**Reason for Referral to DCB as set out in Part 2, Chapter 9 of the Council Constitution:**

The application relates to new dwellings without off street parking in an area which is not within a Controlled Parking Zone.

**Address:**

37 Gordon Road, Chadwell Heath

**Development:**

Demolition of bungalow and erection of 3 two storey two bedroom dwellings.

**Applicant:**

VNM Property

**Contact Officer:**

Simon Bullock

**Title:**

Principal Development Management Officer

**Contact Details:**

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**Summary:**

The proposed demolition of an existing bungalow and erection of a terrace of three 2 storey houses would optimise the use of this site for residential purposes in accordance with the development plan.

The existing building does not contribute positively to the appearance of the street scene, and the proposed development is considered to be well designed and appropriate to its context in terms of scale and massing.

The proposed dwellings would provide a good standard of accommodation for future occupiers and are designed to meet the accessibility, internal space and external amenity space standards set out within the development plan. The scheme would not cause harm to the amenities of neighbouring occupiers.

The development would result in a net gain of two houses without the provision of any off street parking. Whilst the provision of parking within the development boundaries would have been preferable such provision is not feasible within the current scheme. It is considered that the additional on street parking demand that will result from the development would not have a significant impact on existing parking pressure, and furthermore would not have a severe impact on transport which is the relevant policy test set out within the National Planning Policy Framework.

**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.
2. 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.

3. No above ground development shall take place until a scheme of hard and soft landscaping for the front gardens of the approved dwellings (that shall if feasible provide a replacement hedgerow), including details of materials, species and a planting schedule has been submitted to and approved by the Local Planning Authority in writing. The approved hard landscaping shall be carried out prior to the occupation of the development and thereafter permanently retained. The approved soft landscaping 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 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 ensure the development is satisfactorily landscaped in order to improve the visual appearance of the area and in accordance with policies BR3 and BP11 of the Borough Wide Policies Development Plan Document.

4. No development above ground level shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the position, design, materials and type of boundary treatment to be erected. The development shall not 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.

5. Before occupation all of the dwellings shall comply with Building Regulations Optional Requirement Approved Document M4(2) Category 2: Accessible and adaptable dwellings (2015 edition). Evidence of compliance shall be notified to the building control body appointed for the development in the appropriate Full Plans Application, or Building Notice, or Initial Notice to enable the building control body to check compliance.

Reason: To ensure that accessible housing is provided in accordance with policy 3.8 of the London Plan.

6. The development shall not be commenced until a scheme of tree planting (providing a minimum of 3 trees) for the site has been submitted to and approved in writing by the local planning authority. The scheme shall be designed to promote bio-diversity, and details
shall be provided of the species, maturity, planting schedule, soil depth and quality, and
maintenance schedule. The scheme shall be implemented in accordance with the
approved details and shall be carried out in the first planting season following the
occupation or the completion of the development, whichever is the sooner. Any trees
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 and in order to comply with Section 197 of the Town and
Country Planning Act 1990 and policy BR3 of the Borough Wide Development Policies
Development Plan Document.

7. No development shall take place, including any works of demolition, until a Construction
Method Statement has been submitted to, and approved in writing by, the Local Planning
Authority. The approved Statement shall be adhered to throughout the construction
period. The Statement shall provide for:

i. the parking of vehicles of site operatives and visitors;
ii. details of access to the site;
iii. loading and unloading and the storage of plant and materials used in constructing
the development;
iv. the erection and maintenance of security hoardings including decorative displays;
v. measures to control the emission of noise, dust and dirt during construction that
shall accord with the guidance provided in the document “The Control of Dust and
Emmissions during construction and demolition”, Mayor of London, July 2014;
including but not confined to, non road mobile machinery (NRMM)
vi. a scheme for recycling/disposing of waste resulting from demolition and
construction works.

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.

8. No deliveries, external running of plant and equipment or construction works, other than
internal works not 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.

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.

9. The development shall not be occupied until the existing dropped kerb in Gordon Road
that serves a former garage has been re-instated as a raised kerb, unless any variation is
agreed in writing by the Local Planning Authority.

Reason: In the interests of highway and pedestrian safety and convenience and
maximising on street parking and in accordance with policy BR9 of the Borough Wide
1. **Introduction and Description of Development**

1.1 37 Gordon Road is a two bedroom bungalow situated at the junction of Gordon Road and Whalebone Grove. The proposal is to demolish the bungalow and replace it with a terrace of three 2 bedroom 2 storey houses that would have front entrances facing Whalebone Grove.

2. **Background**

2.1 The site has no planning history.

3. **Consultations**

   **Adjoining occupiers**

   3.1 Consultation letters were sent to 33 neighbouring residents. In response 2 letters of objection were received from the occupiers of nos. 33 and 40 Whalebone Grove. No. 40 is the next door house with an adjoining garden boundary and no. 33 is on the opposite side of the road. The objections are on the following grounds:

   - No parking provision for the proposed development
   - High level of demand for existing on street parking in the area causing inconvenience to existing residents
   - Significant parking pressure on adjacent streets
   - Potential damage to adjacent property
   - Noise
   - Potential loss of light

   **Access Officer**

   3.2 No comments received.

   **Environmental Health**

   3.3 No comments received.

   **Transport Development Management**

   3.4 The Public Transport Accessibility Level (PTAL) is 2 on a scale of 0 to 6 where 6 is excellent. This is a poor accessibility rating and no off-street parking provision is secured to serve the needs of the development.

   3.5 Due to the number of proposed units, and the requirement to provide external amenity space in accordance with the relevant policy standard, the scheme has been designed such that there is insufficient space for the provision of any off street parking.
3.6 We consider that the proposed development in its current form will adversely affect the highway in that it will add to the existing parking pressure in the area. It is our view that the site is not suited to the scale of development proposed and we find it to be unacceptable and recommend that planning permission be refused on the grounds that the development would exacerbate existing parking congestion.

Waste and Recycling Policy Manager

3.7 No comments received.

4. Local Finance Considerations

4.1 The proposed development is liable for the Mayoral and Borough Community Infrastructure Levies and would result in CIL contributions of approximately £2,800 and £1,200 respectively.

5. Analysis

Principle of the development

5.1 The proposed redevelopment of the site for residential purposes, resulting in a net gain of two dwellings, is acceptable in principle.

Design

5.2 The proposed design would be contemporary in style with bulk and proportions that are reflective of, and complement the surrounding development. Whilst the surrounding streets comprise a variety of mainly two storey houses with some bungalows, including short terraces, semi-detached and detached dwellings of a variety of styles and eras there is a rhythm of relatively narrow plots and buildings that on the whole have a vertical emphasis.

5.3 It is proposed that the two storey terrace with pitched roof would utilise brick and clay tiles. In addition a small element of metal cladding is proposed at first floor level as a surround to the first floor windows. The first floor elevation of the terrace would slightly step forward of the ground floor elevation.

5.4 It is considered that these features provide visual interest, and the step in the front elevation would be balanced by the design of the large first floor windows with surrounding panels that are situated above the ground floor entrance doors, giving a vertical emphasis to the terrace, and a rhythm that is reflective of its surroundings.

5.5 The side elevations would have gable end walls, with the east elevation having a first floor window facing onto Gordon Road. To the rear each unit would have a small first floor rear projection with a flat roof.Whilst usually pitched roofs are encouraged for two storey buildings in this case it is considered that the use of flat roofs for these small first floor projections would reduce the prominence of the building and would therefore be acceptable.

5.6 The side elevation of the terrace would abut the back edge of the pavement of Gordon Road, and by comparison the existing bungalow is set back by 3.2m. Whilst this would make the development more prominent in the street scene, in the context
of this part of Chadwell Heath, it is considered acceptable, as it is a typical form of
development. The house on the diagonally opposite corner of the Gordon
Road/Whalebone Grove cross-road also has a side elevation abutting the pavement
of Gordon Road.

5.7 The existing bungalow has a mature hedgerow on its Whalebone Grove frontage
that would have to be removed to facilitate the development. The proposed plan
indicates an area of planting to the proposed front gardens, and this will be the
subject of the landscaping condition. There is sufficient space for the planting of a
replacement hedgerow with gaps for each residential entrance, and this is
considered a desirable boundary treatment for this frontage.

5.8 Having regard to the above considerations the proposed design of the scheme is
considered acceptable and in accordance with policy BP11 of the Borough Wide

Amenity

5.9 The proposed houses would each meet the minimum floor spaces, dimensions, and
storage space provision required by policy 3.5 of the London Plan and the nationally
described space standard. The houses would also be designed to achieve
accessible standard M4(2) of the Building Regulations in accordance with policy 3.8
of the London Plan.

5.10 The rear gardens would each have an area of 50m² in accordance with the
requirements of policy BP6 of the Borough Wide Development Policies
Development Plan Document.

5.11 The proposed development would consequently provide a good standard of
accommodation for future occupiers.

5.12 The neighbouring house at 40 Whalebone Grove is detached, and has a first floor
side window facing towards the application site within its east elevation. Currently
this window faces onto the gable end wall of the bungalow which is on the site
boundary at a distance of 2.8m. The proposed development would result in a two
storey gable end wall on this boundary and it appears that this additional height and
bulk would result in some reduction in daylight reaching the affected window. The
gap between the two buildings would continue to allow the passage of direct
sunlight to this window from the south-east.

5.13 The house at 40 Whalebone Grove also has a similarly positioned window on its
west elevation, with a similar sized gap between it and the adjacent house to the
west, which is a two storey end of terrace house.

5.14 Whilst it is accepted that the development would cause some impact on this window
it is not considered that this would be severe, and where a building takes its light
over the side boundary of a neighbouring property it is generally not considered
reasonable that this should prevent development on the adjoining site. In the
circumstances outlined above the impact on residential amenity is considered
acceptable.
5.15 With reference to the neighbour’s concern about noise arising from the development it is assumed that this relates to construction noise. Some noise during construction is inevitable but a restriction on the hours of working and a construction management plan condition can be imposed. This would help to minimise noise and disturbance to neighbours.

5.17 In relation to the comment about potential damage to the neighbouring property, this is not a matter that can be controlled under the planning application and would not be a valid reason to refuse planning permission.

Transport

5.18 The existing site has a dropped kerb to the rear of the bungalow on Gordon Road. However, this appears to now be redundant because the garage outbuilding it was designed to serve has been altered such that it now has a solid wall in place of a garage door. The applicant has agreed to a condition requiring that this dropped kerb is re-instated as a raised kerb, and this will have the effect of slightly increasing the available on street parking space within Gordon Road, by creating sufficient space for the parking of one small car.

5.19 The proposed development of three dwellings, a net gain of two, would provide no off street parking. The site and surroundings are not in a controlled parking zone. Consequently the development would result in an increased demand for on street parking in the vicinity and this is a concern that has been raised by the two objectors to the application. The Transport Development Management Team has objected to the proposal for this reason.

5.20 The site has a relatively low PTAL level of 2 as set out above. The London Plan parking standard expressed as a maximum, states that on average less than 1 parking space should be provided per 2 bedroom dwelling.

5.21 It would appear that there is a relatively high degree of demand for on street parking in the vicinity of the site. The proposed net gain of 2 dwellings would increase the on street parking demand to some degree. However, given the small number of units it is not considered that the development would have a significant impact on the level of parking demand in the vicinity of the site, and it would not result in harm to highway safety. It is accepted however, that any increase in on street parking demand may have a slight impact on the ability of existing neighbouring residents to find on street parking spaces close to their properties.

5.22 The National Planning Policy Framework states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. It is not considered that the development would cause a severe impact on parking and transport in the vicinity of the site.

5.23 In addition a recent planning appeal relating to a nearby site at 16 Gordon Road for the conversion of an existing dwelling to two residential units was allowed. One of the reasons for the refusal of the planning application was that the lack of off street parking would result in increased parking pressure on the street. The Inspector concluded that the development would not increase the demand for on-street parking spaces to a degree that would have severe effects to the operation of the highway, or its safety in its immediate environs. As this is a relevant and recent
planning appeal determined in January this year it should be taken into account in the determination of the current application.

5.24 For the above reasons the proposed development is considered acceptable in respect of parking and transport considerations.

Environmental Sustainability

5.25 The proposed rear gardens have the potential to contribute to bio-diversity as does the existing garden of the bungalow. A condition can be imposed requiring tree planting in connection with the proposed development in accordance with policy BR3 of the Borough Wide Development Policies Development Plan Document.

Background Papers

- Planning Application File: http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=OE3NKIBLK0600

- Local Plan Policy
  
  Policy BR3  Greening the Urban Environment  
  Policy BR4  Water Resource Management  
  Policy BR9  Parking  
  Policy BR10  Sustainable Transport  
  Policy BC7  Crime Prevention  
  Policy BP5  External Amenity Space  
  Policy BP8  Protecting Residential Amenity  
  Policy BP11  Urban Design  

- London Plan Policy

  Policy 3.4  Optimising housing potential  
  Policy 3.5  Quality and design of housing developments  
  Policy 3.8  Housing choice  
  Policy 5.13  Sustainable drainage  
  Policy 6.13  Parking

- National Policy

  National Planning Policy Framework  
  National Planning Practice Guidance