

# Southend-on-Sea Borough Council

Agenda  
Item

Report of the Corporate Director of Place  
To  
Development Control Committee  
On  
06<sup>TH</sup> July 2016

Report(s) on Pre-Meeting Site Visits

A Part 1 Agenda Item

WARD & TIME	APP/REF NO.	ADDRESS	PAGE
Leigh	16/00460/FULH	80 Marguerite Drive Leigh on Sea	3

**Depart Civic Centre at: 11.30am**

## **DEVELOPMENT CONTROL COMMITTEE**

### **SITE VISIT PROTOCOL**

#### **1. Necessity**

A site visit is only likely to be necessary if either:

- (i) The proposed development is difficult to visualise from the plans, photographs and supporting material; or
- (ii) There is good reason why the comments of the applicant and / or objector(s) cannot be expressed adequately in writing; or
- (iii) The proposal is particularly contentious; or
- (iv) A particular Member requests it and the request is agreed by the Chairman of DCC.

#### **2. Selecting Site Visits**

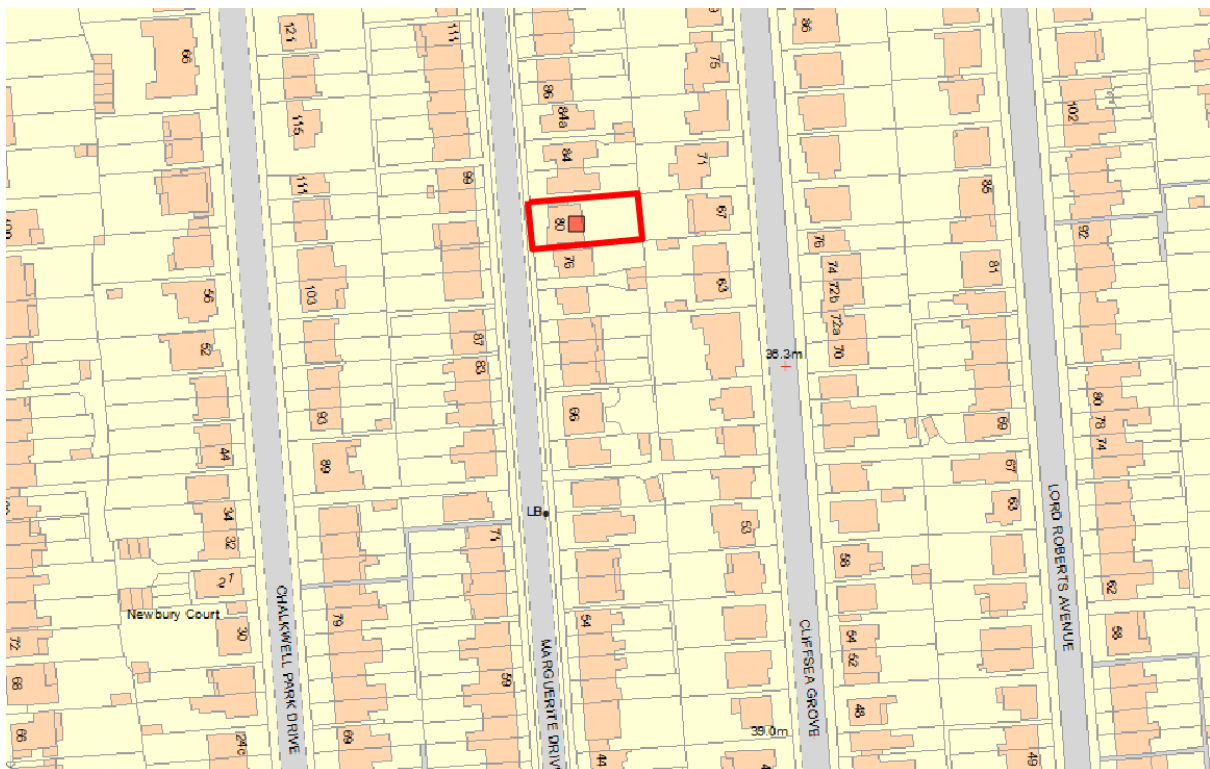
- (i) Members can request a site visit by contacting the Head of Planning and Transport or the Group Manager for Planning; providing the reason for the request. The officers will consult with the Chairman.
- (ii) If the agenda has not yet been printed, notification of the site visit will be included on the agenda. If the agenda has already been printed, officers will notify Members separately of the additional site visit.
- (iii) Arrangements for visits will not normally be publicised or made known to applicants or Agents unless access is required to be able to go on land.

#### **3. Procedures on Site Visits**

- (i) Visits will normally take place during the morning of DCC.
- (ii) A planning officer will always attend and conduct the site visit, and will bring relevant issues to the attention of Members. The officer will keep a record of the attendance, and a brief note of the visit.
- (iii) The site will normally be viewed from a public place, such as a road or footpath.
- (iv) Representations will not be heard, and material will not be accepted. No debate with any party will take place. Where applicant(s) and/or other interested person(s) are present, the Chairman may invite them to point out matters or features which are relevant to the matter being considered having first explained to them that it is not the function of the visit to accept representations or to debate.

**Version: April 2016**

<b>Reference:</b>	16/00460/FULH
<b>Ward:</b>	Leigh
<b>Proposal:</b>	Raise roof height to form chalet style dwelling, erect dormers to front and rear, form two storey front gable projection, layout parking and install new vehicular access on to Marguerite Drive
<b>Address:</b>	80 Marguerite Drive, Leigh-On-Sea, Essex, SS9 1NW
<b>Applicant:</b>	Mr And Mrs Adams
<b>Agent:</b>	Brian Davison Associates
<b>Consultation Expiry:</b>	29 <sup>th</sup> April 2016
<b>Expiry Date:</b>	1 <sup>st</sup> June 2016
<b>Case Officer:</b>	Anna Tastsoglou
<b>Plan No's</b>	1501/S1/D & 1504/300/K1
<b>Recommendation:</b>	<b>GRANT PLANNING PERMISSION</b>



*This application was deferred at the Development Control Committee meeting on the 6<sup>th</sup> July 2016 for a site visit.*

*It is noted that reworded and additional conditions included previously in the supplementary report (8<sup>th</sup> June 2016) have been incorporated to this report.*

## **1 The Proposal**

- 1.1 Planning permission is sought to raise the roof height to form a chalet style dwelling, extend the existing front gable projection at first floor, form a pitched roof front bay feature, erect pitched roof dormers to front and rear, layout parking and install a new vehicular access onto Marguerite Drive.
- 1.2 Materials to be used would include white UPVC windows and doors, plain red/brown clay tiles and the external walls would be finished in render painted white. The proposed front hard surface would be permeable paving cemex burnt elm colour.
- 1.3 The proposed roof would be raised by 1.3 metres approximately, resulting in a maximum dwelling height of 7.9 metres. The roof would be half hipped to the flank elevations and cat-slide to front and rear.
- 1.4 The existing front projecting gable would be recessed by 800mm and it would be extended at first floor level. The existing squared bay to the front would be altered to a polygonal shaped bay window.
- 1.5 The front gabled roof dormer window would measure 2.3m wide, 3.15m high, projecting out from the roof at its deepest point by 3.9 metres.
- 1.6 Two of the three dormers proposed to the rear would measure 1.8m wide, 2.6m high, projecting out from the roof at their deepest point by 2.8 metres. The largest dormer would be 2.2m wide, 3.9m high, projecting out from the roof at their deepest point by 3 metres.
- 1.7 The extension at first floor would extend above the existing footprint of the bungalow. The internal floor space created at first floor would be approximately 92m<sup>2</sup>.
- 1.8 The proposed two storey dwelling would form an open kitchen/dining/sitting area, a living room, a bathroom, a master bedroom, a WC and a utility room at ground floor, while at first floor it would accommodate an en-suite master bedroom, two bedrooms, a bathroom and a study.
- 1.9 The applicant has submitted drawings providing additional information in relation to building regulations M4(2) for accessible and adaptable dwellings.

- 1.10 It is noted that minor amendments have been requested and incorporated to the proposal, including the following:
- The proposed recessed balcony to the rear has been omitted from the proposal.
  - The windows in the front elevation have been elongated and made thinner to match the design of the existing windows in the area.
  - The pitch of the proposed front bay feature has been increased to integrate with the main gable.
  - The proposed double storey front gable has been stepped 100mm forward to maintain a separation with the entrance door.
  - The proposed front picket fence agreed to be changed to railings.
  - The roof material agreed to be red/brown clay tiles.

## **2 Site and Surroundings**

- 2.1 The site is occupied by a detached bungalow located on the eastern side of Marguerite Drive, south of London Road. The property has an average sized rear garden in relation to the surrounding area. The front curtilage of the dwelling is currently covered by low vegetation, as it appears to be left unkempt. An existing crossover extends in front of the dwelling. The property has recently extended to rear providing a 4 meters deep rear extension.
- 2.2 The area is residential in character, consisting predominantly of two storey dwellings. However, two chalet style dwellings are sited to the south and three bungalows to the north of the application site. There is no uniformity in the area, in terms of the design and size of dwellings. Topographically the area slopes downwards to the north.

## **3 Planning Considerations**

- 3.1 The key considerations in relation to this application are the principle of the development, design and impact on the character of the area, any traffic and transport issues, impact on residential amenity.

## **4 Appraisal**

### **Principle of Development**

**NPPF; DPD 1 (Core Strategy) Policies KP2 and CP4; Development Management DPD Policy DM1 and DM3.**

- 4.1 The dwelling is located within a residential area and an extension to the property is considered acceptable in principle.
- 4.2 As noted above, the prevailing character of the area is for two storey dwellinghouses. The application dwelling is located between a chalet style dwelling and bungalow. On that basis, a chalet style dwelling in this location would not result in breaking the continuity of the streetscene, in terms of ridge heights or dwellings style and as such, is considered acceptable in principle.

- 4.3 Policy DM3 (4) quotes that *“The conversion or redevelopment of single storey dwellings (bungalows) will generally be resisted. Exceptions will be considered where the proposal:*
- (i) Does not create an unacceptable juxtaposition within the streetscene that would harm the character and appearance of the area; and*
  - (ii) Will not result in a net loss of housing accommodation suitable for the needs of Southend’s older residents having regard to the Lifetime Homes Standards.”*
- 4.4 Since 1<sup>st</sup> of October 2015 policy DM3 (ii) of the Development management DPD has been substituted by building regulation M4 (2). These include a step-free access to the dwelling and any associated parking space, a step-free access to a WC and any private outdoor space, accessible accommodation and sanitary facilities for older people or wheelchair users and socket outlets and other controls reasonably accessible to people with reduced reach.
- 4.5 The applicant has submitted information demonstrating that the proposed chalet style dwelling meets the building regulation M4 (2) requirements. The proposal would include a step-free access. A covered canopy is provided as well as a space at entrance level that could be used as bed space, wheelchair accessible toilet would be provided and the provision of a future floor lift, have been tested. The clear opening width the entrance door is more 850mm. In light of the above, it is considered that the proposed chalet dwelling would be accessible and adaptable dwellings for older people or wheelchair users.

### **Design and Impact on the Character of the Area**

#### **NPPF; DPD 1 (Core Strategy) Policies KP2 and CP4; Development Management DPD Policy DM1; SPD 1 (Design & Townscape Guide (2009))**

- 4.6 It should be noted that good design is a fundamental requirement of new development to achieve high quality living environments. Its importance is reflected in the NPPF, in the Policies KP2 and CP4 of the Core Strategy and also in Policy DM1 of the Development Management DPD. The Design and Townscape Guide (SPD1) also states that *“the Borough Council is committed to good design and will seek to create attractive, high-quality living environments.”*
- 4.7 Paragraph 56 of the NPPF states that *“good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”*
- 4.8 Policy DM1 of the Development Management DPD states that all development should *“add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or landscape setting, use, and detailed design features”.*

- 4.9 According to Policy KP2 of Core Strategy (CS) new development should “*respect the character and scale of the existing neighbourhood where appropriate*”. Policy CP4 of CS requires that development proposals should “*maintain and enhance the amenities, appeal and character of residential areas, securing good relationships with existing development, and respecting the scale and nature of that development*”.
- 4.10 Paragraph 375 of the Design and Townscape Guide states that “*in a few cases it may be possible to extend a property upward by adding an additional storey however this will only be acceptable where it does not conflict with the character of the street. For example adding another storey to a bungalow will not be considered appropriate where the street comprises predominately of single storey dwellings or where there is a regular pattern of bungalows and other style of properties which is part of the local character.*” It is also added that “*where it is considered acceptable in principle, in order to achieve a cohesive development it is essential that the additional storey draws strong references from the lower floors and adjacent properties, or an overall integrated design is developed.*”
- 4.11 The existing property is a shallow gabled roof detached bungalow and the proposal is to be converted into a chalet style dwelling. As noted above, the area comprises predominantly of two storey dwellings, albeit the property is sited between a similar chalet dwelling to the south and a bungalow to the north. A streetscene plan has been submitted showing that the proposed chalet would be of similar height with the adjacent chalet style dwellings to the south. It is therefore considered that the provision of a chalet style dwelling in this location would be appropriate and it would not unacceptably stand out or appear dominant in the streetscene. Given that the ridge height of the proposed dwelling would be in line with the neighbouring properties to the south, it is not considered that continuity the ridge-height of the streetscene would be broken.
- 4.12 As noted above, dwellings in the vicinity vary in terms of design and hence, reference in not necessary be drawn from the adjoining properties. However, the attempt to match the design of the detached chalets to the south is evident. The proposed dwelling would have a cat-slide roof to front and rear, with half hips to flank elevation and a two storey front projecting gable, which would be set back from the existing front projecting feature. A pitched roof bay window is proposed to be formed in front of the two storey gable element, which would be of similar design to the front bay of the adjacent dwelling to the south and it would add architectural interest to the dwelling. A dormer is also proposed in the front elevation, which would appear incidental to the roof slope and its design would be in keeping with the design of the proposed roof. Following discussion with the applicant, amendments have been incorporated to front elevation, including minor alterations to fenestration proportions, slight increase of the ridge height of the pitch of the front bay feature and marginal forward projection of the front gable feature to create a separation with the entrance door. It is therefore considered that the front elevation would be, on balance, acceptable in design terms and it would be in keeping with the character and appearance of the dwellings in the immediate area.

- 4.13 In relation to the roof design, following pre-application discussions, the expanse of the top flat roof section has been significantly reduced in size. A top ridge tile would be installed and the flat roof would be set down. This is considered to restrict the views of the flat roof section from the public realm and therefore, on balance, the proposed roof form would not result in a detrimental impact on the appearance of the dwelling or the wider area.
- 4.14 There is no objection to the proposed rear dormers. Their design would be in keeping with the design of the proposed dwelling and they would not be visible from public vantage points.
- 4.15 It is also proposed to install hardstanding to the front curtilage of the dwelling. Whilst this would reduce the existing soft landscaped area, given it would still result in some landscaping to front, it is not considered that the impact would be detrimental to the character of the wider area. There are a number of examples of front hard surfaced curtilages and as such, the proposal would not be out of keeping with the character of the area. The previously proposed picket fence agreed to be replaced with railings, which is considered preferable and more in keeping with the character of the area.
- 4.16 Proposed finishing materials would satisfactorily relate to the existing dwelling and it would be consistent with materials of the dwellings within the vicinity. Following discussion with the applicant the previously proposed slate roof is now proposed to be finished in small red/brown tiles, which would blend with the roof finishing materials of the dwellings in the vicinity.

### **Traffic and Transport Issues**

#### **NPPF; Development Management DPD Policy DM15**

- 4.17 Policy DM15 of the Development Management DPD requires all development to provide adequate parking. Similar to parking requirements of the existing dwelling, the provision of two parking spaces is required for the proposed chalet dwelling. One parking space is proposed to be provided and therefore, the proposal would not meet the parking standards as set in policy DM15. However, it is noted that the current dwelling is a two bedroom dwelling with one off-street parking space, which does not meet the parking size standards (less than 2.4m x 4.8m). Given that the Council's standards in relation to off-street parking are the same for a two and a four bedroom dwelling (2 parking spaces), in this instance, the proposed one parking space would result in an improvement in terms of off-street parking requirements, given that the existing parking space is not sufficient to accommodate a vehicle.
- 4.18 The property has an existing crossover and front hardstanding and it is proposed to form a new crossover and layout parking, in a different position from the existing parking space. The proposed parking space would be formed parallel with the highway and it would measure 2.6m x 6.5m providing a 1 metre gap to the dwelling and the crossover would be 4.75m wide. Marguerite Drive is not a classified road and as such, there is no requirement to enter and leave the site in forward gear. Therefore the proposed crossover and parking space would be wide enough to allow the vehicle to enter the site, without causing obstruction.



- 4.19 Given that the proposed parking space would result in loss of one on-street parking space it is considered that the reinstatement of the existing crossover would be crucial. An informative would be added as a reminder for the applicant.

### **Impact on Residential Amenity**

#### **NPPF; Development Management DPD Policy DM1; SPD 1 (Design & Townscape Guide (2009))**

- 4.20 The Design and Townscape Guide (SPD1) at paragraph 343 states that *“extensions must respect the amenity of neighbouring buildings and ensure not to adversely affect light, outlook or privacy of the habitable rooms in adjacent properties.”* Policy DM1 of the emerging Development Management DPD requires all development to be appropriate in its setting by respecting neighbouring development and existing residential amenities *“having regard to privacy, overlooking, outlook, noise and disturbance, sense of enclosure/overbearing relationship, pollution, daylight and sunlight.”*
- 4.21 Although the mass of the proposed dwelling would be increased, the neighbouring property to the south is a chalet style dwelling and the bungalow to the north is located 3 metres away from the application dwelling.
- 4.22 In relation to the dwelling to the north, sufficient distance would be maintained between the proposed dwelling and the neighbouring property, given that the side extension along the shared boundary has been removed and the proposal would not project beyond the existing rear elevation of the neighbouring dwelling. There are two windows in the south flank elevation of the dwelling to the north, which as it has been confirmed are an obscure glazed window to a non-habitable room and a secondary window to habitable rooms. It is therefore considered the proposal would not result in a material harm on the amenity of the neighbouring to the north, by way of loss of light and domination. The proposed windows in the north flank elevation are not windows to habitable rooms and as such, a condition is considered reasonable to be imposed to be glazed in obscure glass. The originally proposed recessed balcony to the rear has been omitted from the proposal and hence, no objections raised in terms of overlooking.
- 4.23 In relation to the dwelling to the south, the proposed dwelling would project approximately 2.5 metres beyond the neighbouring rear wall; however, this projection, given the orientation of the site is not considered to result in a detrimental impact in terms of overshadowing or domination. There is a window in the north flank elevation of the dwelling to the south, which is a secondary window to the front lounge and hence, it is not a protected window. No windows are proposed in the south flank elevation and as such, the proposal would not result in a material increase in overlooking the neighbours to the south.
- 4.24 An approximate 12 metres distance would be retained between the proposed windows at first floor and the rear boundary, which is considered a sufficient distance of separation to prevent overlooking. Concerns have been raised by neighbours regarding overlooking by the previously proposed balcony. However, as noted above this element has been omitted from the proposal and therefore, the development, as proposed, is not considered to result in overlooking or loss of privacy.

- 4.25 The windows at first floor level in the front elevation would overlook the highway and the neighbouring front gardens, which is considered acceptable.

## **Community Infrastructure Levy**

### **CIL Charging Schedule 2015**

- 4.26 The new floor space created by the proposal would be less than 100m<sup>2</sup>. Therefore, the proposed development is not CIL liable.

## **5 Conclusion**

- 5.1 The proposed development, subject to appropriate conditions, is considered to be in accordance with the Development Plan.

## **6 Planning Policy Summary**

- 6.1 The National Planning Policy Framework (2012) : Section 7 (Requiring Good design)
- 6.2 Development Plan Document 1: Core Strategy Policies KP2 (Development Principles) and CP4 (Environment & Urban Renaissance)
- 6.3 Development Management DPD 2015: DM1 (Design Quality), Policy DM3 (The Efficient and Effective Use of Land) and DM15 (Sustainable Transport Management)
- 6.4 Supplementary Planning Document 1: Design & Townscape Guide (2009)
- 6.5 CIL Charging Schedule 2015
- 6.6 National Housing Standards 2015

## **7 Representation Summary**

### **Public Consultation**

- 7.1 Nine neighbours were consulted and a site notice posted on site and five letter of objection have been received, as follows:
- The balcony and dormers to rear would result in overlooking and loss of privacy. The distance between the application dwelling and neighbouring properties to the rear is limited. **[Officer comment: Please refer to 'Impact on Residential Amenity' section.]**
  - Loss of light. **[Officer comment: Please refer to 'Impact on Residential Amenity' section.]**
  - The size and scale of the proposed dwelling would be out of keeping with the character of the area. The property would have a larger footprint than the dwellings in the surrounding area. **[Officer comment: Please refer to 'Design and Impact on the Character of the Area' section.]**
  - Loss of bungalow. **[Officer comment: Please refer to 'Principle of Development' section.]**

- 7.2 Councillors Arscott and Mulroney have requested that this planning application go before the Development Control Committee for consideration.

### **Design and Regeneration**

- 7.3 Marguerite Drive is a mixed street of mainly 2 storey houses mostly semi-detached and terrace intermixed with small groups of bungalows and a few chalets. 80 Marguerite Drive is one of a run of 4 bungalows in this section of the road. The two properties to the south were also originally bungalows too but have since been converted to chalets. The proposal seeks to convert the existing bungalow to a chalet with a similar front elevation to these adjacent chalets including a 2 storey gable feature and front dormer set against a deep chalet style front roof slope. Given the mixed character of the street and the design of the adjacent properties it would be difficult to object to this type of development, however, the proportions of the elements on the front elevation are a little under scaled resulting in a imbalance of the main elevation. Therefore the following amendments are suggested:

- Increase depth of living room bay window to match depth of master bedroom
- Increase pitch of the feature roof of the new bay to match the main gable roof and to better fill the space here
- Increase the size of the first floor window in the gable to also match the depth of the master bedroom window and better fill the space in the gable
- Consider stepping the gable forward slightly to separate it from the front entrance, 1 brick would be enough
- Change the proposal for picket fence to low wall or railing to match neighbour which would be more in character with the streetscene
- The roof materials should be changed to small scale red/brown tiles as the proposed slate would be out of character.
- Details of landscaping to the frontage to be agreed or clarified.

**[Officer comment: It is noted that the above requested amendments have been incorporated to the plans submitted.]**

### **Transport and Highways**

- 7.4 There are no highway objections to this proposal 1 parking space is being retained. The proposal would not increase the parking demand for the dwelling as a whole therefore it is not considered that the proposal will have a detrimental impact upon the public highway.

### **Parks**

- 7.5 No comments received.

## **Leigh Town Council**

- 7.6
- Leigh Town Council regrets the loss of a bungalow from the Borough's limited supply
  - The proposal is an overdevelopment due to scale bulk and mass
  - Loss of privacy to neighbouring properties

## **8 Relevant Planning History**

- 8.1 15/01966/PREAPF - Raise the roof height to form a chalet style dwelling, erect single storey rear extension, erect dormers to front and rear elevation incorporating balcony to the rear, layout parking and form new crossover.

## **9 Recommendation**

**GRANT PLANNING PERMISSION** subject to the following conditions:

- 01 The development hereby permitted shall begin not later than three years from the date of this decision.**

**Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.**

- 02 The development hereby permitted shall be carried out in accordance with the following approved plans: 1501/S1/D & 1504/300/K1**

**Reason: To ensure that the development is carried out in accordance with the provisions of the Development Plan.**

- 03 No development shall take place until samples/details of materials to be used on the external elevations including details of any boundary walls, fences, gates, roof materials and windows have been submitted to and approved by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.**

**Reason: In the interests of visual amenity and to ensure that the appearance of the building makes a positive contribution to the character and appearance of the area. This is as set out in the National Planning Policy Framework (NPPF), DPD1 (Core Strategy) 2007 policy KP2 and CP4, Development Management DPD Policy DM1, and SPD1 (Design and Townscape Guide).**

- 04 No development shall take place until details of soft and hard landscape works shall be submitted to and approved in writing by the local planning authority. The approved landscaping scheme shall be implemented following first occupation of the extended dwelling.**

**Reason: To ensure that the development is satisfactory in terms of its appearance and that it makes a positive contribution to the amenity of future occupants in accordance with DPD1 (Core Strategy) policy KP2 and CP4, Development Management DPD policy DM1 and SPD1 (Design and Townscape Guide.**

- 05 Permeable paving shall be used for the hardstanding area unless otherwise agreed by the Local Planning Authority.**

**Reason: To ensure that the development is completed and used as agreed, and to ensure that it meets DPD1 (Core Strategy) 2007 policy CP4, Development Management DPD policy DM1 and SPD1.**

- 06 The windows and rooflight in the north and south flank elevations shall only be glazed in obscure glass (the glass to be obscure to at least Level 4 on the Pilkington Levels of Privacy, or such equivalent as may be agreed in writing with the local planning authority) and fixed shut, except for any top hung fan light which shall be a minimum of 1.7 metres above internal floor level unless otherwise agreed in writing by the local planning authority. In the case of multiple or double glazed units at least one layer of glass in the relevant units shall be glazed in obscure glass to at least Level 4. (C17B)**

**Reason: To protect the privacy and environment of people in neighbouring residential properties, in accordance with the National Planning Policy Framework (NPPF), DPD1 (Core Strategy) 2007 policy CP4, Development Management DPD policy DM1, and SPD1 (Design and Townscape Guide)**

- 07 The proposed parking space on the front curtilage of the dwelling shall be provided in accordance with the plans No's 1501/S1/D and existing crossover shall be reinstated prior to occupation of the extended dwelling hereby approved and shall thereafter be permanently retained solely for the benefit of the occupiers of the dwellings and for no other purposes unless otherwise agreed in writing by the local planning authority.**

**Reason: To ensure satisfactory parking is provided and retained to meet needs of occupants that the development is completed and used as agreed, and to ensure that it meets DPD1 (Core Strategy) 2007 policy CP4, Development Management DPD policy DM15 and SPD1.**

**The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. The detailed analysis is set out in a report on the application prepared by officers.**

## **Informative**

- 1 You are advised that as the proposed extension(s) to your property equates to less than 100sqm of new floorspace the development benefits from a Minor Development Exemption under the Community Infrastructure Levy Regulations 2010 (as amended) and as such no charge is payable. See [www.southend.gov.uk/cil](http://www.southend.gov.uk/cil) for further details about CIL.**
- 2 You are reminded that the existing crossover should be reinstated concurrently with the installation of the new crossover. For further information please contact the Highways Department.**