



**REPORT of
DIRECTOR OF PLACE, PLANNING AND GROWTH**

to
**NORTH WESTERN AREA PLANNING COMMITTEE
9 SEPTEMBER 2026**

Application Number	26/00157/FUL
Location	Caravan At Toad Hall, Station Road, Cold Norton
Proposal	Subdivision of land into two plots; northern plot for re-siting of caravan (Class C1 use) and the creation of a new vehicular access onto Station Road, southern plot for erection of a new dwelling (Class C3 use) with associated parking and landscaping.
Applicant	Miss Rebekah Prince
Agent	Mr Alan Green - A9 Architecture
Target Decision Date	16.09.2027
Case Officer	Charlie Mumford
Parish	Cold Norton
Reason for Referral to the Committee / Council	Departure from the Local Plan

1. RECOMMENDATION

APPROVE subject to the conditions (as detailed in Section 8 of this report).

2. SITE MAP

Please see below.



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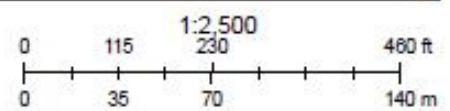
DC Case Points

● F

■ GMS BLPUs

--- Ward Polygon

□ OS Grid Tiles 1km



Uniform

3. SUMMARY

3.1 Proposal / brief overview, including any relevant background information

- 3.1.1 The application site is an area of 2828 sqm, located on the eastern side of Station Road, approximately 86 metres from the settlement boundary of Cold Norton which lies due west.
- 3.1.2 The site comprises of a large expanse of land. On the southern end of the land (within the blue outline of the submitted plans) lies the residential dwelling of Toad Hall; a white weatherboarded, detached chalet bungalow accessed by a gated entrance. The portion of the land to the north of the dwelling (within the red outline of the submitted plans) would form the land subject of this application and currently houses a caravan and a number of outbuildings accessed by a further gated entrance. The wider site is screened by a variety of hedges and trees, and a dwarf wall links the two accesses with further hedging.
- 3.1.3 Station Road is a single-track road with a number of houses, all varying in design and size, but all detached with moderate parcels of land attributed to them. Further to the north and east of the site and Station Road is a mixture of open countryside and woodland.
- 3.1.4 Planning permission is sought for the subdivision of land outlined in red on the submitted plans, into two plots; the northern plot for re-siting of the caravan (Class C1 use) and the creation of a new vehicular access onto Station Road, southern plot for erection of a new dwelling (Class C3 use) with associated parking and landscaping. The proposed new dwelling would be a two-storey detached house. The land surrounding Toad Hall would remain unchanged and is not a part of the application as delineated in the accompanying plans.
- 3.1.5 The proposed new dwelling has been submitted as a self-build development and therefore is exempt from Biodiversity Net Gain (BNG).
- 3.1.6 The existing caravan and land attributed to it, is currently in use as an Air BnB (Bed and Breakfast) as of permissions approved under application 24/00540/FUL approved 3 October 2024.
- 3.1.7 The proposed dwelling would measure 12 metres in width and 13.2 metres in depth. The eaves height would measure 5.2 metres, and the ridge height would measure 8.1 metres at its highest point. The dwelling has a dual-pitched roof with two gable ends to both the principal elevation and rear elevation. There would be a balcony to the first-floor rear elevation from the master bedroom combined with floor to ceiling glazed windows. The house would be of a Mock Tudor style, particularly to the front and materials would be Sandtoft interlocking clay roof tiles, multicolour red facing brickwork, champagne colour render, anthracite Mock Tudor boards, anthracite uPVC windows and doors, permeable block paving and close board boundary fencing panels.
- 3.1.8 The site would sit back from the highway by 13.6 metres and hardstanding is proposed to the front that would allow for the parking of six vehicles in total. A further access would be created for the proposed dwelling.
- 3.1.9 The caravan would be moved to the northern part of the site and would not change in dimensions but would continue its use as C1. The relocation would include the construction of another access and two parking spaces with hardstanding.

3.2 Conclusion

- 3.2.1 Having taken all material planning consideration into account, it is considered that the proposed detached single-storey, three-bedroom dwelling with associated parking, by reason of its location, design, size and materials would not harm the appearance or character of the locality and due to its relationship with the adjoining properties, would not result in any undue harm by way of overlooking or loss of amenity. In addition, the proposed development does not detrimentally impact on the provision of car parking provision, there are no concerns with regards to ecology or BNG and there are no concerns with regards to highway impacts.
- 3.2.2 Furthermore, the re-siting of the caravan and subsequent change of use of the northern plot from C3 residential use to C1 (Air BnB) would not harm the appearance or character of the locality and due to its relationship with the adjoining properties, would not result in any undue harm by way of overlooking or loss of amenity. In addition, the proposed development does not detrimentally impact on the provision of car parking provision, there are no concerns with regards to ecology or BNG and there are no concerns with regards to highway impacts.
- 3.2.3 It is therefore considered that the proposed development is in accordance with the relevant policies contained within the LDP.

4. MAIN RELEVANT POLICIES

Members' attention is drawn to the list of background papers attached to the agenda.

4.1 National Planning Policy Framework (2026) including chapters and policies:

- Chapter 3 Decision-making policies
 - DM3 Determining development proposals
 - DM6 Use of planning conditions and obligations
- Chapter 4 Achieving Sustainable Development
 - S3 Presumption in favour of sustainable development
 - S5 Principle of development outside settlements
 - S6 Neighbourhood plans and the presumption
- Chapter 7 Building a strong, effective economy
 - E4 Rural Business Development
- Chapter 12 Making effective use of land
 - L2 Making effective use of land
- Chapter 14 Achieving well-designed places
 - DP3 Key principles for well-designed places
- Chapter 15 Promoting sustainable transport
 - TR3 Locating development in sustainable locations
 - TR4 Street design, access and parking
- Chapter 17 Pollution, public protection and security
 - P2 Ground conditions
 - P3 Living Conditions and pollution

- Chapter 19 Conserving and enhancing the natural environment
 - N2 Improving the natural environment

4.2 Maldon District Local Development Plan 2014 – 2029 approved by the Secretary of State:

- S1 Sustainable Development
- S8 Settlement Boundaries and the Countryside
- D1 Design Quality and Built Environment
- H2 Housing Mix
- H4 Effective Use of Land
- N2 Natural Environment, Geodiversity and Biodiversity
- T1 Sustainable Transport
- T2 Accessibility
- I1 Infrastructure and Services

4.3 Relevant Planning Guidance / Documents:

- National Planning Policy Framework (NPPF)
- Maldon District Design Guide Supplementary Planning Document (SPD) (MDDG)
- Maldon District Vehicle Parking Standards SPD
- Planning Practice Guidance (PPG)
- Essex Coast Recreation Disturbance Avoidance and Mitigation Strategy SPD (adopted August 2020) (RAMS)

5. MAIN CONSIDERATIONS

5.1 Principle of Development

- 5.1.1 The Council is required to determine planning applications in accordance with its approved Local Development Plan (LDP) unless material considerations indicate otherwise (Section 38 (6) of the Planning and Compulsory Purchase Act 2004 (PCPA 2004) and Section 70 (2) of the Town and Country Planning Act 1990 (TCPA 1990)).
- 5.1.2 Policies S1 and S8 of the LDP seek to direct new residential developments within established settlements and preserve the appearance and character of the countryside. Outside of the defined settlement boundaries, the Garden Suburbs and the Strategic Allocations, planning permission for development will only be granted, on balance with other material considerations, where the intrinsic character of the countryside is not adversely impacted upon.

Five-Year Housing Land Supply (5YHLS)

- 5.1.3 On 17 August 2026 the Government published an amended version of the National Planning Policy Framework. Annex A, paragraph 1 of that framework covers any transition arrangements for the new version and states:

“The policies in this Framework are material considerations which should be taken into account in dealing with applications from the day of its publication.”

5.1.4 Annex D, paragraph 8 of the Framework states that, *“Local planning authorities should identify and update annually a supply of specific deliverable sites. This should be sufficient to provide a minimum of five years’ worth of housing, assessed against their housing requirement in the development plan, or against their local housing need (calculated using the standard method) where the development plan housing requirement is more than five years old.”*

5.1.5 Paragraph 9 of Annex D states that, *“The supply of specific deliverable sites should include a buffer (moved forward from later in the plan period) of:*

- a. 5% to ensure choice and competition in the market for land; or*
- b. 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply; or*
- c. For the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a version of the Framework published prior to December 2024, and whose annual average housing requirement is 80% or less of the most up-to-date local housing need figure calculated using the standard method set out above.”*

5.1.6 Maldon District Council (MDC) had prepared and published a 5-Year Housing Land Availability Report on 28 May 2024 which set out the District had a 6.35 year supply of housing. The amended version of the NPPF makes it clear that the changes within it first took effect on 12 December 2024 with no transitional period. This means that the Council must have regard to its content from that date alongside the revised National Standard Method for calculating the district’s Housing Target set out in National Planning Policy Guidance. This alters the yearly housing target for the district from 276 to 569 homes per year. The Council must also put a 5% buffer to the 5YHLS. The overall effect of these changes means that the 5-year supply for Maldon District now stands at 3.97 years as of 6 July 2026 following an appeal decision.

5.1.7 For developments located outside of the settlement boundary, Policy S5 of the NPPF applies and states that, *“Only certain forms of development should be approved outside of settlements, as set out...These should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects when assessed against the national decision-making policies in this Framework...”*

5.1.8 An assessment of the development and policy S5 of the NPPF demonstrates points (b) and (j) as relevant.

- “b. Development for rural businesses and services, including tourism, where a location outside settlements is shown to be necessary;”* (relates to the re-siting of the existing Air BnB caravan)
- “j. Development which would address an evidenced unmet need (including, but not limited to, development proposals involving the provision of housing where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites or scores below 75% in the most recent Housing Delivery Test²⁷), and where the development would:*
 - i). Be physically well-related to an existing settlement (unless the nature of the development would make this inappropriate) and be of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure;”*

- 5.1.9 In summary, if the proposed development lies outside of the settlement boundary, and the Council cannot demonstrate a 5YHLS, the presumption in favour of sustainable development as per policy S3 and S5 of the NPPF demonstrates that proposals should be approved unless the benefits of doing so would be substantially outweighed by adverse effects.

Locational Sustainability

- 5.1.10 The proposed single dwelling is to be sited outside of the settlement boundary of Cold Norton, approximately 86 metres to the east of the settlement. The Maldon District Rural Facilities Survey and Settlement Pattern (2023) considers Cold Norton a Medium Village with the following services and connections: school, shop, petrol station, nursery, shoppers bus service, 15 mins from a town, village hall, outdoor sports, 15 mins from a railway station and allotments. Although these details were established in 2023, they are still current for services within the settlement and provide some employment opportunities. There are also a variety of daily buses to various larger settlements and towns in and out of the district enabling further access to employment opportunities and services outside of the settlement.
- 5.1.11 Furthermore, the government's connectivity tool, demonstrates that although the location scores 25 out of 100 in terms of connectivity, this is largely consistent across the entirety of Cold Norton. As per the government guidance on interpreting connectivity scoring, scores should be taken in context of the transport mode, the destination and the rural-urban classification of the location. A rural village like Cold Norton in terms of walking, interprets 25 as between the median and 60th percentile in its score and interprets public transport as around the 40th percentile for scoring. Given the bus stops nearby and the facilities available within Cold Norton, the connectivity tool demonstrates Cold Norton and the location of the application site as sustainable.
- 5.1.12 To add clarity and context to the above, Station Road is an established residential road and filters out onto Latchingdon Road, where a narrow pavement leads to the centre of Cold Norton. It is a seven minute walk to the nearest bus stop, a nine-minute walk to Cold Norton Primary School, a nine minute walk to the nearest shop and a 12-minute walk to the village hall. Provision of these services, and within a short walking distance, evidence the locational sustainability of Cold Norton and the application site. Furthermore, provision for C1 use (Air BnB) on this site was approved under application 24/00540/FUL in 2024, which would in practice, require access to similar local facilities. Therefore, having regard to the above and the recent acceptability of development within the area, the principle of providing one new residential dwelling in this locale is considered acceptable.

Sustainable Development

- 5.1.13 Given the implementation of the new NPPF on 17 August 2026, the presumption in favour of sustainable development in terms of S5 (development outside settlements) and that the Council can no longer demonstrate a 5YHLS, Policy S5, point J (i) is engaged as is point b of S5, with regard to the movement and retention of the caravan.
- 5.1.14 It is necessary to assess whether the proposed development is 'sustainable development' as defined in the Framework. If the site is considered sustainable then the NPPF's 'presumption in favour of sustainable development' applies. There are three dimensions to sustainable development as defined in the Framework. These

are the economic, social and environmental roles. A detailed assessment of the scheme against the three roles is set out within section 5.9.

Housing Mix

- 5.1.15 The proposal would provide one, new three-bedroom dwelling. Policy H2 (Housing Mix) requires the dwelling mix for new residential developments to be provided in accordance with the latest housing needs and demands for the District. The pre-amble to policy H2 identifies that there is a good existing supply of larger (3+ bedroom) dwellings with a need for a higher proportion of smaller units (one- or two-bedroom) in the District. The more up to date housing mix requirement is set out in the Maldon District Local Housing Needs Assessment (LHNA), published in September 2025. This, like the pre-amble to policy H2, identifies the need for one-, two- and three- bedroom units. In more detail, the need is for two- and three-bedroom market units. Therefore, this would be in keeping with the LHNA.
- 5.1.16 Regarding the relocation of the caravan and change of use of the northern plot to Class C1 use (Air BnB) from Class C3 (residential), given the existing caravan use was established in 2024, the principle of the relocation approximately 30 metres north and the change of use, is already established within this locale and therefore considered acceptable. This is further established by Policy E5 of the LDP whereby the Council supports local tourism where it can be demonstrated that there are good connections and no adverse impact on the natural and historic environment, of which there are none. Furthermore, policy S5 of the NPPF allows for the development of rural businesses and services outside of settlements.

Conclusion

- 5.1.17 Given the above, the principle for this development (new dwelling and relocation of caravan) would be considered established and acceptable.

5.2 Design and Impact on the Character of the Area

- 5.2.1 The planning system promotes high quality development through good inclusive design and layout, and the creation of safe, sustainable, liveable and mixed communities. Good design should be indivisible from good planning. Recognised principles of good design seek to create a high-quality built environment for all types of development.
- 5.2.2 It should be noted that good design is fundamental to high quality new development as is the effective use of land and its importance is reflected in the NPPF, policy D1 and H4 of the approved LDP and the MDDG.
- 5.2.3 The proposed, detached, two-storey, three-bedroom dwelling would be vaguely in keeping with the overall character of the area, given that Station Road has no distinct or set design in terms of housing style or features. However, its size and massing would reflect that of its neighbours and the detached design within a large plot of land with a gated entrance and hardstanding to the front would also be similar to the other dwellings in the location and would therefore be considered acceptable.
- 5.2.4 The choice of a mock Tudor façade is not prevalent in the area; however, it provides some character to what would otherwise be a plain principal elevation. Furthermore, the proposed glazing above the front entrance would fit seamlessly with the faux timbers. Overall, the design has a semi-rural character in keeping with the semi-rural nature of Cold Norton.

- 5.2.5 The re-siting of the caravan would be of no further harm to the character of the area than that of which it is currently as no external changes are expected to the caravan. The proposed hardstanding would have no detrimental impact to the character of the area as the existing land is residential amenity space associated with Toad Hall and the proposed access would be in keeping with the other accesses at Toad Hall.
- 5.2.6 On the basis of the above, the development, by reasons of its scale, design, position and appearance, would not result in demonstrable harm to the character and appearance of the existing site and the locality. The proposal accords with policies D1 and H4 of the LDP and the MDDG.

5.3 Impact on Residential Amenity

- 5.3.1 The basis of policy D1 of the approved LDP seeks to ensure that development will protect the amenity of its surrounding areas taking into account privacy, overlooking, outlook, noise, smell, light, visual impact, pollution, daylight and sunlight. Policy H4 points out that a poorly designed scheme can have a significantly detrimental impact to the original character and the street scene in terms of extensions and alterations within the street scene and seeks schemes to complement and even enhance an existing property and its surrounding, including in that, the property's neighbours. This is supported by section C17 of the MDDG.
- 5.3.2 The application site is bordered by Toad Hall to the south and further to that is the neighbouring property of Oakwood Manor. To the west lies the residential dwelling St Andrews, intersected by Station Road. To the north is agricultural land and to the east is the residential property of Almond Bank intersected by Junction Road.
- 5.3.3 In terms of the proposed new dwelling, given its siting to the middle of the application site and its distance from the neighbours due to its positioning further north from the dwellings, there would be no harm to either neighbouring properties in terms of overlooking or loss of privacy. Likewise, there would be no harm in terms of overbearing or visual impact from the dwelling as the area is quite open with moderate to large areas of land between each dwelling which has been replicated with this application.
- 5.3.4 In terms of the re-siting of the caravan, it is a single storey and would be moved further northwards, further away from the neighbouring properties to the east and west and therefore would have no detrimental impact on neighbouring properties.
- 5.3.5 One objection has been received concerning the proposed development however that has not been in regard to residential amenity impact specifically.
- 5.3.6 In consideration of the above, it is considered that the development would not represent an unneighbourly form of development or give arise to overlooking or overshadowing, in accordance with the stipulations of Policy D1 of the LDP.

5.4 Access, Parking and Highway Safety

- 5.4.1 Policy T2 aims to create and maintain an accessible environment, requiring development proposals, inter alia, to provide sufficient parking facilities having regard to the Council's adopted parking standards. Similarly, policy D1 of the approved LDP seeks to include safe and secure vehicle and cycle parking having regard to the Council's adopted parking standards and maximise connectivity within the development and to the surrounding areas including the provision of high quality and safe pedestrian, cycle and, where appropriate, horse-riding routes.

Access

- 5.4.2 The application proposes two new points of access; one to the new dwelling site and one to the site for the caravan. These will be accessed by the existing Station Road. The local highway authority (Essex County Council (ECC) Highways) has been consulted and have no objections in terms of access as they state that the proposal will not alter the existing access arrangements to the local highway network.

Parking

- 5.4.3 The application proposes six car parking spaces with the proposed new dwelling and two car parking spaces for the caravan/Air BnB. The Maldon District Parking standards require two spaces for a three-bedroom dwelling and therefore, the allocated spaces as delineated on the plans are more than sufficient to accommodate the new dwelling.
- 5.4.4 In terms of the parking for the caravan, there is adequate provision and turning space, and as per the previous approved application for this caravan, there are therefore no concerns given the scale of development (one, three-bed dwelling).

Highway Safety

- 5.4.5 The proposal is for a three-bedroom dwelling for residential purposes and there are already dwellinghouses in existence within the locale. Therefore, there would not be a significant increase in vehicular movements to and from the site, nor would it result in a material change in the character of the traffic in the vicinity of the site. In addition, the relocation of the caravan would not change the number of vehicle movements down Station Road from that which is existing. The cumulative impact would be minimal given the scale of the development. Furthermore, the local highway authority (ECC Highways) has raised no objections to the proposal.

5.5 Private Amenity Space and Landscaping

- 5.5.1 Policy D1 of the approved LDP requires all development to provide sufficient and usable private and public amenity spaces, green infrastructure and public open spaces. In addition, the adopted MDDG advises a suitable garden size for each type of dwelling, namely 100sqm of private amenity space for houses with three or more bedrooms.
- 5.5.2 The submitted plans do not delineate a specific area for private amenity or landscaping details; however, these can be conditioned and the space around the proposed new dwelling would be more than the required 100sqm required. Therefore, there are no concerns in regard to this, subject to the appropriate conditions.
- 5.5.3 In regard to the caravan and its re-siting, as above, the plans do not delineate a specific area for private amenity or landscaping details; however these can be conditioned. The space around the caravan is however suitable in size for the two-bedroomed caravan.

5.6 Impact on Ecology and Biodiversity

Ecology

- 5.6.1 Following consultation with Place Services Ecology, the Ecology Officer holds no objection to the proposal, subject to conditions. Assessment of the submitted

'Preliminary Ecological Appraisal' (PEA) notes that mitigation measures for terrestrial mammals and protected species identified in the PEA should be secured by condition. It is also noted that the site has suitable bordering vegetation for use by foraging and commuting bats. Therefore, regarding any external lighting, it is recommended that it follows the Guidance Note 8 Bats and artificial lighting (The Institute of Lighting Professionals, 2023) and be secured by condition. Furthermore, should there be a requirement to remove any trees or scrub on site, it is recommended that mitigation measures for nesting birds include removal of vegetation outside of nesting bird season (March – August). If this is not possible, then the vegetation removal should only be completed after a nesting bird check by an ecologist within 48 hours of the vegetation clearance, which should be secured by an informative.

- 5.6.2 Furthermore, the officer also supports the proposed reasonable biodiversity enhancements for protected, priority and threatened species, which have been recommended (one bird and one bat box on the new dwelling and hedgehog access holes for any new fencing). In light of this separate Biodiversity Enhancement Strategy is to be secured by condition.

Biodiversity Net Gain (BNG) and Self Build

- 5.6.3 The Ecology Officer has reviewed the submitted details in regard to mandatory BNG requirements and are satisfied that the proposal is exempt given that the proposal is a self-build. The provisions of self-build will be secured by appropriate conditions.

5.7 European Designated Sites

- 5.7.1 The application site falls within the 'Zone of Influence' (ZoI) for one or more of the European designated sites scoped into the emerging Essex Coast RAMS. This means that residential developments could potentially have a significant effect on the sensitive interest features of these coastal European designated sites, through increased recreational pressure etc.
- 5.7.2 The development of one dwelling falls below the scale at which bespoke advice is given from Natural England (NE). To accord with NE's requirements and standard advice an Essex Coast RAMS Habitat Regulation Assessment (HRA) Record has been completed to assess if the development would constitute a 'Likely Significant Effect' (LSE) to a European site in terms of increased recreational disturbance. The findings from the HRA Stage 1: Screening Assessment are listed below:

HRA Stage 1: Screening Assessment – Test 1 - the significance test

Is the development within the Zone of Influence (ZoI) for the Essex Coast RAMS with respect to the below sites? Yes

Does the planning application fall within the following development types? Yes

Proceed to HRA Stage 2: Appropriate Assessment to assess recreational disturbance impacts on the above designated sites

Test 2 – the integrity test

Is the proposal for 100 houses + (or equivalent)? No

Is the proposal within or directly adjacent to one of the above European designated sites? No

Summary of Appropriate Assessment

- 5.7.3 As the answer is no, it is advised that a proportionate financial contribution should be secured in line with the Essex Coast RAMS requirements. Provided this mitigation is secured, it can be concluded that this planning application will not have an adverse effect on the integrity of the above European sites from recreational disturbance, when considered 'in combination' with other development. NE does not need to be re-consulted on this Appropriate Assessment.
- 5.7.4 As a competent authority, the Local Planning Authority (LPA) concludes that the project will, without mitigation, have a likely significant effect on the sensitive interest features of the European designated sites due to the scale and location of the development proposed. Based on this and taking into account NE's advice, it is considered that mitigation, in the form of a financial contribution of £175.55 per dwelling, is necessary under the 2026-2027 tariff. Despite the updated RAMS fee which came into effect on 1 August 2026, the application was submitted before this date and therefore, the previous fee of £175.55 stands for this application.
- 5.7.5 The necessary fees have been paid and therefore the impact of the development would be mitigated.

5.8 Other matters - Change of Use: Relocation of Caravan

- 5.8.1 The relocation of the caravan further north of the site and subsequent subdivision of the land, would mean that the northern parcel of land would require change of use from residential Class C3 to Class C1 use (Air BnB). An assessment of the re-siting of the caravan in terms of the principle, design and impact on the character of the area, impact on residential neighbouring amenity, access, highway safety and parking, private amenity space, landscaping, ecology and biodiversity have been considered in the relevant headings above.
- 5.8.2 With regard to RAMS, whilst the site falls within the ZOI for one or more of the European designated sites scoped into the RAMS as set out in the SPD, the application type does not require a financial contribution towards mitigating impacts upon the Essex Coast. No financial contribution is therefore required.
- 5.8.3 The relocation of the caravan and change of use of the land to C1 use would therefore be acceptable, considering the existing caravan use established in 2024 on the plot and that the siting would only be 30 metres north of its existing location.

5.9 Planning Balance and Sustainability

- 5.9.1 It is important to recognise the balance between the Local Plan policies relevant to the development under consideration and the position of the NPPF. Given the position of S5 of the NPPF as discussed in the report above the LPA must give significant weight to the NPPF and its fundamental position of sustainable development, which is the defining purpose of the planning system, as a material consideration.
- 5.9.2 The key priority within the NPPF is the provision of sustainable development. This requires any development to be considered against the three dimensions within the definition of 'sustainable development' providing for an economic, social and environmental objective as set out in the NPPF. In judging whether a residential scheme should be granted planning permission, it is necessary to set out the weight attributed to the planning benefits which the proposal offers in making up the current

housing land supply shortfall (with reasons), against the harm identified (if any) arising from the proposed development.

Economic Considerations

Job Creation

- 5.9.3 The proposed development may contribute to the provision of some employment in the local area through the construction process – however there is no indication that any measures would be put in place to ensure that the works are carried out by local businesses or jobs offered to local residents. Furthermore, the re-siting of the caravan as its existing use of an Air BnB would contribute nominally to job creation for the owner of the site. Given the limited scale of the proposal for one dwelling in conjunction with the Air BnB, it is considered that the benefits of the scheme in relation to job creation should be afforded **moderate weight** overall.

Support for Local Shops and Services

- 5.9.4 The site is within comfortable walking distance of Cold Norton, sitting just outside the settlement boundary. The number of day-to-day services within the local area are significant, providing some retail options, health services, schools and other benefits within walking distance. Given the scale of development proposed, the potential benefit of trade/revenue from the occupiers and from tourism via the Air BnB, this should be afforded **moderate weight**.

Social Considerations

Housing Delivery

- 5.9.5 Whilst as noted the Council's Housing Land Supply has been significantly reduced following the changes made to the NPPF initially in 2024, the development proposed would result in the provision of only one dwelling. It is considered that the benefits in relation to housing delivery should be afforded only **limited weight**.

Affordable Housing

- 5.9.6 The scheme proposed consists of market housing only and therefore no weight is afforded in respect of affordable housing.

Housing Mix

- 5.9.7 The proposed scheme provides one three-bedroom dwelling. The Council's LHNA has identified a need for these family sized dwellings, however the proposal is only for one dwelling so this would make a small contribution. On balance however, this would be afforded **moderate weight** given the needs identified.

Highways

- 5.9.8 Through consultation with the highway authority, and given the proposal is for one dwelling and the re-siting of an existing caravan (Air BnB), the Council is satisfied that the proposal would not result in a detrimental impact on highway safety. The provision of suitable accesses at the site would **neither weigh in favour nor against** the development in the planning balance as suitable access is a basic requirement.

Environmental Considerations

Visual Impact

- 5.9.9 As noted within section 5.2, the proposed single dwelling would not result in an unwelcome addition to the locale and would be in keeping with the residential properties around it. Therefore, any harm would be afforded **limited weight**.

Biodiversity and Impact on Designated Sites

- 5.9.10 The application site would be exempt from BNG obligations as the development is a self-build. RAMS has been secured and there are no concerns from an ecological perspective as the development would not impact and would retain and enhance the existing habitats on the site. Therefore, this is afforded **moderate weight**.

Low Carbon / Renewable Energy

- 5.9.11 The application proposals provide no indication that the scheme would employ specific low carbon building methods or renewable energy sources and as such, no weight is afforded in this respect.

Locational Accessibility

- 5.9.12 As explained in paragraph 5.1.10 above, the location is deemed to be accessible with services and public transport within walking distance and pedestrian footpaths along the main road, where Station Road joins. Therefore, the benefits of the locational accessibility of the application site should be afforded **significant weight**.

Summary

- 5.9.13 In economic terms, there may be some limited support for local trade from the development, the additional housing unit may support local businesses within the wider area and the support in tourism from the relocation of the caravan to remain within the site would overall provide a significant benefit in favour of the development.
- 5.9.14 In social terms the proposal would provide additional housing, though this is afforded moderate weight given the scale of the proposal for one dwelling of this size given the needs identified.
- 5.9.15 In environmental terms there would be limited harm through the impact on biodiversity and designated nature sites due to the RAMS contribution and the Biodiversity Net Gains mitigations to be put in place. The development of the site would be in keeping with the surrounding area and have access to services, facilities and public transport infrastructure to satisfy the requirements of day-to-day living. Therefore, the benefits of being located substantially close by to Cold Norton in regard to environmental impact would be considered significant.
- 5.9.16 Taking all these weightings into account, it is considered that the proposed scheme would comprise sustainable development as the benefits resulting from the proposal outweigh any harms outlined within the report above.

6. ANY RELEVANT SITE HISTORY

Application Number	Description	Decision
24/00540/FUL	Change of use of existing static caravan and associated land from C3 to C1 (Airbnb) accommodation, and erection of external decking area and hard standing for access and parking (retrospective).	Approved

7. CONSULTATIONS AND REPRESENTATIONS RECEIVED

7.1 Representations received from Parish / Town Councils

Name of Parish / Town Council	Comment	Officer Response
Cold Norton Parish Council	No response	Noted

7.2 Statutory Consultees and Other Organisations (*summarised*)

Name of Statutory Consultee / Other Organisation	Comment	Officer Response
Ecology Consultant	No objection subject to conditions.	Noted
Essex Highways	No objection subject to conditions.	Noted

7.3 Internal Consultees (*summarised*)

Name of Internal Consultee	Comment	Officer Response
Environmental Health Officer	No objection subject to conditions.	Noted

7.4 Site Notice / Advertisement

Notice Type	Posted Date	Expiry Date for Comments	Location
Site Notice x 3	10.06.2026	01.07.2026	Adjacent to the application site, Station Road junction with Latchingdon Road and Junction Road junction with Latchingdon Road.
Newspaper Advertisement	11.06.2026	02.07.2026	N/A

7.5 Representations received from Interested Parties (*summarised*)

7.5.1 One letter was received objecting to the application and the reasons for objection are summarised as set out in the table below:

Objection Comment	Officer Response
Highway safety and access given the width of the access road.	Noted – see body of report
Increase in vehicle movements and traffic	Noted – see body of report
Impact on wildlife and biodiversity	Noted – see body of report
Inadequate water supply and infrastructure	Noted – there is a statutory responsibility for water companies to connect new dwellings to the mains water. Furthermore, one dwelling would not impact the infrastructure significantly enough to be deemed an issue or a material reason to refuse the application.
Harm to the character of the area	Noted – see body of report

7.5.2 No letters were received in support of the application and the reasons for support are summarised as set out in the table below:

8. **PROPOSED CONDITIONS**

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
REASON To comply with Section 91(1) The Town and Country Planning Act 1990 (as amended).
- 2 The development hereby permitted shall be carried out in accordance with the approved plans as stated on the Decision Notice.
REASON To ensure that the development is carried out in accordance with the details as approved.
- 3 The materials used in the construction of the development hereby approved shall be as set out within the application form/ plans hereby approved.
REASON In the interest of the character and appearance of the area in accordance with policy D1 of the approved Local Development Plan and guidance contained within the National Planning Policy Framework and the Maldon District Design Guide.
- 4 Prior to any works above ground level, full details of the provision and subsequent retention of both hard and soft landscape works on the site have been submitted to and approved in writing by the Local Planning Authority. These details shall include:
 - 1) Details of proposed schedules of species of trees and shrubs to be planted, planting layouts with stock sizes and planting numbers/densities.
 - 2) Details of the planting scheme implementation programme, including ground protection and preparation, weed clearance, stock sizes, seeding rates, planting methods, mulching, plant protection, staking and/or other support.

3) Details of the aftercare and maintenance programme.

The soft landscape works shall be carried out as approved within the first available planting season (October to March inclusive) following the commencement of the development unless otherwise agreed in writing by the Local Planning Authority. If within a period of five years from the date of the planting of any tree or plant, or any tree or plant planted in its replacement, is removed, uprooted, destroyed, dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree or plant of the same species and size as that originally planted shall be planted in the same place, unless the Local Planning Authority gives its written consent to any variation.

Hard Landscape works:

4) Details of walls with brick types, construction design and dimensions

5) Details of paved surfacing, with materials finishing and edgings

The hard landscape works shall be carried out as approved prior to the first use/ occupation of the development hereby approved and retained and maintained as such thereafter.

REASON To secure appropriate landscaping of the site in the interests of visual amenity and the character of the area in accordance with policies contained within the Local Development Plan.

- 5 Prior to any works above ground level, details of the siting, height, design and materials of the treatment of all boundaries including gates, fences, walls, railings and piers should be submitted to and approved in writing by the Local Planning Authority. The boundary treatments as approved shall be retained and maintained as such thereafter.

REASON In order to safeguard the amenities of neighbouring occupiers and occupiers of the dwelling in accordance with policy D1 of the approved Local Development Plan and guidance contained within the National Planning Policy Framework and the Maldon District Design Guide.

- 6 The dwelling hereby permitted, shall, for a period of two years upon the first occupation of the dwelling, only be occupied by the applicants, or a widow, widower or surviving civil partner of such a person, and by any resident dependants, and shall only be occupied as their primary residency.

REASON To ensure that the dwelling is constructed and occupied as a self-build and custom house build.

- 7 The two-year period of occupancy in condition number six will only start to run once the Local Planning Authority has been informed, in writing, that a lawful occupancy has begun.

REASON To assist the Council in enforcement of the occupancy condition.

- 8 The use of the premises known as the caravan (to the northern parcel of the application site) hereby permitted shall be solely for letting for holiday or visitor accommodation and shall not be occupied by any leasee, tenant or guest for any period exceeding 28 days consecutively.

REASON To ensure the development remains for 'tourism/holiday let' and does not become a permanent residential dwelling, and to comply with Policy S8 of the Maldon District Local Development Plan (2017).

- 9 Prior to first occupation of the development, cycle parking shall be provided in accordance with Maldon District Council's Parking Standards. The approved facility shall be secure, convenient, covered and retained at all times.
REASON To ensure appropriate cycle parking is provided in the interest of highway safety and amenity in accordance with Policy DM8, Policy D1 of the approved LDP and the Council's adopted parking standards.

- 10 All mitigation measures and/or works shall be carried out in accordance with the details contained in the Preliminary Ecological Appraisal (Plumb Associates, March 2025) as already submitted with the planning application and agreed in principle with the Local Planning Authority prior to determination.

This may include the appointment of an appropriately competent person e.g. an Ecological Clerk of Works (ECoW) to provide on-site ecological expertise during construction. The appointed person shall undertake all activities, and works shall be carried out, in accordance with the approved details.

REASON To conserve protected and Priority species and allow the LPA to discharge its duties under the Conservation of Habitats and Species Regulations 2017 (as amended), the Wildlife & Countryside Act 1981 (as amended) and s40 of the National Environment and Rural Communities (NERC) Act 2006 (as amended).

- 11 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 Preliminary Ecological Appraisal, (Plumb Associates, March 2025), 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.

REASON To enhance protected, Priority and threatened species and allow the LPA to discharge its duties under s40 of the NERC Act 2006 (as amended).

- 12 Prior to occupation, a "lighting design strategy for biodiversity in accordance with Guidance Note 08/23 (Institute of Lighting Professionals) shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall:
- a) identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging; and
 - b) show how and where external lighting will be installed so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the

above species using their territory or having access to their breeding sites and resting places.

All external lighting shall be installed in accordance with the specifications and locations set out in the scheme and maintained thereafter in accordance with the scheme. Under no circumstances should any other external lighting be installed without prior consent from the Local Planning Authority.

REASON To allow the LPA to discharge its duties under the Conservation of Habitats and Species Regulations 2017 (as amended), the Wildlife and Countryside Act 1981 (as amended) and s40 of the NERC Act 2006 (as amended).

- 13 No development shall commence until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include the following details:

- The provision of parking for operatives and contractors;
- The storage of plant and materials used in constructing the development;
- Wheel washing and underbody washing facilities;
- Measures to control the emission of dust, dirt and mud during construction;
- A scheme to control noise and vibration during the construction phase, including details of any piling operations;
- Contact details for Site Manager and details of publication of such details to local residents.

The approved Construction Management Plan shall be adhered to throughout the construction period for the development.

REASON To allow the LPA to carry out its duties under Policies D1 and D2 in protecting neighbouring amenity and to ensure construction-phased impacts and local air quality impacts, are minimised and would mitigate any harm or impact to neighbouring amenity prior to the commencement of development, in line with Policies D1 and D2 of the Local Development Plan.

- 14 No construction works, including deliveries, shall take place except between 07:30-18:00 Monday to Friday and 08:00-13:00 on Saturdays, with no works on Sundays or Bank Holidays.

REASON To protect residential amenity in accordance with Policy D1 of the Local Development Plan.

- 15 Should contamination be encountered during works, development shall cease and a remediation scheme be agreed before recommencement.

REASON To safeguard future occupiers and the environment from unforeseen contamination risks, consistent with Policy D2 of Development of the Local Development Plan.

- 16 No development works above ground level shall occur until details of the foul water drainage scheme to serve the development shall be submitted to and agreed in writing by the Local Planning Authority. The agreed scheme shall be implemented prior to the first occupation of the development.

REASON To ensure that the foul water drainage scheme to serve the development is appropriate in accordance with Policy D2 of the Maldon District Approved Local Development Plan.

- 17 No works above ground level shall occur until details of the surface water drainage scheme to serve the development shall be submitted to and agreed in writing by the Local Planning Authority. The agreed scheme shall be implemented prior to the first occupation of the development. The scheme shall ensure that for a minimum:
- 1) The development should be able to manage water on site for 1 in 100-year events plus 45% climate change allowance.
 - 2) Run-off from a greenfield site for all storm events that have a 100% chance of occurring each year (1 in 1-year event) inclusive of climate change should be no higher than 10/l/s and no lower than 1/l/s. The rate should be restricted to the 1 in 1 greenfield rate or equivalent greenfield rates with long term storage (minimum rate 1l/s) or 50% betterment of existing run off rates on brownfield sites (provided this does not result in a runoff rate less than greenfield) or 50% betterment of existing run off rates on brownfield sites (provided this does not result in a runoff rate less than greenfield)

Where the Local Planning Authority accepts discharge to an adopted sewer network the Applicant will be required to provide written confirmation from the statutory undertaker that the discharge will be accepted.

REASON To ensure that the surface water drainage scheme to serve the development is appropriate in accordance with Policy D2 of the Maldon District Approved Local Development Plan July 2017 as well as guidance contained within the National Planning Policy Framework.

- 18 Any external lighting associated with the dwelling, caravan plot or access shall be designed and installed to prevent excessive light spill or glare affecting neighbouring properties, highway users or the surrounding rural environment.
- REASON** To protect residential amenity and the character of the area in accordance with Policies D1 and D2 of the Maldon District Local Development Plan.

INFORMATIVES

- 1 There shall be no discharge of surface water from the development onto the Highway.
- 2 All work within, or affecting, the highway shall be laid out and constructed by prior arrangement with, and to the requirements and satisfaction of, the Highway Authority (Essex County Council), with all details being agreed before the commencement of any highway works. Failure to secure the necessary approvals and relevant permits for works within the highway may result in enforcement action by the Highway Authority against, but not limited to, the owner of the land or the person causing, or responsible for, the damage to the Highway. To start the process to obtain the relevant permissions the applicant should contact the Essex Highways Development Management Team by email at development.management@essexhighways.org
- 3 NESTING BIRDS – The applicant is reminded that under the Wildlife and Countryside Act 1981, as amended (section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or being

built. Planning consent for a development does not provide a defence against prosecution under this act.

Trees and scrub are likely to contain nesting birds between 1 March and 31 August inclusive. Trees and scrub are present on the application site and are to be assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity on site during this period and has shown it is absolutely certain that nesting birds are not present.