

DELEGATED REPORT

Reference: 25/00050/FULL	Site: 16 Bellevue Road Billericay Essex CM12 9HB	
Ward: Burstead	Proposal: Demolish existing bungalow and replace with two detached dwellinghouses (self-build) with parking and amenity space.	
Applicant: Mrs J Welsford & Mr M D Welsford		Validated: 20.01.2025
		Target Date: 11.06. 2025
Case Officer: Miranda Webb		
Recommendation: Grant planning permission		

1.0 DESCRIPTION OF PROPOSAL

This planning application seeks planning permission for the demolition of the existing bungalow and the construction of two detached dwellinghouses (self-build) with parking and amenity space. The height of the proposed dwellings will each be approximately 8.5 metres, with widths of approximately 7 metres and depth of 14.3 metres. The proposed external materials to be used are brick and cladding with grey roof tiles. The proposed dwellings will provide the following accommodation; entrance hall, study, lounge, kitchen/dining area, utility and WC at ground floor, three bedrooms with one having an en-suite, and bathroom. The loft area will contain a bedroom and en-suite. The amenity areas to serve both new dwellings will be 104.9 and 100 square metres respectively.

2.0 SITE DESCRIPTION

The application site is currently occupied by a low rise bungalow which forms a corner site with Bellevue Road and Burntwood Close. This part of Bellevue Road has a mix of architectural styles and is residential in character

3.0 RELEVANT HISTORY

No relevant planning history associated with the application site.

4.0 SUMMARY OF CONSULTATION RESPONSES

Billericay Town Council - The Town Council objects to this planning application for the following reasons:

- Over development of the site
- Excessive height
- Too close to the highway
- Will affect the openness of the corner at the junction with Burntwood Close

Essex Highways Authority – Initially advised that the proposed site plan has enclosed the adopted highway verge within the red line and some proposed landscaping on the eastern site boundary would also encroach on adopted highway which is unacceptable to the Highway Authority. A revised plan was subsequently received to which no objections were then raised by the Highway Authority, subject to conditions.

Basildon Council Environmental Health - No objections.

Essex Place Services Ecology – No objection subject to conditions after a bat survey was submitted.

5.0 SUMMARY OF NEIGHBOUR COMMENTS

Two representations were received which raise objections of overshadowing, loss of light, overlooking, increased disturbance with traffic and noise in a quiet residential area. One of the representations advised they understand that there is a serious housing shortage in the area and so do not object to this application in principle, but in fact support it. They however request that the plans are amended in two important respects before approval is granted, the proposed houses should be in line to keep the development proportionate with its surroundings; and that the further forward the houses are, the greater the compromise to visibility up and down Bellevue, and so risk to road safety, at the T-junction with Burntwood Close, which is busy, the proposed 2.5 storey houses are too tall in the context of the houses around them, and that the height differential with 18 Bellevue of 2.2 metres is excessive and disproportionate to the surroundings, the application will already have a significant negative impact to the open aspect of the area in the immediate vicinity.

One letter of support has also been received.

6.0 POLICY CONTEXT

National Planning Guidance

National Planning Policy Framework (NPPF)

The NPPF was published 12th December 2024 and updated in February 2025. The NPPF is an important material consideration. The following parts of the NPPF are relevant to the consideration of the current proposals:

Paragraph 11 of the National Planning Policy Framework (NPPF), the presumption in favour of sustainable development and paragraph 48 which requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

The NPPF sets out the need to deliver a sufficient supply of homes and provide for economic vitality across its boundaries and seeks the presumption in favour of sustainable development to ensure developments are approved without delay. The 'tilted balance' in favour of development means that planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

The Council cannot demonstrate a five year housing land supply and can only demonstrate approximately 1.88 years when assessed against current objectively assessed housing need, this weighs in favour of approving applications for new housing.

Section 12. Achieving well-designed places

- Paragraph 135(f) states that planning decisions should achieve a high standard of amenity for existing and future occupiers.

The NPPF attaches great importance to the design of the built environment and requires high quality design. Paragraph 139 states that permission should be refused for development that is not well designed.

Planning Practice Guidance

Of particular relevance to the determination of this planning application is:

- Design

Local Planning Policy

The Council adopted the “Basildon District Local Plan Saved Policies” in September 2007. The following saved policies apply to the proposal:

- Saved Policy BAS BE12 (Development Control)

Planning permission for new residential development, and for the alteration and extension of existing dwellings, will be refused if it causes material harm in any of the following ways: -

- (i) harm to the character of the surrounding area, including the street scene.
- (ii) overlooking.
- (iii) noise or disturbance to the occupants of neighbouring dwellings.
- (iv) overshadowing or over-dominance; and
- (v) Traffic danger or congestion.

Supplementary Planning Guidance

- Essex Design Guide
- Essex Planning Officer Association (EPOA) Parking Standards Design & Good Practice (2024)

7.0 ASSESSMENT

7.1 Planning Considerations

The application site is identified as being in an area of no notation on the Proposals Map retained as part of the Saved Basildon District Local Plan policies, where no specific proposals or area-based policies apply.

The development should be assessed in accordance with the NPPF and Policy BAS BE12 of the Local Plan Saved Policies. This policy seeks to ensure that the scheme is compatible with its surroundings and whether the development would have an adverse impact upon neighbouring residents and highway safety.

7.2 Impact upon character and appearance of the host dwelling and surrounding area

The existing single storey dwelling will be replaced with two detached dwellinghouses with rooms in the roof space and associated car parking. Each dwelling would have a depth of 14.3 metres at its deepest point and width of 7 metres. The ridge height of the dwellings will be approximately 8.5 metres. The proposed dwellings will be of a two storey scale with roofs spanning front to rear incorporating rooms within the loft space. A two storey front gable projection is proposed to both dwellings which has a height of approximately 7 metres which will appear visually subservient to the main ridge height and provide articulation to both properties. The upper part of this projection will be constructed of cream cladding. Two roof lights are proposed to both front roof slopes with three to the rear roof slopes of the proposed dwellings. The main front entrances to the dwellings will be located to the side elevations. To the rear of the dwellings, a proposed single storey element has been incorporated into the design. These elements will have a depth of approximately 3 metres with a width of 7 metres and have a lean-to roof with a ridge height of approximately 3.5 metres. The proposed rear and side elevations of the dwellings will be constructed of brick. The proposed dwellings will be set back from Bellevue Road by approximately 6.9 and 6 metres respectively. Plot 16B will be set back from Burntwood Close by approximately 1.1 metres. Both of the proposed dwellings are intended to be sited on broadly the same footprint as the existing dwelling to be demolished. There will be approximately 1.6 metres between both of the proposed dwellings.

It is not considered that the proposed two dwellings will significantly erode the visual appearance of the street scene. There is an existing mix of scales and architectural designs of dwellings within the immediate locality, with varying materials and gaps between properties. As such it is not considered that the dwellings will appear cramped or over-dominant within the street scene.

With regards to the objections raised by Billericay Town Council, whilst the proposed dwellings will occupy a prominent corner location, due to their proposed design and scale which will be similar to existing properties within this location, it is not considered that the proposed development will result in an over-development of the site or adversely affect the openness of this corner site. The proposed dwellings are to be set back from the highway.

As such the proposed development is considered to comply with Saved Policy BAS BE12 (i) of the Local Plan and paragraphs 135 b and c of Section 12 of the NPPF which seeks to ensure that development complements local character.

7.3 Impact upon the private amenity of neighbouring properties

Neighbouring residents have been notified, and 2 representations have been received objecting to the proposal, along with 1 letter of support.

It has already been established above that the proposed development would not result in harm to the character and appearance of this area.

Plot 16A will be approximately 2.3 metres from the existing dwelling at No. 18 Bellevue Road, exclusive of this property's garage that extends to the site boundary. The two storey part of Plot 16A and Plot 16B will be approximately 13.1 and 13.2 metres distance to No. 1 Burntwood Close to the rear of the site. There will be windows to the side elevations of the proposed dwellings. Whilst these are mainly bathroom and

ensuites at first and second floor, there are proposed bedroom windows, although these are secondary in nature. Bedroom 3 at first floor has two windows, one to the front elevation and one to the side. The secondary window to the side elevation will be conditioned to be fitted with obscure glass and restricted opening. There is also a proposed side window serving bedroom 4. This bedroom window will also be conditioned to be fitted with obscure glass with restricted opening given that there are proposed roof lights also serving this bedroom to provide the principle of a source of light, outlook and ventilation. (Condition 4).

Basildon Council's Environmental Health Service raises no objections to the proposed development subject to informatives including one relating to hours of construction. With regards to highway safety issues, this is discussed at paragraph 7.4.

As such, the proposed development as submitted would not result in material harm to the residential amenities of the adjacent properties and is compliant with Saved Policy BAS BE12 (ii) and (iv) and paragraph 135 (f) of the NPPF 2024.

7.4 Impact on Highway safety

The submitted proposed site plan had enclosed the adopted highway verge within the red line together with some proposed landscaping on the eastern site boundary which would also have encroached on adopted highway which is unacceptable to the Highway Authority. A revised plan was subsequently received to which no objections were raised by the Highway Authority. A new vehicular crossover would be constructed to serve plot 16A and the existing vehicular crossover would be widened to serve plot 16B. Sufficient space would be available within the curtilage to provide vehicle parking in accordance with the current parking standards and the proposal as submitted is not considered to be detrimental to highway safety, capacity or efficiency. Therefore from a highway and transportation perspective the impact of the proposal is acceptable to the Highway Authority subject to conditions which relate to vehicular access, parking spaces, travel packs, no unbound material to be used and for areas within the curtilage of the site for the purpose of reception and storage of building materials shall be provided clear of the highway. (Conditions 10-14).

Therefore, the proposed development is not considered to be detrimental to highway safety, capacity and efficiency, and as such it is compliant with Highway Authority's Development Management Policies, adopted as County Council Supplementary Guidance in February 2011. The development would also comply with Paragraph 116 of the NPPF in this regard.

7.5 Standard of Accommodation

The dwellings have been designed to meet the minimum space requirements set out in DCLG Technical Housing Standard Nationally Described Space Standards for a 4 bed - 8 persons dwelling of approximately 184.7 square metres. The rear garden sizes will be approximately 100 and 104.9 square metres to serve the proposed dwellings, in accordance with Essex Design Guide standards.

7.6 Ecological Impact

Biodiversity Net Gain (BNG) is an approach to development, land and marine management that leaves biodiversity in a measurably better state than before the development took place (Natural England). BNG is additional to existing habitats and species protections. Intended to reinforce the mitigation hierarchy, BNG aims to create new habitats as well as enhancing existing habitats, ensuring the ecological

connectivity they provide for wildlife is retained and improved (Natural England). As of 2nd April 2024, all minor development, as defined under Article 2 Town and Country Planning (Development Management Procedure) (England) Order 2015, are required to deliver a mandatory 10% measurable biodiversity net gain, unless exempt under paragraph 17 of Schedule 7A of the Town and Country Planning Act 1990 and the Biodiversity Gain Requirements (Exemptions) Regulations 2024. Biodiversity net gains is a statutory requirement set out under Schedule 7A (Biodiversity Gain in England) of the Town and Country Planning Act 1990.

This application is exempt, as the proposal is for two self-build dwellings. A condition is considered necessary to be imposed by the Council to ensure that the development is constructed as self-build dwellings.

Essex Place Services (Ecology) stated that based on the suitability of the habitats on site and the surrounding area for protected and Priority species, they are satisfied that there is sufficient ecological information available to support determination of this application. This provides certainty for the LPA of the likely impacts on designated sites, protected and Priority species and habitats and, with appropriate mitigation measures secured, the development can be made acceptable.

As the Bat Survey Report (Essex Mammal Surveys, April 2025) does not include mitigation measures, it is recommended by Place Services Ecology that a precautionary method statement for mobile species is secured by a condition of any consent and implemented in full. This is necessary to conserve and enhance protected, Priority and threatened species including nesting birds, reptiles and hedgehog during construction.

Place Services Ecology support the proposed reasonable biodiversity enhancements contained within the Bat Survey Report (Essex Mammal Surveys, April 2025) for protected, Priority and threatened species, comprising nesting birds, hedgehog and solitary bees which have been recommended to secure net gains for biodiversity, as outlined under Paragraph 187d and 193d of the National Planning Policy Framework (December 2024). In addition, Integrated Swift bricks for all new residential developments were adopted as a Policy requirement by the Council and therefore should be incorporated into the biodiversity enhancements proposal. Details of the inclusion of Swift bricks should be submitted to the LPA for review. The details submitted should comply with the following:

A minimum of three swift bricks for each new dwelling;

The bricks should be placed either in a north or easternly direction; and

The bricks should be 5m in height, with a 4m swoop zone clear of obstructions.

The above biodiversity enhancement measures should be outlined within a separate Biodiversity Enhancement Strategy and should be secured by a condition of any consent. This will enable the LPA to demonstrate its compliance with its statutory duties including its biodiversity duty under s40 NERC Act 2006 (as amended). Impacts will be minimised such that the proposal is acceptable, subject to Conditions 6 to 9.

7.7 Essex Coast Recreational Disturbance Avoidance and Mitigation Strategy (RAMS)

Basildon Borough Council is one of twelve partner local planning authorities working together in partnership with Natural England to mitigate habitat disturbance from recreational activities through a series of mitigation measures, which are to be funded by developer contributions from residential development schemes.

The RAMS Supplementary Planning Document - May 2020 (SPD) sets out guidance that will apply when determining planning applications for new housing development, which includes a financial contribution of £169.45 per dwelling (for the financial year 2025/26). The RAMS payment applies to all residential development within a catchment area known as the Zone of Influence (Zol) as set out in the SPD.

The application site is not within the Zone of Influence (Zol).

7.8 Planning balance – presumption in favour of sustainable development

The proposed development must be assessed against relevant planning policy and with regard to any other material planning considerations. In determining this application regard must be had to section 38(6) of the Planning and Compulsory Purchase Act 2004, Section 70(2) of the Town and Country Planning Act 1990 (TCPA 1990) and paragraph 11 of the National Planning Policy Framework (NPPF), the presumption in favour of sustainable development and paragraph 48 which requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The relevant parts of the adopted Development Plan are the Basildon's District Local Plan Saved Policies (2007), and the Local Plan Proposals Map (1998).

The NPPF sets out the need to deliver a sufficient supply of homes and provide for economic vitality across its boundaries and seeks the presumption in favour of sustainable development to ensure developments are approved without delay. The 'tilted balance' in favour of development means that planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

It is acknowledged that the Council does not currently have a deliverable 5-year housing land supply. The proposal would create one additional residential property which would result in a limited contribution to the overall housing land supply, which nevertheless carries moderate beneficial weight.

In this case, for the reasons identified above, it is considered that the proposed development would comply with Saved Policy BAS BE12 of the Basildon District Local Plan and the policies in the NPPF taken as a whole.

8.0 RECOMMENDATION - Grant planning permission subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. The development hereby permitted shall be carried out only in accordance with the approved drawing(s) 1944-PL-004, 1944-PL-002, 1944-PL-003, 1944-PL-001 Rev A.

3. The external surfaces of the development hereby approved shall be constructed of materials and finish as detailed within the application, unless otherwise agreed in writing by the Local Planning Authority.
4. The windows to the first and second floor of the side elevations shall be obscurely glazed to a minimum privacy level 3 and should not be capable of opening to an angle of more than 20 degrees. These qualities should thereafter be permanently maintained.
5. No development above ground level shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of soft 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.
6. No development shall take place (including any demolition, ground works, site clearance) until a Precautionary Method Statement for protected and Priority mobile species (hedgehog, nesting birds and reptiles) has been submitted to and approved in writing by the Local Planning Authority. The content of the method statement shall include the following:
 - a) purpose and objectives for the proposed works;
 - b) detailed design(s) and/or working method(s) necessary to achieve stated objectives (including, where relevant, type and source of materials to be used);
 - c) extent and location of proposed works shown on appropriate scale maps and plans;
 - d) timetable for implementation, demonstrating that works are aligned with the proposed phasing of construction;
 - e) persons responsible for implementing the works;
 - f) initial aftercare and long-term maintenance (where relevant);
 - g) disposal of any wastes arising from works.

The works shall be carried out strictly in accordance with the approved details.

7. Prior to any works above slab level, a Biodiversity Enhancement Strategy for protected, Priority and threatened species, prepared by a suitably qualified ecologist in line with the recommendations of the Bat Survey Report (Essex Mammal Surveys, April 2025) and the local policy requirement to include Swift bricks shall be submitted to and approved in writing by the Local Planning Authority.

The content of the Biodiversity Enhancement Strategy shall include the following:

- a) Purpose and conservation objectives for the proposed enhancement measures;
- b) detailed designs or product descriptions to achieve stated objectives;
- c) locations of proposed enhancement measures by appropriate maps and plans (where relevant);

- d) persons responsible for implementing the enhancement measures; and
- e) details of initial aftercare and long-term maintenance (where relevant).

The works shall be implemented in accordance with the approved details shall be retained in that manner thereafter.

8. The dwellings hereby permitted shall be constructed as self-build dwellings within the definition of a self-build and custom build housing in the Self-build and Custom Housebuilding Act 2015 (as amended).

The first occupation of each dwelling hereby permitted shall be by a person or persons who had a primary input into the design and layout of the dwelling and who will live in the dwelling for at least 3 years.

Prior to the first occupation of each dwelling the Council shall be notified of the person(s) who will take up first occupation of the relevant dwelling.

9. Prior to the occupation of the proposed development, details of a minimum of three integrated Swift bricks for each dwelling shall be first submitted to and approved in writing by the Local Planning Authority. The boxes should be placed either in a north or easternly elevation and the bricks should be 5m in height, with a 4m swoop zone clear of obstructions. The development shall be implemented in accordance with the approved details prior to occupation and shall be retained in that manner thereafter.

10. Prior to occupation of the development the vehicular access to plot 16A shall be constructed at right angles to the existing carriageway. In addition, the existing vehicular access to plot 16B shall be widened. The width of each access at its junction with the highway shall not be more than 6 metres and shall be provided with an appropriate dropped kerb vehicular crossing of the footway and highway verge as shown in principle on planning application drawing number 1944-PL-001 rev A.

11. An area within the curtilage of the site for the purpose of reception and storage of building materials shall be provided clear of the highway.

12. Prior to occupation of the development, two on-site parking spaces shall be provided for each dwelling. Each parking space shall have minimum dimensions in accordance with the current parking standards.

13. No unbound material shall be used in the surface treatment of the vehicular accesses within 6 metres of the highway boundary.

14. Prior to first occupation of the proposed development, the Developer shall be responsible for the provision, implementation and distribution of a Residential Travel

Information Pack for sustainable transport, approved by Essex County Council, to include six one day travel vouchers for use with the relevant local public transport operator. These packs (including tickets) shall be provided by the Developer to each dwelling free of charge.

15. No development above ground level shall take place until a scheme showing those areas to be hard landscaped (including boundary fencing) and the details of that hard landscaping have been submitted to and approved in writing by the Local Planning Authority. The scheme as approved shall be carried out prior to the occupation of the development and thereafter permanently retained.

Reasons:

1. In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
2. For the avoidance of doubt and in the interest of proper planning.
3. To ensure the external appearance of the development is appropriate to the locality in accordance with the requirements of Policy BAS BE12 of the Basildon District Local Plan Saved Policies.
4. To avoid overlooking of adjoining properties and in accordance with Saved Policy BAS BE12 of the Basildon District Local Plan
5. To safeguard and improve the appearance of the area in accordance with Saved Policy BAS BE12 of the Basildon District Local Plan and Section 197 of the Town and Country Planning Act 1990 (as amended).
6. To enhance protected, Priority and threatened species and allow the LPA to discharge its duties under the NPPF 2024 and s40 of the NERC Act 2006 (as amended).

7. To enhance protected, Priority and threatened species and allow the LPA to discharge its duties under the NPPF 2024 and s40 of the NERC Act 2006 (as amended).
8. The development permitted was exempt from mandatory biodiversity net gain, in line with Biodiversity Gain Requirements (Exemptions) Regulations 2024. This condition is required to ensure the development is a self-build in accordance with the definition. If the development was not self-build mandatory biodiversity net gain would be required.
9. In order to preserve and enhance the Borough's natural environment.
10. To ensure that vehicles can enter and leave the highway in a controlled manner in the interest of highway safety in accordance with policy DM1 of the Development Management Policies as adopted as County Council Supplementary Guidance.
11. To ensure that appropriate storage facilities are available to ensure that the highway is not obstructed during the construction period in the interest of highway safety in accordance with policy DM1 of the Development Management Policies as adopted as County Council Supplementary Guidance.
12. To ensure adequate space for parking off the highway is provided in the interest of highway safety in accordance with Policy DM8 of the Development Management Policies as adopted as County Council Supplementary Guidance.
13. To avoid displacement of loose material onto the highway in the interests of highway safety in accordance with policy DM1 of the Development Management Policies as adopted as County Council Supplementary Guidance.
14. In the interests of reducing the need to travel by car and promoting sustainable development and transport in accordance with policies DM9 and DM10 of the Highway Authority's Development Management Policies, adopted as County Council Supplementary Guidance.
15. To safeguard and improve the appearance of the area in accordance with Saved Policy BAS BE12 of the Basildon District Local Plan.

Informatives:

1. The above is required to ensure the proposal complies with the Highway Authority's Development Management Policies, adopted as County Council Supplementary Guidance and NPPF 2024. Appropriate measures shall be provided to ensure no mud/debris is deposited on the highway throughout the construction works. All highway related details shall be agreed with the Highway Authority. All works affecting the highway to be carried out by prior arrangement with, and to the requirements and satisfaction of, the Highway Authority and application for the necessary works should be addressed for the attention of the Development Management Team at SMO3, Essex Highways, Unit 36, Childerditch Industrial Park, Childerditch Hall Drive, Brentwood CM13 3HD or emailed to development.management@essexhighways.org

2. Due to the age of the premises proposed for demolition it is likely that 'asbestos containing materials', (ACM), will be contained within the structure. Asbestos is considered a hazardous substance and therefore, works involving ACM are tightly regulated. In view of this the developer is advised, prior to any demolition works commencing, to commission an asbestos survey that quantifies the types and amounts of ACM present and to fully implement recommendations relating to the removal of such.

It is recommended that careful consideration be given to the safe removal of ACM to prevent contamination of land, both on site and the wider environment, which could otherwise result from the release of microscopic asbestos fibres.

Further information about handling and disposal of ACM is available on line from the Health and Safety Executive (HSE) and the Environment Agency.

3. Demolition and construction work and associated activities 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 other than internal works not audible outside the site boundary without the prior written permission of the Local Planning Authority.
4. Dust suppression methods shall be employed during demolition and construction so as to minimize likelihood of nuisance being caused to neighbouring properties.
5. No materials produced as a result of the site development or clearance shall be burned on site.

Documents:

All background documents including application forms and drawings relating to this application can be viewed online: www.basildon.gov.uk/eplanning