surroundings.
- 11.3 The framework promotes sustainable transport options for development proposals and states that developments should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. As highway officers have no objection to the scheme, and the impact of the development on on-street parking provision would be limited, the proposal is compliant with the framework in this regard.



















12. Development Plan Policy

12.1 The following polices of the council's development plan are relevant:

Black Country Core Strategy (BCCS)

CSP4 – Place Making

DEL1 - Infrastructure Provision

HOU1 - Delivering Sustainable Housing Growth

HOU2 – Housing Density, Type and Accessibility

EMP5 - Improving Access to the Labour Market

TRAN2 – Managing Transport Impacts of New Developments

TRAN4 - Creating Coherent Networks for Cycling and for Walking

ENV2 - Historic Character and Local Distinctiveness

ENV3 – Design Quality

ENV5 – Flood Risk, Sustainable Drainage Systems / Urban Heat Island

ENV7 – Renewable Energy

ENV8 – Air Quality

Site Allocations and Delivery Development Plan Document – (SADD)

SAD H2 - Housing Windfalls

SAD EMP 2 - Training and Recruitment

SAD HE 5 - Archaeology & Development Proposals

SAD EOS 9 - Urban Design Principles

SAD DC 6 - Contaminants, Ground Instability, Mining Legacy

12.2 Design - CSP4, ENV3 and SAD EOS 9

In respect of the design, the development would assimilate into the context of the local area and would enhance the attributes the area offers in terms of its local character. With regards to policies ENV3 and SAD EOS 9, the development broadly complies with the council's Residential Design Guide 2014 which aims to secure high-design quality



















and sustainable living environments for new development in the borough.

12.3 Planning gain – DEL1

The proposals are liable for Community Infrastructure Levy (CIL).

12.4 Housing – HOU1, HOU2 and SAD H2

Whilst land is identified and allocated in the development plan to meet the borough's sustainable housing growth, under policy HOU1 additional housing capacity will also be sought elsewhere through planning permissions on suitable sites. The council's latest Housing Delivery Test indicates that less than 75% of its housing requirement was delivered in the proceeding period and it cannot demonstrate a five-year housing land supply. As such, this proposal would assist with providing much-needed housing in the borough.

- 12.5 Policy HOU2 relates to housing type and density. The application proposes 11 apartments which would contribute to the range of types and sizes of accommodation available across the borough.
- 12.6 The proposed dwellings would be a windfall, subject to SAD H2. The proposal accords with the policy as the site is brownfield land and is acceptable for residential use; being within easy reach of existing facilities, services and transport options.

12.7 Training and recruitment - EMP5 and SAD EMP 2

Training and recruitment opportunities should be provided as part of any new development (EMP5 and SAD EMP 2). This can be ensured by condition.



















12.8 Highways/Transportation – TRAN2 and TRAN4

TRAN2 seeks to manage the transport impacts of new development. Highways raise no objection on traffic and accessibility matters and therefore it is considered that the proposal accords with the policies. The applicant also proposes sufficient cycle storage as required by policy TRAN4.

12.9 Heritage - ENV2 and SAD HE5

These policies seek to protect heritage and archaeology. The site is recognised as having archaeological potential in the development plan. Therefore, it is recommended that a condition is imposed which requires the submission and approval of a desk-based archaeological assessment prior to the commencement of development and that works shall be carried out in accordance with the approved assessment.

12.10 Flood risk and sustainable drainage - ENV5

Policy ENV5 seeks to reduce flood risk and secure sustainable drainage solutions. There is no reason to suspect the site drainage could not meet with the requirements of Severn Trent Water. A condition is recommended to ensure submission and approval of drainage details before the development commences.

12.11 Renewable energy – ENV7

Policy ENV7 requires developments of 10 dwellings or more to incorporate at least 10% renewable energy generation. An energy statement would therefore be required by condition.

12.12 Pollution – ENV8

Policy ENV8 seeks to protect new residential development from poor air quality. No objections have been received on air quality grounds.



















12.13 Contamination - SAD DC 6

Land contamination issues can be addressed by the imposition of suitably worded conditions requiring further intrusive investigation, reporting of any unpredicted contamination and submission of a validation certificate following any required mitigation.

13. Material Considerations

13.1 National and local planning policy considerations have been referred to above in Sections 11 and 12. With regards to the other material considerations, these are highlighted below:

13.2 Planning history

The applicant has taken on board the advice given during the council's consideration of previous applications. The development has been sufficiently reduced in order to provide an acceptable development.

13.3 Amenity concerns

Given the location of the development and its distance from surrounding properties, I have no significant concerns regarding its impact on the amenity of existing residents.

13.4 **Design concerns**

As stated above, the design of the scheme would be appropriate in the streetscene and would cause no harm to the visual amenity of the area.

13.5 Highway considerations

On consideration of the immediate street network, it is noted that there is limited opportunity for on-street parking. However, the development would be served by one parking space per apartment, mindful that each apartment is only one bed, and it is therefore expected that parking



















demand would be limited. Furthermore, the junction is controlled by double yellow lines which would mitigate parking in dangerous locations.

13.6 Environmental concerns

I am satisfied that the conditions suggested by the pollution control officer in respect of the impact of noise on future residents would mitigate any significant impact. With regards to objectors concerns in respect of pollution, the development is not a large-scale major scheme which could be said to significantly exacerbate pollution. Furthermore, the proposal has generated no objection from the council's Pollution Control team. I therefore cannot attach any real weight to this matter.

13.7 Other matters

As raised in objections, I acknowledge that the application is not accompanied by an ecological appraisal. However, given the extent of the existing built form and the lack of any notable biodiversity on site, I am of the opinion that no further information is required regarding the matter.

- 13.8 Objection has been raised regarding the type of accommodation which is proposed. I note there is existing family housing in the area, but it is not policy to insist on a particular accommodation type in an area. The mixed character of the area lends itself to the proposed accommodation and therefore I do not attach significant weight to this concern.
- 13.9 Linked to the above point is the objectors' concern regarding anti-social behaviour. However, there is no evidence before to suggest that occupants of the development would be any more likely to engage in anti-social behaviour than any other resident. This also needs to be balanced against the negative impact the currently building has on the local environmental and that its vacant and derelict use attracts anti-social behaviour.



















13.10 Presumption and the 'titled balance'

The 'tilted balance' is similar to the normal planning balance, but it is only engaged in exceptional circumstances. As the council has less than a five-year housing land supply, relevant local policies are out-of-date. In the most basic sense, the tilted balance is a version of the planning balance that is already tilted in an applicant's favour. If the tilted balance applies, planning permission should normally be granted unless the negative impacts 'significantly and demonstrably' outweigh the positive impacts. In this case, the positive impacts outweigh the concerns raised.

14. Conclusion and planning balance

- 14.1 All decisions on planning applications should be based on an objective balancing exercise. This is known as applying the "planning balance". It is established by law that planning applications should be refused if they conflict with the development plan unless material considerations indicate otherwise. This essentially means that the positive impacts of a development should be balanced against its negative impacts.
- 14.2 On balance, the proposal accords with the provisions of relevant development plan policies and there are no significant material considerations which warrant refusal that could not be controlled by condition.

15 Alternative Options

15.1 Refusal of the application is an option if there are material planning reasons for doing so. In my opinion the proposal is compliant with relevant polices and there are no material considerations that would justify refusal.

















16 Implications

Resources:	When a planning application is refused the applicant
	has a right of appeal to the Planning Inspectorate, and
	they can make a claim for costs against the council.
Legal and	This application is submitted under the Town and
Governance:	Country Planning Act 1990.
Risk:	None.
Equality:	There are no equality issues arising from this proposal
	and therefore an equality impact assessment has not
	been carried out.
Health and	None.
Wellbeing:	
Social Value	None.
Climate	Sandwell Council supports the transition to a low
Change	carbon future, in a way that takes full account of the
	need to adapt to and mitigate climate change.
	Proposals that help to shape places in ways that
	contribute to radical reductions in greenhouse gas
	emissions, minimise vulnerability and improve
	resilience; encourage the reuse of existing resources,
	including the conversion of existing buildings; and
	support renewable and low carbon energy and
	associated infrastructure, will be welcomed.

17. Appendices

17.1 Plans for consideration

List of conditions

Context plan

23/41-001A

23/41-002A

23/41-003A

23/41-101C

23/41-102









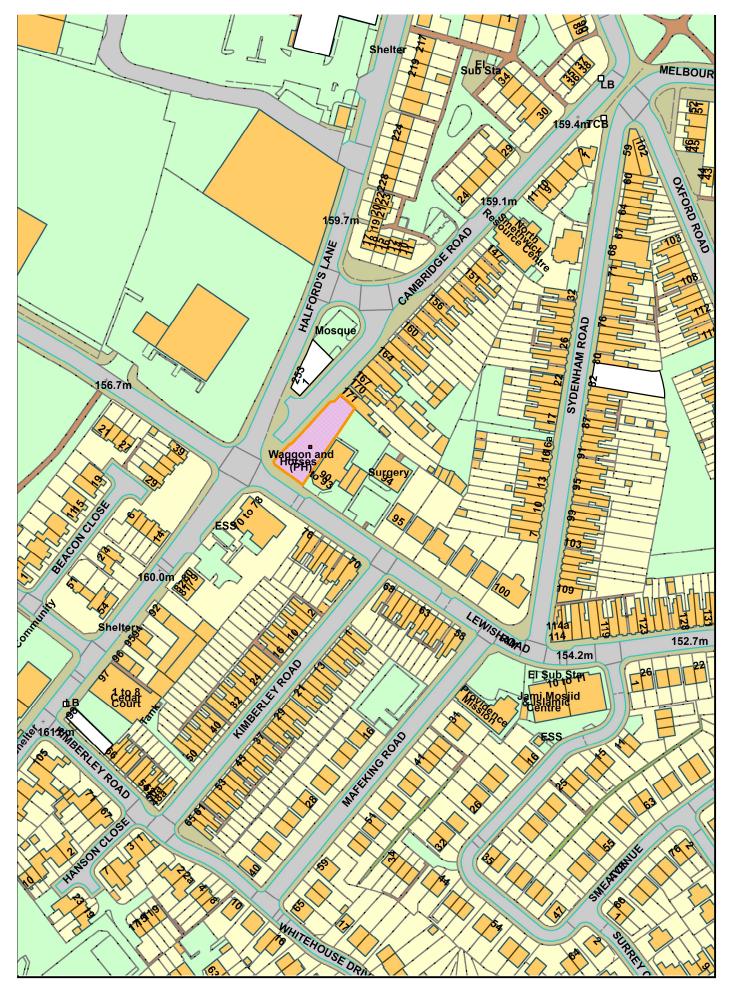




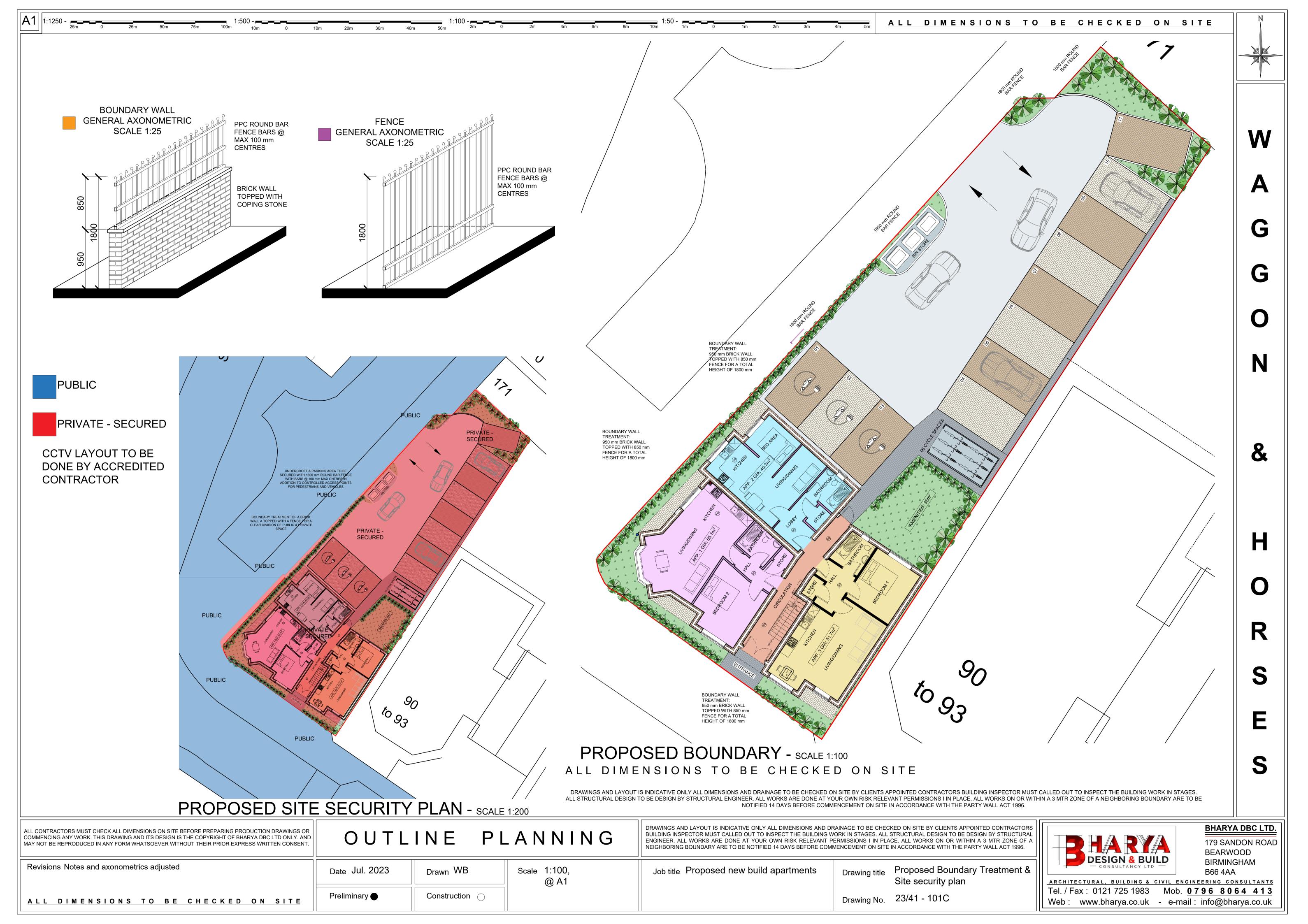


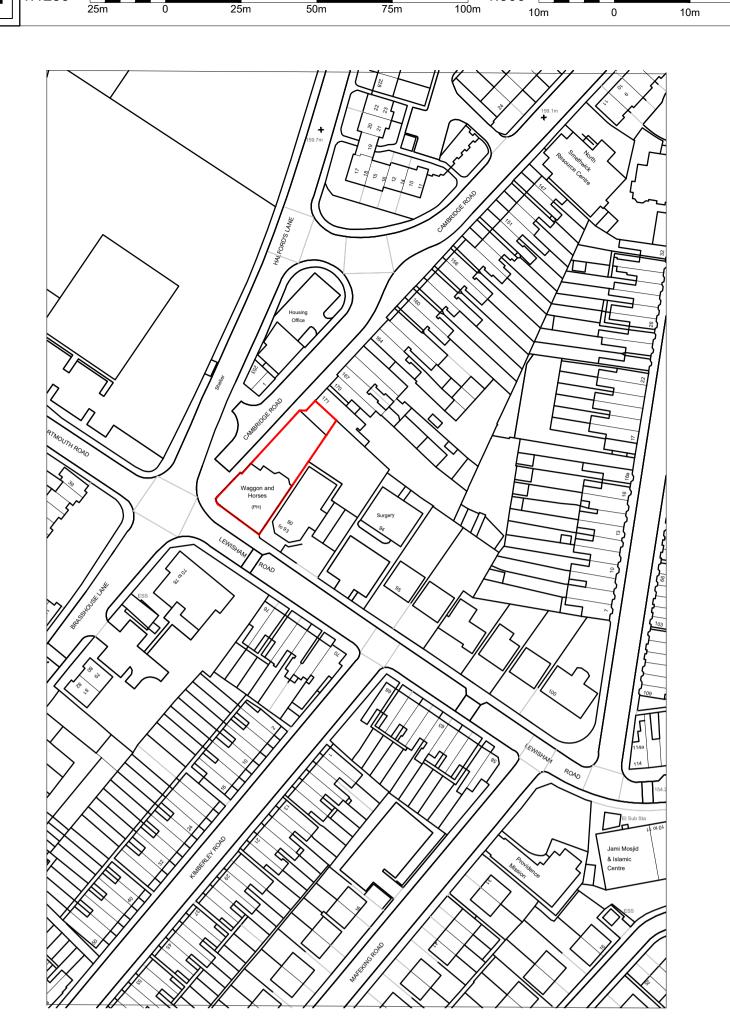












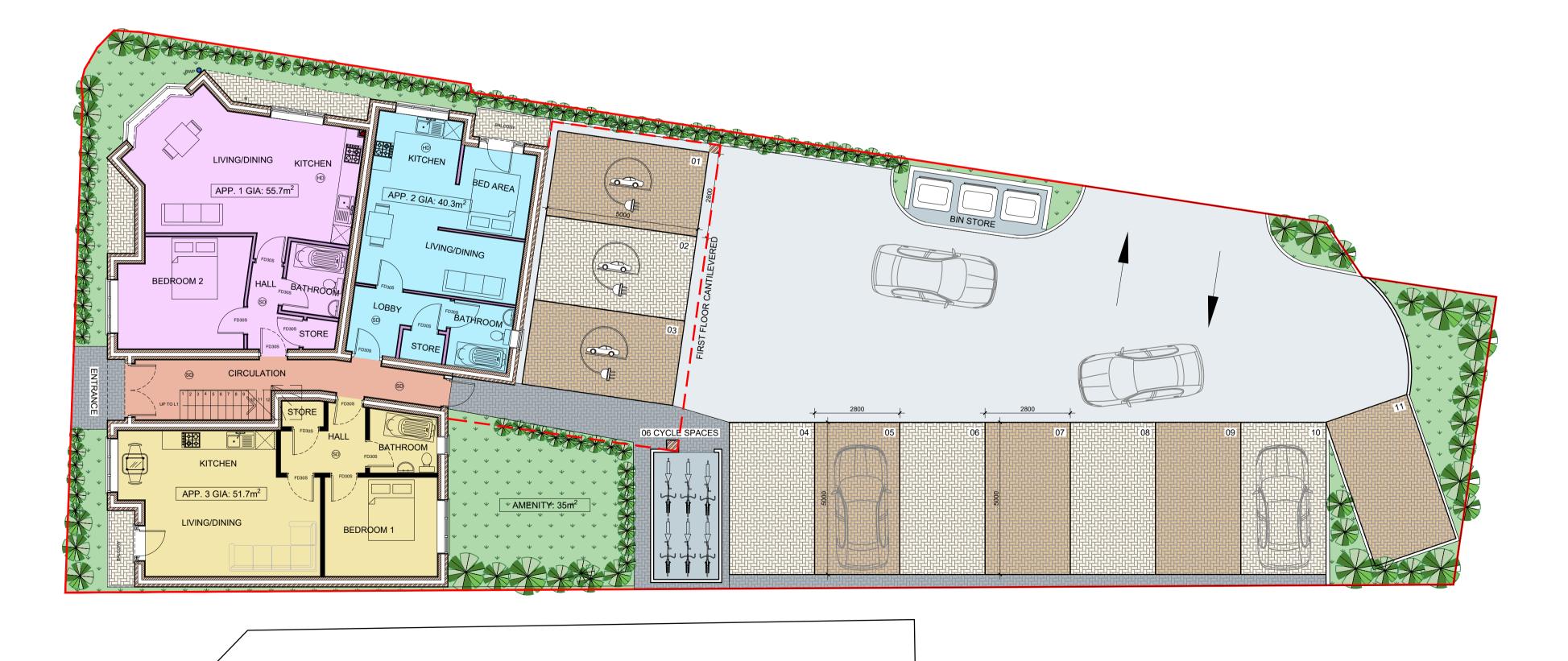
EXISTING LOCATION PLAN SCALE 1:1250



PROPOSED SITE PLAN SCALE 1:500



PROPOSED FIRST FLOOR PLAN - scale 1:100



PROPOSED GROUND FLOOR PLAN - scale 1:100

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Revisions Plan adjusted, first floor cantilever marked on

OUTLINE PLANNING

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Date Nov. 2023 _{Drawn} DB Construction (Preliminary

Scale 1:1250, 1:500, 1:100, @ A1

Job title Proposed new build apartments

Drawing title Existing Site Plan & Proposed Ground Floor & First Floor Plans

Drawing No. 23/41 - 001A



BHARYA DBC LTD. 179 SANDON ROAD BEARWOOD **BIRMINGHAM**

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PROPOSED THIRD FLOOR PLAN - scale 1:100

PROPOSED ROOF PLAN - scale 1:100

Proposed schedule of accommodation:

W

WAGON & HORSES

Total Site Area - 68

Ground Floor

Apartment No. 01 - 1 Bedroom - 55.7 m^2 Apartment No. 02 - Studio - 40.7 m^2 Apartment No. 03 - 1 Bedroom - 51.7 m^2

Circulation Area - 15.6 m² Amenity Area - 35.0 m²

Total Internal Ground Floor Area - 163.7 m²

First Floor

Apartment No. 04 - 1 Bedroom - 55.7 m²
Apartment No. 05 - Studio - 40.7 m²
Apartment No. 06 - 1 Bedroom - 50.3 m²
Apartment No. 07 - 1 Bedroom - 51.7 m²

Circulation Area - 14.0 m²

Total Internal First Floor Area - 212.40 m²

Second Floor

Apartment No. 08 - 1 Bedroom - 55.7 m²
Apartment No. 09 - Studio - 40.7 m²
Apartment No. 10 - 1 Bedroom - 50.3 m²
Apartment No. 11 - 1 Bedroom - 51.7 m²

Circulation Area - 14.0 m²

Total Internal First Floor Area - 212.40 m²

Third Floor
Store 1 - 69.3 m²

Store 1 - 09.5 m²

Circulation Area - 7.7m²

Total Internal Third Floor Area - 100.5m²

Total Internal Floor Area - 689.0 m²

iotai internai Floor Area - 669.0

Total: 11 No Apartments.

08 - 1 Bedroom Apartments 03 - Studios

11 Car park spaces (3 electric charge points) 6 Cycle spaces

PROPOSED SECOND FLOOR PLAN - scale 1:100

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Revisions

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Drawing title Proposed Second & Third Floor

DESIGN & BUILD
BIRMINGHAM
B66 4AA

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179 SANDON ROAD

BEARWOOD

Pre

Date Nov. 2023

Preliminary

Construction

Scale 1:1250, 1:500, 1:100, @ A1

Job title Proposed new build apartments

Plans

Drawing No. 23/41 - 002A

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EXTERIOR FINISHES KEY:

A - BRICKWORK TO MATCH EXISTING

B - SILICON K RENDER

C - SOLIDER COURSE DETAIL

D - PPC ALUMINIUM FRAME WINDOWS

E - PPC ALUMINIUM DOORS WITH GLAZING

F - STAINLESS STEEL BALUSTRADE WITH GLASS PANELING

G - GREY CLAY ROOF TILING

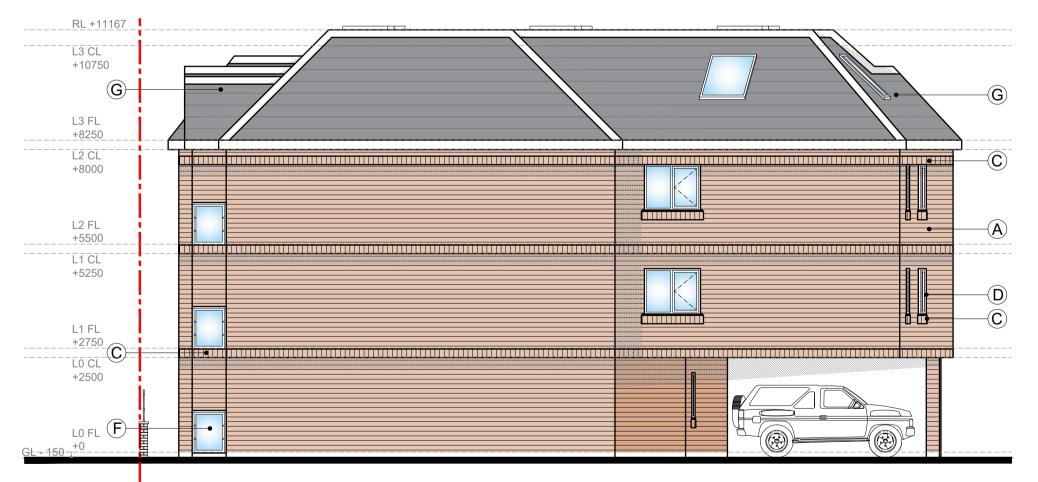


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PROPOSED FRONT STREET ELEVATION - scale 1:100





PROPOSED RIGHT ELEVATION - scale 1:100

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OUTLINE PLANNING

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Drawing title Proposed Elevations Job title Proposed new build apartments

Drawing No. 23/41 - 003A

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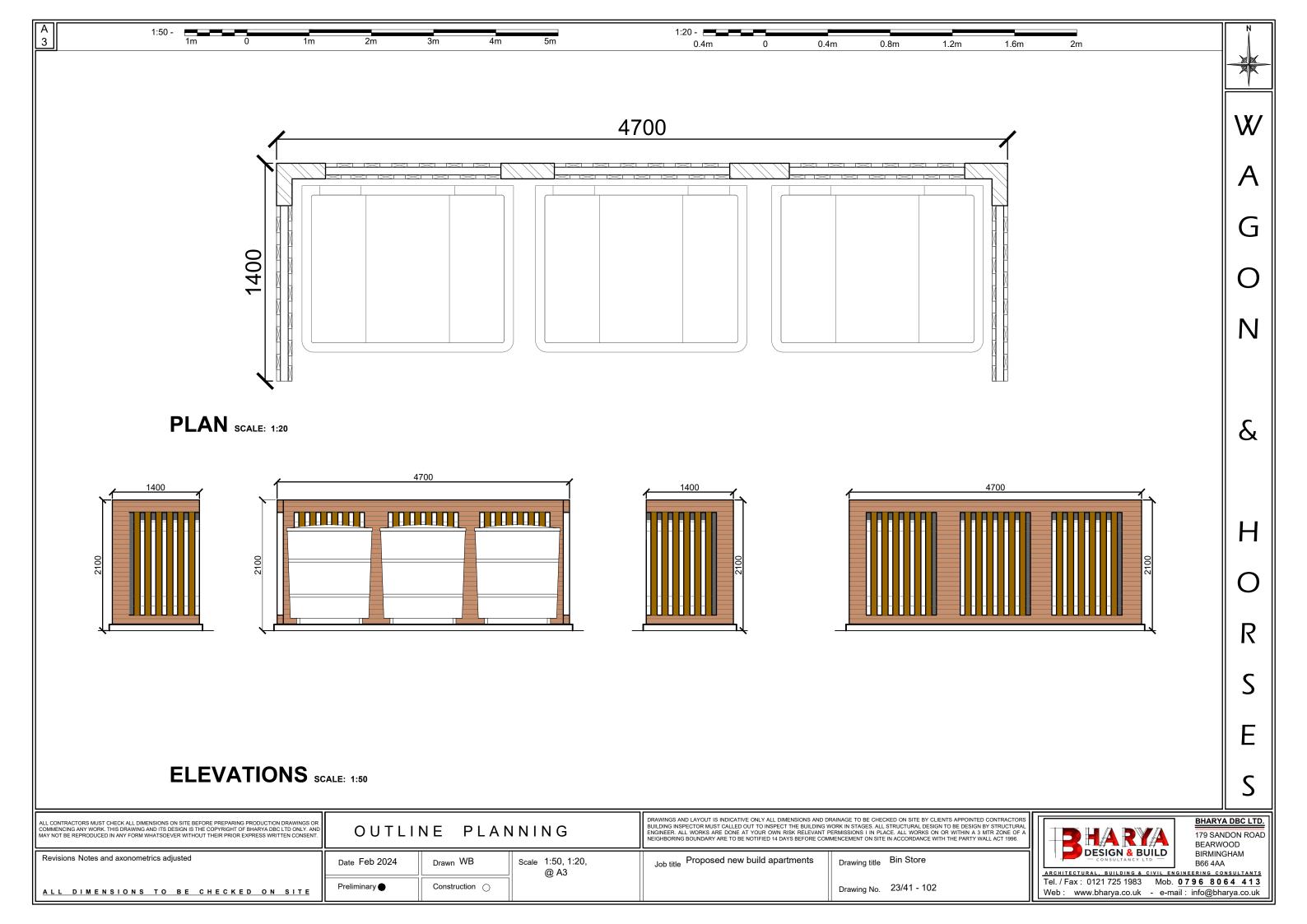
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_{Drawn} WB

Date Nov. 2023



- i) The development hereby permitted shall not be commenced until details of the reserved matters have been submitted to and approved by the local planning authority. The reserved matters are access and landscaping.
- In the case of any reserved matters application for approval shall be made ii) not later than the expiration of three years beginning with the date of this permission.
- iii) The development hereby permitted shall be begun not later than whichever is the later of the following dates:
 - the expiration of two years from the final approval of the reserved (a) matters or.
 - (b) in the case of approval on different dates, the final approval of the last such matter to be approved.
- The implemented development must conform with the terms of and the iv) plans accompanying the application for permission and must remain in conformity with such terms and plans, save as may be otherwise required by (an of) the following condition(s), or approved amendments(s).
- Before the development is commenced (excluding any site investigations, V) remedial measures or construction of foundations) details of the materials to be used for the external surfaces of the development shall be submitted to and approved in writing by the local planning authority. The development shall be constructed in accordance with the approved schedule of materials.
- Before the development is commenced a desktop study will be vi) undertaken to assess the risk of the potential for on-site contamination. If the desktop study identifies potential contamination, a further detailed site investigation will be carried out to establish the degree and nature of the contamination and its potential to pollute the environment or cause harm to human health. Where necessary, details of remediation measures shall be provided. Details of the desktop study, site investigation and remediation measures shall be submitted to and approved in writing by the local planning authority prior to the commencement of development. All works must conform to Land Contamination Risk Management (LCRM) 2020 (EA, 2020) methods and protocols and be carried out by a competent person:(https://www.gov.uk/government/publications/land-



















contamination-risk-management-lcrm). In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken, and where remediation is necessary a remediation scheme must be prepared and shall be submitted to and approved in writing by the local planning authority. Where remediation works have been carried out in pursuance with the preceding conditions, a post remediation report shall be submitted to and approved in writing by the local planning authority before the development is first occupied. The post remediation verification report should detail the remedial works undertaken and demonstrate their compliance. The report should be produced in accordance with Land Contamination Risk Management (LCRM) 2020 (EA, 2020).

- vii) Before the development is brought into use (excluding site investigation, remediation and construction foundations) details of the renewable energy details offsetting 10% of residual energy demand of the development on completion shall be submitted in writing and approved by the local planning authority. The development shall not be occupied unless and until the renewable energy sources have been implemented.
- viii) Before the development is commenced details of drainage works (including SuDS) for the disposal of both surface water and foul sewage shall be submitted to and approved in writing by the local planning authority. The approved drainage works shall be implemented before the development is first occupied or brought into use and thereafter retained.
- ix) No demolition, development or preliminary ground investigations of any kind shall commence until the applicant has submitted a desktop-based assessment which examines the potential for underlying archaeological features within the site area. The recommendations of the assessment shall be approved in writing by the local planning authority before development is commenced. The development shall commence in accordance with the recommendations of the approved assessment.
- x) The approved secure cycle parking shall be implemented before the development is first occupied or brought into use and thereafter retained.
- xi) The approved waste storage shall be implemented before the development is first occupied or brought into use and thereafter retained.



















- xii) Before the development is brought into use a comprehensive noise impact assessment shall be carried out by a suitably qualified noise consultant and shall be submitted to and approved in writing by the local planning authority, to quantify the impact of noise from existing commercial operations and traffic and shall include mitigation measures. The report shall consider whether sound levels meet the indoor ambient noise levels for dwelling set out in table 4 of BS 8233:2014 and also the lamax inside threshold value of 45dB given in the WHO Night Noise Guidelines for Europe. If a glazing/ventilation scheme is to form part of any proposed mitigation, then the report should also include a full and marked up set of plans showing the glazing/ventilation specifications for each façade. The approved mitigation measures shall be carried out before the development is brought into use and thereafter retained as such.
- xiii) Before the development is brought into use an external lighting scheme to shall be submitted to and approved in writing by the local planning authority. The approved lighting scheme shall be implemented before the development is first occupied or brought into use and shall be thereafter retained.
- xiv) Demolition or construction works shall take place only between 08:00 and 18:00 Monday to Friday, 08:00 and 14:00 on Saturdays and shall not take place at any time on Sundays or on bank or public holidays. This restriction also applies to deliveries to the site.
- xv) Before the development is commenced, including any works of demolition or site preparation, a construction environmental management plan shall be submitted to and approved in writing by the local planning authority. The statement shall provide for: the parking of vehicles of site operatives and visitors; loading and unloading of plant and materials; storage of plant and materials used in constructing the development; the erection and maintenance of security hoarding; wheel washing facilities; measures to control the emission of dust and dirt during demolition and construction; a scheme for recycling/disposing of waste resulting from demolition and construction works. The approved construction method statement shall be adhered to throughout the construction period for the development.
- xvi) The development shall not be occupied or brought into use until the space shown on the submitted plan for the parking and manoeuvring of vehicles

















has been provided. When provided the space for the parking and manoeuvring of vehicles shall be thereafter retained.

















