Land off Pershore Road/Hazelwell Lane, Stirchley, Birmingham

Reserved matters application for consideration of appearance, scale and landscaping for Phase 2 of outline approval 2013/03997/PA for construction of a proposed superstore with associated parking & external works and public realm improvements

Applicant: Tesco Stores Ltd
Cirrus, Shire Park, Welwyn Garden City, Hertfordshire, AL7 1AB

Agent: GVA
3 Brindley Place, Birmingham, B1 2JB

Recommendation
Approve Subject To Conditions

1. Proposal

1.1 This reserved matters application, for consideration of appearance, scale and landscaping, relates to phase 2 of the redevelopment of the site with a mixed use scheme (approved in outline in October last year) comprising of a foodstore, offices, shops, apartments, public spaces, highway alterations and associated works. Access and siting for the entire scheme were approved at outline planning stage.

1.2. Phase 1 covers demolition of remaining buildings and site clearance. Phase 2 (the subject of this application) relates to the following elements:

- construction of the foodstore;
- associated car parking;
- landscaping and public realm works;
- realignment of Hazelwell Lane; and
- highways improvements.

SCALE AND APPEARANCE

1.3. The proposed new superstore would comprise of a single level trading floor and associated warehouse, with customer restaurant and toilets adjacent to the main entrance. Staff facilities, accessed via stairs and lift, would be provided on a first floor (mezzanine) element located over the warehouse/bakery facilities to the north corner of the store, adjacent to the vehicular access into the site.

1.4. The siting of the store was approved through the outline consent. It would be located on the west side of the site to the north of the British Oak Public House (a Grade II listed building) and its bowling green, with the main customer entrance at the front
corner off Pershore Road. It would sit parallel to the Pershore Road, extending up to the junction with a re-aligned and widened Hazelwell Lane.

1.5. A service yard would be to the rear of the store, accessed directly off Hazelwell Lane. A car park for 491 cars is proposed to the south of Hazelwell Lane to the rear of the store, extending up to Hunts Road at the rear boundary.

1.6. A secondary customer store entrance would be provided at the south-eastern corner of the store, from the car park, and there would be pedestrian access to the site from both Hunts Road to the east (close to the footpath link to the River Rea walkway) and from the south (adjacent to 39 Hunts Road). The footpath link from the east would then run adjacent to the north boundary of the bowling green and the British Oak Public House and would widen into a plaza area fronting Pershore Road and the main entrance to the store and café. This new ‘public square’ is intended to form part of a series of environmental improvement works, to create a link through from the site (and the area beyond to the east) with the wider Stirchley centre.

1.7. Details submitted with this application show the store to be 10m in height (the approximate equivalent of two storeys). The elevation to the Pershore Road frontage would comprise of a series of red brick panels, with timber edges, incorporating significant areas of clerestory glazing with light grey cladding above, with a flat-roofed canopy over. This canopy is shown as extending beyond the south-west corner of the store (at the main entrance/public square), with this section of the store being full-height glazing, which continues along the southern elevation, fronting onto the proposed footpath link.

1.8. The corner at the junction with Hazelwell Lane would be curved, with a robust brick plinth at ground floor and glazing above (to staff facilities), enclosed by a timber feature element. The north side of the building would be used for storage and there is therefore limited opportunity for the introduction of glazing on this elevation. As an alternative, to soften this elevation, a series of panels incorporating wall planting on support wires are proposed along this frontage to the access road. The service yard at the rear corner would be enclosed by a brick wall and 4m high acoustic timber fencing panels between brick piers.

1.9. These proposals broadly reflect the illustrative information viewed by Members in consideration of the outline submission.

LANDSCAPING

1.10. This phase of the development includes the provision of the plaza adjacent the store entrance on the Pershore Road frontage and associated pedestrian link to the car park and area beyond. This would be a hard landscaped area. The surface treatment would be block paving (Kellen Lavaro pre-cast textured blocks in dark grey, silver grey, light grey and buff), with a number of granite ‘cube’ seating areas. 6 no. birch trees would be provided within pits, with pre-cast concrete tree station surrounds and trench covers. A further 11 no. trees would be provided within a landscaped edge to be formed along the boundary with the adjacent public house/bowling green, with robust shrub planting between.

1.11. A second ‘plaza’ is to be created at corner of Pershore Road with Hazelwell Street, adjacent to the Elim Church. This is a triangular-shaped area to be block paved in materials to match those within the site, and incorporating the same style of granite seats. Hedge planting would be provided to the boundary with the church along with
3 no. hornbeams. 5 no. birch trees would be planted in tree pits within the paved area.

1.12. The block paving would continue around the store frontage and along the re-aligned Hazelwell Lane. The planting to the wall of the warehouse would include Garrya elliptica and Pyracantha rogersiana. Planting elsewhere would be concentrated around the boundaries to the site, with a 5m wide landscaped belt in particular to the Hunts Road frontage. There would also be a substantial buffer created to the boundary with the gardens of houses on Twyning Road (8m in depth), including a 2m wide thorn hedge at the rear. There would be some limited tree planting (within pits) within the car park. 151 no. new trees are proposed in total.

Site Plan
Elevations

2. Site & Surroundings

2.2. The application site covers approximately 4.25 hectares. It includes commercial properties fronting the east side of Pershore Road, residential properties at nos. 1-37 Hazelwell Lane, and the site of the former Phoenix Works (manufacturers of equipment for the elderly/disabled). The site also extends to the south of Hazelwell Lane and includes the former BT depot, the City Council's community centre and indoor bowls centre, and Stirchley United Working Men's Club.

2.3. The site incorporates part of the Pershore Road extending up to the roundabout junction with Hazelwell Street and Umberslade Road, and from the junction of Pershore Road/Hunts Road to Hazelwell Street. The currently vacant triangular site immediately south of Elim Church is also included.

2.4. Phase 2 of re-development (the subject of this application) covers a significant proportion of the outline site, but excludes areas to the north side of the junction of Hazelwell Lane with Pershore Road South, and to the south of the British Oak Public House on the Pershore Road South frontage.

2.4. The area surrounding the Hazelwell Lane site comprises a mix of land uses. Immediately south of the application site is the Grade II listed British Oak Public House, its loggia and bowling green. Residential terraces front Hunts Road, Warren Road, Plymouth Road and Pershore Road opposite the site. To the east is a large area of public open space and the River Rea which is part of a national cycle route, pedestrian route, a Site of Local Importance for Nature Conservation, Wildlife Corridor and Linear Open Space. Further to the south-west, west and north-west are commercial/retail premises fronting Pershore Road/Hazelwell Street including the Co-op Extra Store with residential properties beyond. To the north are residential properties and the locally listed building known as Hampton Works, fronting Twyning Road and the former 'TASCO' social club (no longer trading).

2.5. The site falls within the primary shopping area which forms part of Stirchley District Centre, as identified in the City’s Shopping and Local Centres Supplementary Planning Document.

Location
Street View
3. Planning History

3.2. 29 June 2004. Application No. S/01752/02/OUT. Demolition of commercial, leisure, residential and retail premises, construction of Class A1 retail superstore, additional retail units with residential accommodation above, surface level car park, replacement community facilities, replacement social club, alterations to Pershore Road and Hazelwell Street, landscaping and associated works at Hazelwell Lane, Pershore Road, Hunts Road and Hazelwell Street. Outline application submitted on behalf of Tesco - approved.

3.2. 12 December 2006. Application no. S/00260/03/OUT. Non-food retail, community and leisure facilities, restaurant, residential development, car parking, servicing and highway works at Hazelwell Lane/Pershore Road, Hunts Road/Hazelwell Street. Outline application with siting and access for consideration submitted by Helical Retail Ltd. - approved.

3.3. 29 September 2008. Application no 2007/03727/PA. Renewal of S/01752/02/OUT for; Demolition of commercial, leisure, residential and retail premises, construction of Class A1 retail superstore, additional retail units with residential accommodation above, surface level car park, replacement community facilities, replacement social club, alterations to Pershore Road and Hazelwell Street, landscaping and associated works at Hazelwell Lane, Pershore Road, Hunts Road and Hazelwell Street. Application submitted on behalf of Tesco - approved.

3.4. 30 April 2010. Application no 2009/05456/PA. Renewal of S/00260/03/OUT for; Non-food retail, community and leisure facilities, restaurant, residential development, car parking, servicing and highway works at Hazelwell Lane/Pershore Road, Hunts Road/Hazelwell Street. Outline application with siting and access for consideration submitted by Helical Retail Ltd. - approved.

3.5. 22 December 2010. Application No. 2010/05404/PA. Application for a new planning permission to replace permission 2007/03727/PA demolition of commercial, leisure, residential and retail premises, construction of Class A1 retail superstore, additional retail units with residential accommodation above, surface level car park, replacement community facilities, replacement social club, alterations to Pershore Road and Hazelwell Street, landscaping and associated works at Hazelwell Lane, Pershore Road, Hunts Road and Hazewell Street. Application submitted on behalf of Tesco - approved.

3.6. 28 October 2013. Application no. 2013/03997/FUL. Proposed Superstore, offices, shops (Use Class A1), apartments, public spaces, highway alterations - including the stopping up of part of Hazelwell Lane - demolition, and associated works (outline application with consideration of access and siting) – approved.


3.8. Application No. 2014/02469/PA. Application to determine the details of conditions 2, 3, 4 and 27 and part discharge of conditions 24, 25, 30, 35, 37 and 41 attached to approval 2013/03997/PA – current application.
Related Developments

3.9. 21 March 2013. Application No. 2012/08199/PA. Partial demolition and conversion of baths to form a community centre with children’s play area and car parking at Bournville Lane Baths, Bournville Lane, Stirchley – approved.

3.10. 13 June 2013. Application No. 2012/08200/PA. Listed building consent for partial demolition and conversion of Grade II listed building at Bournville Lane Baths, Bournville Lane, Stirchley – approved.

3.11. 3 October 2013. Application No. 2013/05711/PA. Construction of new 712 seat spectator stand, with associated rugby facilities, indoor bowls multi-use centre and new community sports changing facilities at Billesley Common, Yardley Wood Road, Billesley - approved.

3.12. 3 October 2013. Application No. 2013/09072/PA Refurbishment and extension to existing social club including new steward’s flat and associated car parking at former Tascos Club – approved.

4. Consultation/PP Responses

4.2. Transportation – this application includes consideration of landscaping details and the plans provide details on surfacing materials around the site on the developer’s forecourt and public realm areas, and this extends onto the public highway. These works require approval through the S278 agreement (for which plans have been provided but there has been no agreement yet on materials specification, design or tree planting). As such, whilst no objections in principle to the details within the private site, no approval can be given to any features which are within the public highway.

4.3. Regulatory Services – no adverse comment.


4.5. Severn Trent – no objection subject to a condition requiring drainage details. There is a public sewer within the site, which cannot be built over, close to or diverted without consent.

4.6. West Midlands Police - have viewed the plans/visited the site and have no comments to make.

4.7. West Midlands Fire Service – no adverse comments.

4.8. Centro – no comments received.

Public Participation

4.9. Surrounding occupiers, Councillors, MP and residents associations notified and site/press notices posted.

4.10. 8 no. letters of objection received on the following grounds:
- Increasing the size of the store and having 24 hour operation after getting planning permission is underhand;
- Light and noise pollution in this quiet residential area;
- Increased traffic;
- Impact on traffic along Twyning Road and Hunts Road, with drivers trying to avoid the site entrance/traffic lights;
- Warren Road will become a rat-run (currently a quiet street where children are safe to play);
- Will put-off young professionals and families who have started to move into the area;
- Environmental impact on the Rea River – currently see herons, kingfishers, ducks and foxes. Proposal will bring a substantial increase in rubbish including plastic carrier bags and plastic rings, which will kill the wildlife;
- Public route to side of 39 Hunts Road will reduce quality of life for occupiers. Will cause loss of privacy, noise (24/7) and increase pedestrian traffic;
- Pedestrian access from Hunts Road will create parking problems for residents as people use cut-through to avoid congestion at main entrance on Pershore Road;
- Noise from parent and child parking;
- Impact of lighting and loss of privacy from CCTV;
- Noise, including during construction. Disturbance to shift workers;
- Compensation sought for loss of value to property;
- The area does not need another supermarket;
- Red brick is appropriate but wood and grey cladding is not – will not weather well and will go out of fashion;
- Need to ensure that windows to store remain transparent;
- Need address potential problem of rubbish collecting under shrub planting;
- Store is too large. Area needs more local support, not another superstore. A smaller store would suffice, with community services and a bigger doctors’ surgery;
- Will result in the decline of local stores and add to traffic;
- New road/parking arrangement unacceptable - all vehicles will now go past rear gardens of Twyning Road, with significant implications for noise levels;
- Recycling/car wash facilities next to gardens;
- Timing of application, during Easter holidays, is cynical. Has created a problem for residents co-ordinating a response;

4.11. 4 no. letters of no objection/support received on the following grounds:

- Will bring jobs into the area;
- With current state of Co-op, may not otherwise have a supermarket in the local area in the future;
- Want to see progress on the Tesco scheme (has been around for 10 years);
- Should stop trying to get more money out of Tesco;

4.12. One letter of comment, emphasising the importance of a high specification boundary treatment to the rear gardens of properties on Twyning Road.

5. Policy Context

5.1. NPPF; UDP 2005; Draft Birmingham Development Plan 2013, Stirchley Framework (SPG); Shopping and Local Centres (SPD); Places for All (SPG); Draft Places for the Future SPD; Grade II listed buildings at 15 & 17 Hazelwell Street, Stirchley Public Baths, Stirchley Library and British Oak public house; Grade B Locally Listed
buildings at the Three Horseshoes public house and the Hampton Works, Ripple Road; adjoining River Rea SLINC and Rea Valley Walkway/Millennium Cycle Route.

6. Planning Considerations

BACKGROUND

6.1. Outline planning permission was granted in October 2013 for a new superstore, offices, shops, apartments, public spaces, highway alterations and associated works at this site. The outline submission included consideration of access and siting, with all other matters reserved.

6.2. This current application relates to ‘Phase 2’ of the redevelopment proposal (with ‘Phase 1’ relating purely to demolition and clearance works). It provides details required through the reserved matters conditions (relating to appearance, scale and landscaping) attached to 2013/03997/PA, for the following elements:

- construction of the foodstore;
- associated car parking;
- landscaping and public realm works;
- realignment of Hazelwell Lane; and
- highways improvements.

6.3. The principle of development was established through the outline approval. The proposed mix use of was considered to be in accordance with both national and local policy, which promote additional retail development within existing centres in order to support their vitality and viability.

HIGHWAYS

6.4. The proposed redevelopment proposals include a package of highway works (including a new signal junction at the entrance to the site), to address any potential traffic congestion problems. These are to be delivered as part of Phase 2 (the subject of this current application), along with a 491 space dual-use car park to serve store customers and the wider centre.

6.5. Your Transportation Officer raises no objections to the proposals for works within the site, but has clarified that proposals within the public highway will also be controlled through the S278 agreement (conditioned through the outline approval). The S278 plans have been submitted and are being assessed by Amey (including consideration of the suitability of materials and relevant commuted sums), but this process may take several weeks.

6.6. The affected areas are on the frontages to Pershore Road and Hazelwell Street, where alterations are proposed to existing highway and new areas created which are to be put forward for adoption. The proposed public square to be laid out at the corner of these two roads is currently shown as retained within Tesco’s ownership, but with an option to be transferred to the City (subject to an appropriate specification and commuted sum).

6.7. For the purposes of this planning application, the proposed works falling within the public realm are considered acceptable. The applicant is aware of the requirements of the S278 process and is familiar with the material palettes generally favoured in the adoption process (and maintenance costs associated with them). As such, it is
not anticipated that there would be any significant changes required to the scheme and, notwithstanding this, the applicant is aware that support for the scheme under planning does not imply an approval in respect of the S278 agreement. As such, I am satisfied that the proposals shown can be appropriately supported without prejudicing any discussions with our Highways colleagues.

DESIGN

6.8. The outline submission included consideration of siting, with the foodstore located on the west side of the site (to the north of the British Oak Public House) and its main customer entrance at the front corner off Pershore Road. The store sits parallel to Pershore Road, extending up to the junction with a re-aligned and widened Hazelwell Lane. The service yard would be located to the rear, accessed directly off Hazelwell Lane, with the main car park beyond this, extending eastwards up to Hunts Road at the rear boundary.

6.9. A secondary customer store entrance is proposed in the south-eastern corner of the store from the car park, with pedestrian access provided from both Hunts Road to the east (linking to the River Rea walkway), and also from the south, adjacent to 39 Hunts Road. The footpath link from the east would then run adjacent to the north boundary and would widen onto a plaza area fronting Pershore Road and the main entrance to the store and café. This new ‘public square’ forms part of a package of environmental improvement works (for consideration as part of this application), to create a link through from the site with the wider Stirchley centre.

6.10. Illustrative information was submitted with the outline application, including an indication of how the foodstore might appear. It showed a building approximately the height equivalent of 2 storeys, with the elevation to the Pershore Road frontage incorporating a series of brick panels, with timber edges and significant areas of clerestory glazing, with a flat-roofed canopy over, and the main entrance area being full height glazing. The corner at the junction with Hazelwell Lane was shown as curved and having glazing above a ground floor brick plinth, enclosed by a timber feature element. The north side of the building (the warehouse element) was shown as incorporating a series of panels with wall planting on support wires along this frontage to the access road.

6.11. Your Urban Designer supported this approach which it was considered suitably demonstrated that the desired active frontage could be provided along Pershore Road (incorporating unobscured windows on this elevation), with interest created at the corners, and a sensitive treatment to the elevation fronting the access road, where there is limited opportunity for windows. A condition was attached to the approval, requiring that “The elevation of the superstore fronting Pershore Road shall incorporate significant areas of glazing”.

6.12. This current submission largely reflects the illustrative proposals which accompanied the outline application, with the exception of minor alterations e.g. to window openings and external finishes. It also meets the requirement of the aforementioned condition through the incorporation of a series of glazed panels on the Pershore Road frontage along with full-height glazing around the main entrance. Your Urban Designer is satisfied that the proposal would deliver a high quality development, which would provide active frontages to Pershore Road and the pedestrian link/plaza, and make a positive contribution to the streetscene.

6.13. The submitted street elevations demonstrate the proposal in relation to the existing buildings beyond the site boundary, including the British Oak public house (Grade II
listed) and properties on the opposite side of Pershore Road to the west. The height of the store is broadly reflective of the adjacent buildings and Your Conservation Officer has raised no objections to the proposal or its relationship to the listed public house.

6.14. Whilst the store frontage to Pershore Road is extensive (approximately 86m in length), the elevational treatment – which incorporates a series of brick and glazed panels, divided by full height timber elements - provides articulation and assists in breaking up the perceived scale and massing. As such, the proposed scale and appearance of the proposal are considered acceptable.

LANDSCAPING

6.15. The extent of the proposed tree removal was established through the outline submission, in considering the access to the site and siting of the buildings. The majority of the trees to be lost form a band (of 20 category B and C Sycamores, 4 Leylandi and 4 other category C trees) extending across the centre of the site (north-south) in the position of the approved store and re-aligned Hazelwell Lane.

6.16. Your Tree Officer raised no objection at the outline stage, subject to the requirement for a realistic tree planting solution for the car park, to compensate for the tree loss.

6.17. The current proposals have been developed in consultation with your Landscape and Tree Officers and have been amended since the original submission in response to recommendations made in respect of planting details. Such amendments include the incorporation of more native tree species along the eastern boundary to help reinforce the adjacent river corridor, in addition to more robust shrub planting, alternative trees species for car park planting pits, and the inclusion of ‘defensive’ evergreen hedging.

6.18. Planting has, at the recommendation of the Landscape Officer, been concentrated around the boundaries to the site, where it is considered more likely to survive and will have maximum impact/soften the appearance of the substantial parking area. The landscaping proposals, which include 151 new trees, are considered acceptable in their amended form.

6.19. The plaza areas and pedestrian link are to be predominantly hard surfaced in recognition of the need for durability. High quality materials are proposed, the use of which will continue beyond the immediate boundary to the site in order to reinforce the perceived link to the wider centre.

6.20. Conditions were imposed at the outline stage in respect of tree protection and works to retained trees. These details have now been submitted and are currently being considered under application no. 2014/02469/FUL.

OTHER CONSULTATIONS


6.22. Severn Trent have requested the imposition of a drainage condition. This condition was attached to the outline approval (with details currently being considered under 2014/02469/PA) and, as such, I consider it unnecessary to replicate the condition here.
PUBLIC PARTICIPATION RESPONSES

6.23. A number of the comments received relate to the principle of development and not to matters for consideration as part of this application (i.e. scale, appearance and landscaping). Issues including traffic implications, need for/size of store, impact on the centre, impact on residents (through noise, light, and loss of privacy) and ecological impact were considered at the outline application stage.

6.24. Concern has been raised about the proposed materials to be used in the construction of the store (in particular the wood and grey cladding elements) and the need to ensure the windows to the store remain transparent. Your Urban Design is satisfied with the proposed appearance of the store (including the intended palette of materials), which it is considered would sit comfortably in its surroundings. A condition is recommended in respect of the store windows to ensure that visibility is maintained from/onto the street frontage.

7. Conclusion

7.1. The current proposals, for the landscaping of this phase of the development and for the proposed scale and appearance of the foodstore, are considered acceptable. The proposals would deliver a high quality scheme that would make a positive contribution to, and link effectively with, this part of Stirchley centre and, as such would be in accordance with both national and local planning policy.

8. Recommendation

8.1. Approve, subject to conditions

1 Requires the scheme to be in accordance with the listed approved plans

2 Requires the windows to Pershore Road not to be obscured.

Case Officer: Alison Powell
Photo(s)

Pershore Road Frontage

Rear of Site from the South