London Borough of Barking and Dagenham

Notice of Meeting

DEVELOPMENT CONTROL BOARD VISITING PANEL

Tuesday, 11 March 2008, 2:00 pm

Visiting Panel to meet at front of Civic Centre at 1.40 pm

Members: Councillor J R Denyer (Chair), Councillor I S Jamu (Deputy Chair), Councillor S Kallar, Councillor L Rustem and Councillor Mrs M M West

By Invitation: Councillor Robert Bailey, Councillor John Davis, Councillor Claire Doncaster

4 March 2008

R. A. Whiteman Chief Executive

Contact Officer: Margaret Freeman Tel. 020 8227 2134 Fax: 020 8227 2171 Minicom: 020 8227 2685 E-mail: margaret.freeman@lbbd.gov.uk

AGENDA

1. Apologies for Absence

2. Declaration of Members' Interests

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.

3. Site Visit DC/07/01354/FUL - Parsloes Garages Site, Parsloes Avenue (Pages 1 - 19)

4. Any Other Business

Plan: E	DC/07/01354/FUL	Ward: Alibon	
Address:	Parsloes Garages site Pars	Parsloes Garages site Parsloes Avenue Dagenham	
Development:	Demolition of existing garages and erection of 2 storey building comprising 10 two bedroom flats and associated landscaping and cycle store		
Applicant:	Carl Homerstone		

Summary:

The application proposes the residential development of the former garage site to provide 10 residential 2-bedroom units in a two storey block (originally three storey providing 11 units). The building is considered to be well designed and attractive in a modern format sitting well within its surroundings and providing visual interest on a derelict garage site. Neighbour representations have raised concerns regarding privacy and overlooking, however, the applicant has amended the scheme significantly to alleviate these concerns by the removal of a number of windows and the reorientation of the main habitable rooms. The development is not considered to cause any overlooking or loss of privacy. The development will be car free.

Recommendation(s)

The Development Control Board is requested to grant planning permission subject to the following conditions:

- 1. B1 Time Limits
- 2. F1 Details of Soft Landscaping
- 3. F2 Implementation of Proposed Soft Landscaping
- 4. J5 Obscure Glazing
- 5. O1 Details of Dustbin Enclosures
- 6. P1 Details of Boundary Treatment
- 7. Q1 Details/Samples of Facing Materials
- 8. No development shall commence until details of the cycle parking facilities have been submitted to and approved by the Local Planning Authority. The development shall not be occupied until the approved details have been implemented. Thereafter, the approved cycle parking facilities shall be permanently retained.
- 9. All residential units hereby approved are to comply with Lifetime Homes standards, as defined in the Joseph Rowntree Foundation publication "Achieving Part M and Lifetime Home standards" and the joint collaboration of JRF, Mayor of London, GML Architects and Habinteg HA in the publication 'Lifetime Homes' and as referred to in the GLA Accessible London SPG (Appendix 4), unless otherwise agreed by the Local Planning Authority.
- 10. A minimum of 10% of the proposed dwellings shall be designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users in accordance with the publication 'Wheelchair Housing Design Guide, Second Edition, produced by Stephen Thorpe and Habinteg Housing Association'.

- 11. No development shall commence until the applicant has provided to the Local Planning Authority for approval an independently verified Code for Sustainable Homes report that achieves a 'Level 3' rating with certification incorporating brown roofs and solar thermal panels. The approved scheme shall then be implemented in accordance with these details. A certificated Post Construction Review, or other verification process agreed with the Local Planning Authority, shall be provided, confirming that the agreed standards have been met, prior to the first occupation of the development.
- 12. No external construction works, deliveries, external running of plant and equipment or internal works audible outside the site boundary shall take place on the site other than between the hours of 0800 to 1800 on Monday to Friday and 0800 to 1300 on Saturday and not at all on Sundays, Public or Bank Holidays without the prior written permission of the Local Planning Authority.
- 13. Prior to commencement of development a detailed scheme illustrating proposals for the upgrading of the access, external lighting and access control shall be submitted and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented. Thereafter the approved measures shall be permanently retained unless otherwise agreed in writing by the Local Planning Authority.
- 14. No development shall commence until details of the construction of the surface and foul drainage system have been submitted to and approved in writing by the Local Planning Authority. The surface and foul drainage system shall be constructed in accordance with the details approved.
- 15. The roof of the proposed development shall only be used as a means of escape in an emergency or for the maintenance of the building and shall not be used as a roof terrace.

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1. Introduction and Description of Development

1.1 The application site is a narrow parcel of land comprising approximately 30 single storey garages located on the southern side of Parsloes Avenue close to the junction with Dagenham Heathway. The application proposes the demolition of the garage block and the erection of a two storey building comprising 10 two bedroom flats with associated landscaping and cycle storage. Access to the site sits between No. 7 and No. 11 Parsloes Avenue.

2. Background

2.1 No planning history, although the site has been the subject of detailed pre application discussions regarding the potential for residential use.

3. Consultations

3.1 Neighbours/Publicity

- 3.1.1 The surrounding neighbouring properties have been consulted and a site notice displayed. 5 letters of representation were received objecting on the grounds of overlooking, noise and disturbance, security, car parking, overcrowding, that the development would restrict access for the commercial units in Dagenham Heathway, maintenance of the access road and devaluation of property prices.
- 3.1.2 As a point of clarification, concerns regarding potential devaluation in property prices are not a material planning consideration that the Council can give any weight to. The remaining issues will be discussed in the analysis of the application.
- 3.2 Traffic and Road Safety

No response received.

3.3 Access Team

Request a Lifetime Homes Standards checklist and Wheelchair Housing Standards justification for any non-compliance.

3.4 Crime Prevention Officer

Makes a number of detailed points regarding the application which have been forwarded to the applicant. Concerns over the location of the cycle stores, refuse collection, stairwells and general accessibility into the proposed development. Following these comments, the applicant revised the drawings to resolve these concerns, which are addressed further below in the analysis.

3.5 Sustainable Development

To be reported verbally.

3.6 London Fire & Emergency Planning Authority

Initial response that the Brigade was not satisfied with the proposals in respect of vehicle access. Following this information, further plans were submitted detailing an example of a swept path turning circle for a fire engine within the site boundaries. This information was forwarded to the Fire Service who have commented that the access will be considered acceptable subject to confirmation that the access road from Parsloes Avenue is a minimum of 3.1 metres in width and can support a vehicle of 14 tonnes. The width is not the 3.7 metres minimum required between kerbs, but that for gateways, as it is envisaged that an appliance would not have to stop in the access road but continue to the turning area.

In respect of these comments, the access road from Parsloes Avenue measures approximately 3.5 metres in width from the flank wall of No. 7 Parsloes Avenue to the boundary wall with No. 11 Parsloes Avenue. Additionally, when the plan detailing the swept path of the engine was submitted, concerns were raised that the manoeuvre required the vehicle to cross land that was outside the control of the applicant. However, the applicant has since submitted a revised site layout plan showing an area edged blue on the eastern side of the site that is within their ownership but is subject to other users having a right of access across it. In light of this further information submitted, the access for emergency vehicles is considered acceptable.

3.7 Essex and Suffolk Water

No comments received.

3.8 Thames Water

No objection in respect of waste comments.

4. Unitary Development Plan (UDP) Policy

4.1 Policy H1 Housing Supply Policy H14 Environmental Requirements Policy H15 Residential Amenity Policy H16 Internal Design Policy DE1 Urban Design Policy DE6 Safety and Security Policy DE9 Energy Conservation Policy T21 Road Hierarchy Appendix 4 Refuse Collection and Storage Standards

5. London Planning Policy Guidance

5.1 Policy 3A.4 Housing Choice Policy 4A.7 Energy Efficiency and Renewable Energy Policy 4A.8 Energy Assessment Policy 4A.9 Providing for Renewable Energy Policy 4B.1 Design Principles for a Compact City Policy 4B.3 Maximising the Potential of Sites Policy 4B.6 Sustainable Design and Construction

6. National Planning Policy Guidance

6.1 PPS3 Housing PPG13 Transport PPS22 Renewable Energy

7. Analysis

- 7.1 The application site is a parcel of land measuring approximately 0.085 hectares comprising some 30 single storey garages located on the southern side of Parsloes Avenue close to the junction with Dagenham Heathway. The application proposes the demolition of the garage block and the erection of a two storey building comprising 10 two bedroom flats with associated landscaping and cycle storage.
- 7.2 Principle of Development

7.2.1 The application site is located within an urban area located behind the western side of Dagenham Heathway shopping parade. The site is unallocated on the Barking and Dagenham Unitary Development Plan (UDP) Proposals Map. It is understood that the majority of the garages in the block are vacant and some are rented on a short term basis, the site can reasonably be considered to be under utilised. The site is identified within the Dagenham Heathway Regeneration Strategy (June 2005) as suitable for redevelopment. Members may recall that this document went before the Executive Board for approval and identified the site as having the capacity to provide 10 live work units in a two storey block. Whilst the format of the proposal has altered and eliminated the 'work' element, the site remains in a sustainable and accessible location. Therefore in principle the site can be considered suitable for residential development subject to design and access matters.

7.3 Design and Layout

- 7.3.1 The application proposes the residential development of the garage site to provide 10 no. two bed flats, in a two storey block. The plans illustrate the block would measure 42 metres in length by 9.8 metres in width by 6.1 metres in height.
- 7.3.2 Policy DE1 of the UDP advises that the design of new buildings should sympathetically relate to one another in order to contribute positively to the relationship between spaces and buildings. Additionally, London Plan policies 4B.1 Design Principles for a Compact City and policy 4B.3 Maximising the Potential of Sites seek to ensure that new development, inter alia, maximises the potential of the site, creates or enhances the public realm, provides accessibility, usability, durability, adaptability, is safe and practical and respects the character of the area.
- 7.3.3 In this regard the design of the development is modern, two storey in essentially a rectangular block format which reflects the narrowness and length of the parcel of land. The building has a flat roof finish proposed to be finished with solar panels for water heating and brown roofs for energy efficiency and biodiversity. The length of the building is broken up with a variety of window shapes, square, rectangular and box windows finished with timber cladding. The western elevation includes two recessed walk ways with stairwell below for access to the first floor units which further helps to add interest to the expanse of building. At ground and first floor level, the building has been designed so that the majority of the living rooms and main bedrooms face onto the rear units of Dagenham Heathway. The secondary bedrooms on the first floor have been designed with window boxes that protrude out from the building with a window in the side to help alleviate concerns regarding overlooking.
- 7.3.4 The proposed mix comprises 10 two bedroom units. During the pre application discussions it was considered that the location of the site lends itself more to small units of accommodation and should not contain any 3 bed units as these units would be more likely to house a family and it was felt that the site would not be appropriate for family accommodation in respect of the setting of the development, private amenity space or car parking. In respect of the number of units proposed, the site achieves 117 units per hectare and sits comfortably within the London Plan density range 100 150 units per hectare.
- 7.3.5 The site can be considered to constitute backland development, and this raises a number of issues which are discussed below. One of these relates to access to the

site, the fire service have not raised any objections in respect of appliance access. Additionally, to this, Appendix 4 of the UDP requires reasonable and convenient refuse collection. In this respect, the storage collection is located in the very northern corner of the site nearest to the access road. This access road is unadopted but the Council's Waste Management team have confirmed that they use this road to access and service a number of premises along Parsloes Avenue and Dagenham Heathway. In light of this information, there can be no objection to the proposed location of the bin stores.

7.4 Environmental Requirements

- 7.4.1 Policy H14 of the UDP offers guidance on environmental requirements. Policy H14 advises that to protect residential amenity of adjacent occupiers, where windows of habitable rooms face each other, the distance between the buildings should be such as to allow adequate privacy and that where windows of habitable rooms face onto a flank wall of a one or two storey building, the distance between the buildings should be not less than normal garden depth, and that adequate sun lighting and day lighting should be afforded to all existing and proposed dwellings. Consultation responses have raised concerns regarding overlooking and privacy issues in respect of the height and location of the block.
- 7.4.2 In this regard, the application initially proposed a part two storey part three storey block comprising 11 no. 2 bedroom units that sat 3.9 metres off the boundary with the rear gardens in Ivyhouse Road and 4.0 metres to the boundary with the rear of Dagenham Heathway properties (including the area edged blue which is also controlled by the applicant increases this distance to 6.5 metres). Following extensive discussions regarding the height and siting of the building, amended plans were submitted reducing the development to wholly two storey (and reduced to 10 units) and setting the building back an additional 200/300 mm from the residential properties in Ivyhouse Road.
- 7.4.3 The distance between the main rear walls of properties in Ivyhouse Road to the boundary of the application site range between 22.5 metres to 32 metres. In respect of residential properties in Dagenham Heathway, the distances are approximately 15 metres. If this point is taken from the main front and rear wall of the development (rather than the site boundary), an additional 3.0 metres is gained in distance. Policy H14 of the UDP establishes back to back distances of two storey properties to be generally 24 metres. It is clear that the development would exceed this distance for the residents in Ivyhouse Road. The back to back distance would be under the required 24 metres in respect of the Heathway properties, however, these distances are less critical as they form flats over commercial shops at first floor level and would sit at a slightly higher level than the proposed first floor units. In this location, it is not considered that these reduced distances result in unacceptable standards of living for both existing and future occupiers. Furthermore, appropriate boundary treatments and landscaping can help reduce any impact.
- 7.4.4 In respect of issues regarding overlooking and loss of privacy, these are valid concerns, primarily in relation to Ivyhouse Road, as the building sits some 3.0 metres off the shared boundary. The applicant has endeavoured to reduce this impact by reducing the height of the building and orientating the units so they face towards the Heathway rather than Ivyhouse Road. This has resulted in a significant

reduction in the number of windows proposed on the western flank facing lvyhouse Road. There are now some 6 windows on this flank at first floor level, all serving non habitable rooms in the form of hallways and are proposed to be frosted glass (which can be secured by condition). Four box windows are also proposed serving the secondary bedrooms with their windows orientated north facing so they do not front lvyhouse Road. All attempts have been made to eliminate any overlooking concerns and no habitable rooms have windows that face directly out onto the rear gardens of lvyhouse Road.

7.4.5 With regard to the Heathway residents, the main habitable rooms face towards them, with some 12 windows at first floor level, however, as mentioned above, these units sit at a distance apart of some 18 metres in totality and the finished floor level on the first floor of the development at some 3.0 metres in height would be below that of the Heathway properties. Whilst these residents would have a building siting some 3.0 metres from their rear boundary line, this is not considered to be an unacceptable arrangement within an urban environment. The existing single storey garages are some 3.0 metres in height and sit right onto the shared boundary.

7.5 Private Amenity Space

- 7.5.1 Linked to environmental requirements, policy H15 of the UDP relates to private amenity space for all new dwellings. Policy H15 establishes set standards that private amenity space for new development should achieve and advises that 2 bedroom units should make provision for 40 sq.m. of private amenity space. In this respect the ground floor units make provision for private amenity space at the rear of the block which ranges between 23 -27 sq.m. per unit and the end unit provides in excess of 50 sq.m. There are small parcels of land to the front of the block surrounded by low level walls that help provide privacy to the ground floor bedrooms and bathrooms, in accordance with Policy H14, However, this cannot be included within the private amenity space calculations. The level of provision is technically below the required standard but is considered to provide usable and convenient space for future occupants.
- 7.5.2 The occupants of the first floor units would not have any amenity space, but the site is within a dense urban environment and given the size of the site and its constraints being a narrow parcel of land bounded on all sides by development, commercial and residential on the east and residential to the west, it is not considered that the provision of amenity space for the first floor units could reasonably be required. The provision of balconies would not be desirable from a privacy/overlooking viewpoint. Additionally, there are numerous residential flats above the commercial units in Dagenham Heathway that do not have access to any amenity space and there is the nearby Parsloes Park that can be utilised.
- 7.5.3 It is considered that the level of private amenity space is broadly acceptable and would accord with national planning policy guidance contained within PPS3 which emphasises flexibility and making best and most efficient use of land.
- 7.6 Habitable Floor Area and Lifetime Homes
- 7.6.1 Policy H16 of the UDP relates to internal design and habitable floorspace of new development. Under Policy H16, the guidance offers standards for minimum

internal habitable floor area for one, two and three bed units only. A 2 bed unit should provide a minimum of 40 sq.m. of habitable floor area. The application proposes habitable floor areas ranging from 40.7 to 46.9 sq.m. The layout of the development is considered to offer generous accommodation, good circulation space and movement.

- 7.6.2 London Plan Policy 3A.4 on Housing Choice states that new developments should, inter alia, provide access for people with disabilities and comply with Lifetime Homes Standards (LTH). LTH seeks to ensure that new residential development is easily adaptable to provide accessible and convenient homes for those with physical or sensory impairments. Essentially, LTH requires new development to provide adequate door and hallway widths for ease of movement and access and adequate space to provide reasonable turning areas. The design and access statement submitted with the planning application advises that all units will be Lifetime Homes Standards compliant in accordance with the specification set out in the Joseph Rowntree Foundation guidance and this is reinforced by the drawings submitted with the application. The application details turning circles of 1500 mm and entrance door widths of 860 mm. The bathrooms also have the potential to be used for wet rooms and the design and access statement further advises that the ground floor units would be wheel chair accessible which is in excess of the required 10%.
- 7.6.3 The Council's access team have not raised any objections to the proposal but have requested a Lifetime Homes and Wheelchair Housing checklist to justify any non-compliance. It is considered that the application would comply with LTH standards. However, to ensure compliance, it is considered that a condition be imposed to the consent to reaffirm this commitment.

7.7 Crime Prevention

- 7.7.1 Policy DE6 of the UDP advises that new development should be designed to enhance safety and security in the environment. Neighbour letters of representation have raised concerns regarding security on the site. The Crime Prevention Officer was consulted on the application and has made a number of detailed points. Primarily, concerns relates to the location of the cycle stores, refuse collection, stairwells and general accessibility into the proposed development. Additionally, concerns were raised regarding missed opportunities for surveillance in respect of additional windows on front and flank elevations of the building.
- 7.7.2 These comments were forwarded to the applicant who has since revised the drawings to provide additional windows on the flank wall entering the site which maximises opportunities for casual surveillance for visitors and to the bin store as well as creating a focal point to the development. The stairwells have been relocated to a more secure area which again provides opportunity for surveillance. The communal cycle store has been removed and individual cycle stores have been allocated to each unit which improves on site security. Appropriate boundary treatments and access control measures can be conditioned to ensure a secure site.
- 7.8 <u>Sustainability</u>

- 7.8.1 National planning policy guidance contained within PPS22 and London Plan policies 4A.7 and 4A.8 relate to energy efficiency and renewable energy. In the wider context, the Mayor of London's Energy Strategy seeks to reduce carbon dioxide emissions, improve energy efficiency and increase the proportion of energy used from renewable sources. Policy G40 of the Barking and Dagenham Unitary Development Plan advises that the Council will promote energy efficiency and energy conservation in new development and encourage more environmentally friendly forms of energy generation such as solar or water power. Policy DE9 of the UDP seeks to ensure new developments are energy efficient through good design and layout.
- 7.8.2 In addition to this, Policy 4A.9 of the London Plan discusses the provision for renewable energy and states that major development should generate a proportion of the site's electricity or heat needs from renewable energy, wherever feasible. This application is classed as major development and so it is considered appropriate that the proposal provides an element of renewable energy (unless demonstrated to be unfeasible). The London Plan Energy Strategy advises that major developments should provide 10% of its energy needs from renewable sources.
- 7.8.3 In this regard, the application proposes the incorporation of a type of green roof known as a brown roof. The roof will consist of a shallow soil layer, planted with seeds to help support local biodiversity as well as aiding surface water runoff and cooling. The brown roof would not be accessible to occupants of the block as this would result in unacceptable overlooking and privacy issues. The application further proposes the provision of solar thermal heating panels on the south facing roofs to provide 10% renewable energy and heating to the building. The development will achieve a level 3 Code for Sustainable Homes with an aspiration to achieve level 4. The Code for Sustainable Homes is a national voluntary standard for the sustainable design and construction of new dwellings which contain mandatory performance levels in six categories; energy efficiency, water efficiency, surface water management, site waste management, household waste management and use of materials. Assessment of the Code takes place in two stages, one at design stage and one at post construction phase and is awarded a final code certificate.
- 7.8.4 A number of predictions and assumptions have been made regarding renewable energy and code level 3 achievement for the site. It is therefore suggested that a condition be imposed on the consent requiring the submission of a detailed design assessment including calculations to ensure code level 3 is achieved on the site. In light of the above, it is considered that the application meets the requirements of policies G40 and DE9 of the UDP and policies 4A.7, 4A.8 and 4A.9 of the London Plan and is consistent with national planning policy guidance.

8.1 Car Parking

8.1.1 Guidance on car parking is set out in Annex 4 of the London Plan and PPG13 on transport that advocates maximum parking standards. In this instance the standards seek a maximum of 1 car parking space to less than 1 space per unit. The footnote to this standard advises that flat developments in areas of good public transport accessibility/or town centres should aim for less than 1 space per unit. The application proposes a car free development but there is the potential to

provide 1 disabled car parking space on site if required by a future resident. The site lies within a 400 metre buffer zone of Dagenham Heathway station which is considered to be a reasonable walking distance and the Heathway has frequency of buses. The site is considered to be an accessible location. Furthermore, the development makes provision for convenient and useable cycle stores.

8.1.2 Neighbour representations have raised concerns regarding the overspill of cars parking in neighbouring streets, however, the location of the site lends itself to a car free development. In practical terms the development physically cannot provide off street car parking. Any redevelopment of the site would struggle to make provision for cars. It is anticipated that future residents would not require a car given the strong public transport links and nearby shops and services. This is not a dissimilar arrangement to the existing flats over retail units along the Heathway. Additionally, the nearby roads have parking restrictions to control their use. It is considered that a refusal on the grounds of car parking alone would be extremely difficult to substantiate on appeal.

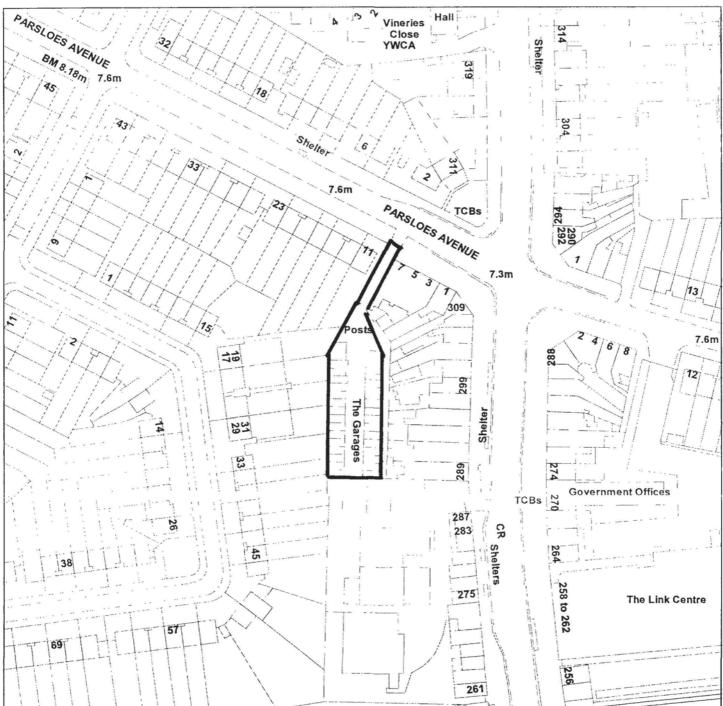
9. Background Papers

• Planning Application File

Parsloes Ave Garages

07/01354/FUL





Scale: 1:1250

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Organisation	LBB&D	
Department	Spatial Regeneration	
Comments	Not Set	
Date	18 February 2008	
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