**Barking and Dagenham Council**

**Development Control Board**

**Application No:** 18/00231/FUL  
**Ward:** Village

**Reason for Referral to DCB as set out in Part 2, Chapter 9 of the Council Constitution:** 6 Objection letters and a petition objecting to the proposed development have been received and the application is recommended for approval.

**Address:** Car Park, Salisbury Road, Dagenham, RM10 8TP

**Development:** Erection of 2 two bedroom and 7 one bedroom wheelchair accessible bungalows with associated landscaping, parking and refuse and cycle storage.

**Applicant:** Be First

**Summary:**

The application site is located on the northern side of Salisbury Road, Dagenham, the land is currently in use as a car park. The site is bordered by the communal gardens of neighbouring properties fronting Exeter Road to the east, with residential properties to the north and the Dagenham Conservative Club to the west.

The application relates to the erection of 9 bungalows, 2 of which are two bedroom 4 person units and 7 one bedroom 2 person units, together with car parking and landscaping. Each of the units will comprise a separate living/dining area, kitchen, bedroom(s) and a wet room. All of the units are wheelchair accessible. The units are intended for elderly residents and disabled people who do not necessarily need warden assistance or sheltered accommodation but may have frailty or mobility issues. The bungalows will be let at affordable rents and will be owned and managed by the Council.

The proposed development complies with the London Plan space standards. Back gardens will provide 58sqm of amenity space for each of the 2 bedroom units and approximately 20sqm of amenity space for each of the proposed 1 bedroom units. These spaces are well orientated with predominantly southerly/easterly aspects directly accessed from living/dining areas. The development will also benefit from a large area of communal space which will encourage interaction and help foster a sense of community.

The proposed development provides 5 car parking spaces including 2 accessible spaces. A further 18 car parking spaces will be retained adjacent to the application site fronting the western site boundary including 1 accessible space. Whilst many of the residents may not be car owners they are likely to have visitors, carers and support staff, the level of parking provision is therefore considered acceptable in this instance.

The development will result in the loss of an existing public car park which provides 74 off-street parking spaces. Parking surveys conducted as part of a detailed transport assessment have demonstrated that the area within 200m of the site has capacity to accommodate the redistributed parking from the Salisbury Road car park without increasing parking stress beyond practical capacity with only 57% of all available overnight parking within 200m of the site currently utilised.
Recommendation:

That the Development Control Board grant planning permission subject to the following conditions:

1) The development permitted shall be begun before the expiration of three years from the date of this permission.
   
   Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by S.51 of the Planning and Compulsory Purchase Act 2004)

2) The development hereby permitted shall be carried out in accordance with the following approved plans: 16-161/SR-D01, 16-161/SR-D03, 16-161/SR-D04, 16-161/SR-D05, 16-161/SR-D06, 16-161/SR-D07, 16-161/SR-D08, 16-161/SR-D09
   
   Reason: For the avoidance of doubt and in the interests of proper planning.

3) No development above ground level shall take place until details/samples of all materials to be used in the construction of the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved materials.
   
   Reason: To protect or enhance the character and amenity of the area in accordance with policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

4) No development above ground level shall take place until there has been submitted to and approved by the Local Planning Authority a scheme of landscaping for the site which shall include indications of all existing trees, shrubs and hedgerows on the site and details of those to be retained.
   
   Reason: To safeguard and improve the appearance of the area in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990.

5) The landscaping scheme as approved in accordance with condition No 4 shall be carried out in the first planting and seeding seasons following the occupation of the building or completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.
   
   Reason: To secure the provision and retention of the landscaping in the interests of the visual amenity of the area in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990.

6) No development above ground level shall take place until a scheme showing those areas to be hard landscaped and the details of that hard landscaping has been submitted to and approved by the Local Planning Authority in writing. The scheme as approved shall be carried out prior to the occupation of the development and thereafter permanently retained.
Reason: To safeguard and improve the appearance of the area and to provide safe movement throughout the site in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document.

7) No development above ground level shall commence until there has been submitted to and approved by the Local Planning Authority a plan indicating the position, design, materials and type of boundary treatment to be erected. The submitted details shall include details of the boundary treatment fronting the adjacent car parking spaces to the west of the site. No property shall be occupied until the approved boundary treatment has been provided. The approved boundary treatment shall be retained unless the Local Planning Authority gives prior written approval for its removal. Reason: To ensure the boundary treatment protects or enhances the character and amenity of the area in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document.

8) One electric charging point shall be provided for the car parking spaces shown on drawing No.16-161/SR-D03. The spaces shall be constructed and marked out and the charging point installed prior to the occupation of the development, and thereafter retained permanently for the accommodation of vehicles of occupiers and visitors to the premises and not used for any other purpose.

Reason: To encourage the use of electric cars in order to reduce carbon emissions, and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.13 of the London Plan.

9) The accessible parking bays indicated on drawing No.16-161/SR-D03 shall be clearly marked with a British Standard disabled symbol and permanently retained for the use of disabled persons and their vehicles and for no other purpose.


10) An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

a. a survey of the extent, scale and nature of contamination;
b. an assessment of the potential risks to:
   i. human health,
   ii. property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
   iii. adjoining land,
   iv. groundwaters and surface waters,
   v. ecological systems,
   vi. archaeological sites and ancient monuments;
c. an appraisal of remedial options, and proposal of the preferred option(s).
d. This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Policy BR5 of the Borough Wide Development Policies Development Plan Document.

11) A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Policy BR5 of the Borough Wide Development Policies Development Plan Document.

12) The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced and is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Policy BR5 of the Borough Wide Development Policies Development Plan Document.

13) 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 in accordance with the requirements of condition 10 and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 11 which is subject to the approval in writing of the Local Planning Authority.
Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Policy BR5 of the Borough Wide Development Policies Development Plan Document.

14) Demolition and construction work and associated activities other than internal works not audible outside the site boundary are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday and 08:00-13:00 Saturday with no work on Sundays or public holidays. Driven piling or ground improvement work which will generate perceptible off-site ground borne vibration is only to be carried out between the hours of 08:00 and 18:00 Monday to Friday.

Reason: To ensure that the proposed construction work does not cause undue nuisance and disturbance to neighbouring properties at unreasonable hours and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

15) Demolition and construction work and associated activities are to be carried out in accordance with the recommendations contained within British Standard 5228:2009, "Code of practice for noise and vibration control on construction and open sites". Parts 1 and 2.

Reason: To ensure that the proposed construction work does not cause undue nuisance and disturbance to neighbouring properties at unreasonable hours and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

16) No development shall commence, including any works of demolition, until a Construction Environmental Management Plan (CEMP) and a Site Waste Management Plan (SWMP) have been submitted to and approved in writing by the Local Planning Authority. These plans shall incorporate details of:

a. construction traffic management;
b. the parking of vehicles of site operatives and visitors;
c. loading and unloading of plant and materials;
d. storage of plant and materials used in constructing the development;
e. the erection and maintenance of security hoarding(s) including decorative displays and facilities for public viewing, where appropriate;
f. wheel washing facilities;
g. measures to control the emission of dust, dirt and emissions to air during construction; such measures to accord with the guidance provided in the document “The Control of Dust and Emissions during construction and demolition”, Mayor of London, July 2014.
h. a scheme for recycling/disposing of waste resulting from demolition and construction works;
i. the use of efficient construction materials;
j. methods to minimise waste, to encourage re-use, recovery and recycling, and sourcing of materials; and a nominated Developer/Resident Liaison Representative with an address and contact telephone number to be circulated to those residents consulted on the application by the developer’s
representatives. This person will act as first point of contact for affected persons who have any problems or questions related to the ongoing development.

Reason: The construction method statement is required prior to commencement of development in order to reduce the environmental impact of the construction and the impact on the amenities of neighbouring residents, and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

17) Measures to control the emission of dust, dirt and emissions to air to accord with the guidance provided in the document “The Control of Dust and Emissions during construction and demolition”, Mayor of London, July 2014; including but not confined to, non road mobile machinery (NRMM) requirements are to be implemented at all times during demolition and construction works.

Reason: To protect the amenities of neighbouring residents in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

18) The lighting of the development hereby permitted, is to be designed, installed and maintained so as to fully comply with The Association of Chief Police Officers – Secured by Design publication “Lighting Against Crime – A Guide for Crime Reduction Professionals”, ACPO SPD, January 2011. The design shall satisfy criteria to limit obtrusive light presented in Table 1, p25 of the guide, relating to Environmental Zone E3 – Medium district brightness areas - small town centre or urban locations.

Reason: In the interests of security and safety, to avoid light pollution and safeguard neighbouring amenity and in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document.

19) The units hereby permitted must be occupied by at least one tenant who is over statutory retirement age at the time of letting, in the case of Joint Tenancies at least one tenant must meet this criteria; or must be occupied by at least one tenant who has been assessed as requiring a wheelchair housing design standard dwelling and who is registered disabled regardless of age.

Reason: To accord with the submitted scheme and ensure that affordable accessible housing is provided in accordance with Policies BC1 and BC2 of the Borough Wide Development Policies DPD (March 2011).

<table>
<thead>
<tr>
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<th>Title: Development Management Officer</th>
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1. Introduction and Description of Development

1.1 The application site is located on the northern side of Salisbury Road, Dagenham, the land is currently in use as a surface level car park. It previously was the site of a multi-storey car park. The site is bordered by the communal gardens of
neighbouring properties fronting Exeter Road to the east, with residential properties to the north and the Dagenham Conservative Club to the west.

1.2 The surrounding area is predominantly residential, Salisbury Road and Exeter Road are characterised by 3 storey blocks of flats; to the north of the application site are 2 storey dwellings, with a mix of 3 storey flats and 2 storey properties situated to the west.

1.3 The application relates to the erection of 9 bungalows, 2 of which are two bedroom 4 person units and 7 one bedroom 2 person units, together with car parking and landscaping. Each of the units will comprise a separate living/dining area, kitchen, bedroom(s) and a wet room. All of the units are wheelchair accessible.

1.4 The units are intended for elderly residents and disabled people who do not necessarily need warden assistance or sheltered accommodation but may have frailty or mobility issues. The bungalows will be let at affordable rents and will be owned and managed by the Council.

2. Background

2.1 90/00138/TP - Formation of surface car parking including landscaping treatment – Application Permitted.

3. Consultations

3.1 66 Neighbouring occupiers were consulted and 3 Site Notices were displayed. 6 responses were received objecting to the proposal on the following grounds;

- Perceived loss of light and view from No.57 Exeter Road
- Loss of existing car parking provision
- Loss of access to footpaths surrounding the site
- Impact of additional car parking on surrounding roads
- Concerns regarding the formal consultation process for this application
- Increase in car insurance premiums as a result of on-street car parking
  o Note: This is not a material planning consideration
- Proximity to similar proposed development on the former amenity green in Siviter Way
- Concern regarding the lack of improvement/maintenance of existing buildings
  o Note: This is not a material planning consideration
- Overdevelopment of the area

A petition containing 195 signatures from members of the Dagenham Conservative Club has been received objecting to the proposal on the grounds of a loss of existing car parking provision and access arrangements for emergency vehicles.

3.2 Access Officer

Comments and recommendations have been made with regards to door types and openings to comply with Part M of Building Regulations.
3.3 Transport Development Management Team

Comments and recommendations have been made regarding a Construction and Logistics Plan in order to reduce the number of construction and delivery vehicle trips and the provision of Electric Vehicle Charging Points (EVCPs) within the proposed development.

3.4 London Fire Brigade

Comments and recommendations have been made with regards to compliance with Building Regulations including access to a pump appliance to within 45m of all points in every dwelling. Recommendations include the provision of adequate turning facilities for pump appliances.

Officer note: Fire safety issues will be formally considered at the Building Regulations stage.

3.5 Refuse

The refuse storage provisions are acceptable.

3.6 Environmental Health Officer

No objections subject to conditions regarding land contamination, hours of working and noise and dust suppression during the construction phase.

4. Local Finance Considerations

4.1 The scheme is exempt from the Mayoral and Local Community Infrastructure Levy.

5. Equalities Considerations

5.1 The Equality Act 2010 requires the Council to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it in the exercise of its functions. The proposed development will provide much needed accommodation suitable for the requirements of elderly and disabled people.

6. Analysis

6.1 Principle of Development

6.1.1 At the national level the National Planning Policy Framework (NPPF) states that housing applications should be considered in the context of the presumption in favour of sustainable development. Policy 3.3 of the London Plan emphasises that there is a pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford. At the local level Policy CM2 of the Core Strategy supports the principle of increasing housing supply within the Borough. The provision of
these units will allow elderly people to stay within the Borough and be near the facilities that they rely on.

6.1.2 The site has not been allocated for any specific purposes within the Council’s Site Specific Allocations Development Plan Document of the Local Plan. The immediate locality is largely residential with predominantly 2-3 storey dwellings surrounding the site. It is considered that the provision of 9 single storey dwellings would not be out of keeping with the residential character of the surrounding area.

6.1.3 Therefore the redevelopment of the site for residential purposes is acceptable in principle and would contribute to the Borough’s supply of residential accommodation as required by Policy CM2 provided that the development does not materially conflict with other relevant policies within the Local Plan.

6.2 Design and Layout

6.2.1 At the national level the NPPF emphasises the importance of design in the built environment. Permission should be refused for development of obviously poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

6.2.2 At the local level Policy CP3 of the Core Strategy and Policy BP11 of the Borough Wide Development Policies DPD emphasise that all development proposals will be expected to achieve high quality standards in relation to the design and layout of new buildings and spaces.

6.2.3 The development will comprise 9 bungalows, each dwelling will be triple aspect and will have their own private amenity space. The development will be accessible via private access gates upon entry from Salisbury Road.

6.2.4 Two of the proposed dwellings will be sited a minimum of 7 metres from the rear of adjacent properties fronting Exeter Road, however, these are blank flank walls. A minimum distance of 6.5 metres will be retained between the proposed development and the flank wall of the closest neighbouring property to the north of the site. A distance of 20.5 metres will separate the five dwellings located on the western site boundary from the adjacent building occupied by the Dagenham Conservative Club.

6.2.5 The maximum height for each new dwelling will not exceed 5.8 metres. Given the single storey nature of the development it is not considered that the proposed new dwellings will result in any material harm to nearby residential occupiers in terms of any undue loss of outlook, privacy or sunlight/daylight. It is therefore considered that the proposed development achieves an appropriate relationship with neighbouring buildings.

6.2.6 In terms of appearance the bungalows will form outward facing terraced blocks with pitched roofs and gable ends. The L shape form of each dwelling will allow for the back gardens to be enclosed on three sides with the fourth providing access to a shared central communal area. The dwellings will consist of a buff colour brick finish with timber framed windows and grey slate roofs incorporating PV panels.

6.3 Internal Design
6.3.1 In accordance with the Technical housing standards – nationally described space standard, 2 bedroom 4 person 1 storey dwellings require a minimum gross internal floor area of 70sqm including 2sqm of built-in storage. 1 bedroom 2 person single storey dwellings require a minimum gross internal floor area of 50sqm including 1.5sqm of built in storage provision.

6.3.2 Each of the 2 bedroom 4 person units has a gross internal floor area of 95.8sqm with 2sqm of built in storage provision. The 1 bedroom 2 person units have a gross internal floor area of 69 sqm with 2.3sqm of built in storage provision. It is therefore considered that the proposed new dwellings would provide sufficient space for daily living.

6.4 External Amenity Space

6.4.1 Policy BP5 of the Borough Wide Development Policies DPD seeks to ensure that new dwellings provide appropriate levels of external private and/or communal amenity space. In this instance, the application should provide 50sqm of private amenity space for each of the 2 bedroom bungalows and 20 sqm of private amenity space for each 1 bedroom bungalow and should achieve garden depths of 12 metres.

6.4.2 In this instance back gardens will provide 58sqm of amenity space for each of the 2 bedroom units and approximately 20sqm of amenity space for each of the proposed 1 bedroom units. These spaces are well orientated with predominantly southerly/easterly aspects directly accessed from living/dining areas. The spaces will be paved and will incorporate separate garden and scooter sheds. The bungalows will also have planted front garden areas to provide sufficient buffer space between the new dwellings and adjacent footpaths.

6.4.3 The development has been designed to have an open feel with high quality landscaping and construction finishes and features a large central communal area in addition to private spaces, it is considered that this will encourage social interaction between the residents and help to build a strong community. It is considered that the amount of external amenity space provided is appropriate for the resident group.

6.5 Parking and Transport

6.5.1 The application site has a Public Transport Accessibility Level (PTAL) rating of 1b which represents a low level of access to public transport links. Policy BR9 of the Borough Wide Development Policies DPD advises that the car parking standards set out in the London Plan will be used to assess new development. The London Plan advocates maximum car parking standards and advises that, for units of 1/2 bedrooms, less than 1 car parking space per unit should be achieved. In areas of good public transport accessibility the aim should be for significantly less than 1 space per unit.

6.5.2 In this regard the application makes provision for 5 car parking spaces including 2 accessible spaces. Whilst many of the residents may not be car owners they are likely to have visitors, carers and support staff, the level of parking provision is
therefore considered acceptable in this instance. A further 18 car parking spaces will be retained adjacent to the application site fronting the western site boundary including 1 accessible space.

6.5.3 The development will result in the loss of an existing public car park which provides 74 off-street parking spaces. Two parking surveys were conducted as part of a detailed transport assessment submitted with this application. The surveys covered a two-minute walk from the site and covered all roads within 200 metres.

6.5.4 The results showed that that only 57% of all available overnight parking within 200m of the site was utilised, well below the typically accepted practical capacity of 85%. Removing the Salisbury Road car park reduces the available capacity from 478 spaces to 404. Redistributing the 26 vehicles observed to be parked in the car park overnight to the surrounding roads increases parking stress from 57% to 67%, considerably below practical capacity.

6.5.5 The survey concluded that the area within 200m of the site has capacity to accommodate the redistributed parking from the Salisbury Road car park. With regard to the roads immediately surrounding the site (namely Salisbury Road and Exeter Road) there are 132 on-street spaces with 70 occupied overnight (a parking stress of 53%). Adding the 26 vehicles currently parked in the Salisbury Road car park, gives a total demand of 96 vehicles (a parking stress of 73%). This demonstrates that the closure of the car park can be accommodated easily within the standard 200m walk distance but can even be accommodated comfortably within the surrounding two roads, without parking stress increasing beyond 85%.

6.5.6 The Council’s Transport Development Management Team has raised no objections and considers the proposed development to be acceptable with no adverse highway safety implications.

7. Conclusion

7.1 The proposed development is considered an appropriate re-use of the site and should provide a high quality environment for future residents. The principle or residential development at the application site is acceptable and in line with the relevant Local Plan and London Plan policies.

7.1.1 In taking all matters in to account it is considered that the proposed development broadly complies with the aims and objectives of the relevant national, regional and local planning policy requirements and is therefore recommended for approval subject to conditions.

Background Papers

- Planning Application File
- Local Plan Policy

Core Strategy
Policy CM2 – Managing Housing Growth
Policy CM12 – General Principles for Development
Policy CR3 – Sustainable Waste Management
Policy CP3 – High Quality Built Environment

Borough Wide Development Policies Development Plan Document (March 2011)

Policy BC7 – Crime Prevention
Policy BR9 – Parking
Policy BR10 – Sustainable Transport
Policy BR13 – Noise Mitigation
Policy BP8 – Protecting Residential Amenity
Policy BP11 – Urban Design

The London Plan (March 2016)

Policy 3.3 – Increasing Housing Supply
Policy 3.5 – Quality and Design of Housing Developments
Policy 3.8 – Housing Choice
Policy 6.13 – Parking

National Planning Policy Guidance:

National Planning Policy Framework (March 2012)
Technical Housing Standards – Nationally Described Space Standard (March 2015)