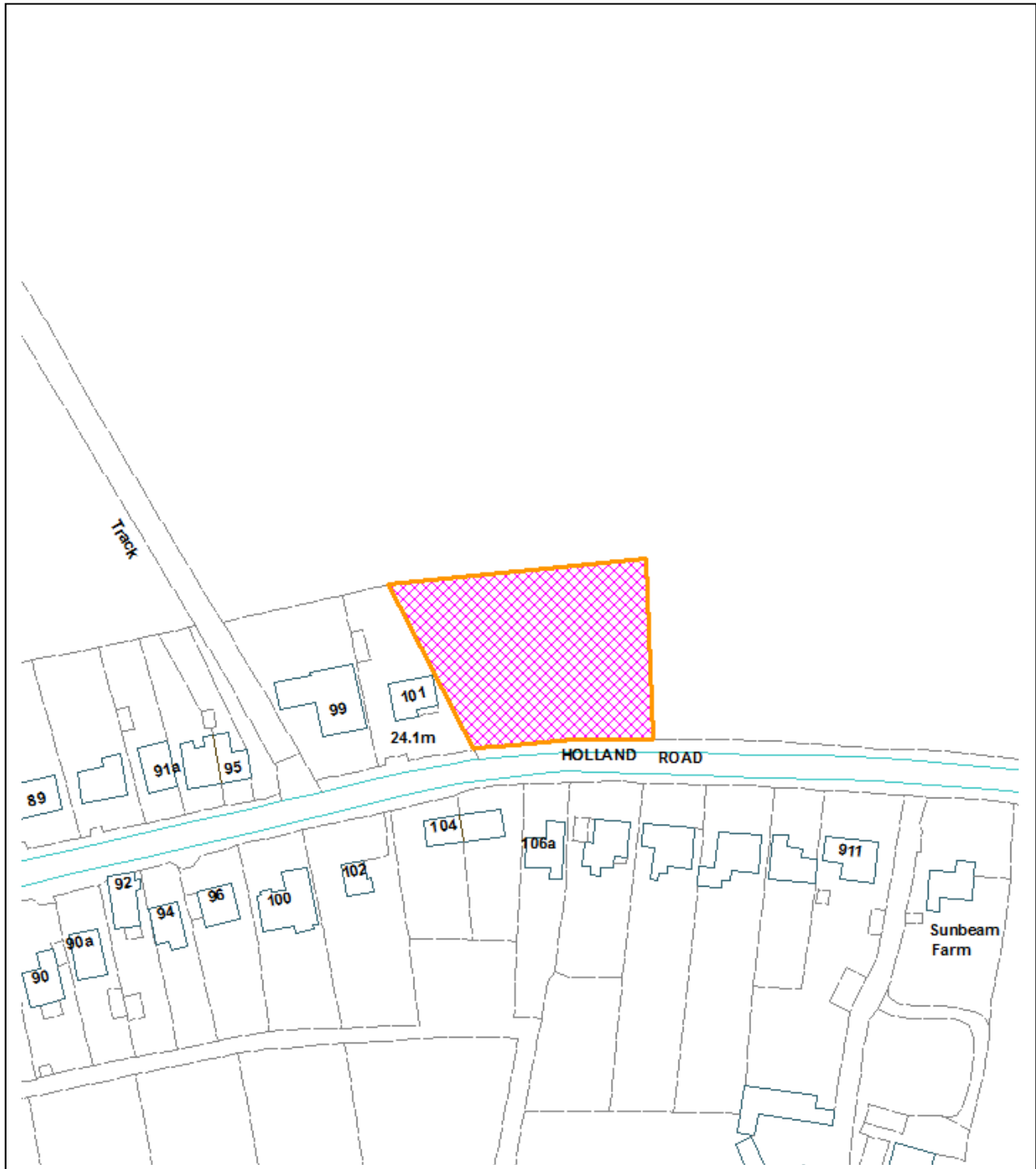


PLANNING COMMITTEE

28 APRIL 2015

REPORT OF THE HEAD OF PLANNING

**A.4 PLANNING APPLICATION - 15/00440/FUL - LAND ADJACENT 101 HOLLAND ROAD, LITTLE CLACTON, ESSEX, CO16 9RU**



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<b>Application:</b>	15/00440/FUL	<b>Town / Parish:</b>	Little Clacton Parish Council
<b>Applicant:</b>	Ms Walker		
<b>Address:</b>	Land adjacent 101 Holland Road, Little Clacton, CO16 9RU		
<b>Development:</b>	Erection of 2 detached bungalows with associated parking, landscaping and ancillary works.		

## 1. Executive Summary

- 1.1 This application has been referred to Planning Committee as it has been called in by Councillor Dawn Skeels due to its negative impacts on urban design/streetscene, highways issues, flood risk, negative impact on neighbours, its siting on agricultural land and being part of the green wedge.
- 1.2 The application seeks full planning permission for the erection of 2 no. detached bungalows. The site contains a flat agricultural field with hedgerow on its southern and western boundary. There is a detached bungalow to the west and detached houses opposite the site. The site is adjacent to, but outside of, the settlement development boundary for Little Clacton, as established in the saved and draft local plans.
- 1.3 Whilst the proposal for a dwelling outside the settlement boundary is contrary to policy, the current lack of a 5-year supply of housing obliges the Council to consider whether it would constitute sustainable development. In this instance, the proposal would have a neutral impact environmentally, but with some economic and social benefits. Therefore, it is considered to constitute sustainable development and be acceptable in principle.
- 1.4 The proposed design has been revised to overcome an initial objection from the Highways Authority. In other respects the proposal would be in keeping with the character and appearance of this part of Holland Road and would not cause any material harm to the residential amenity of neighbouring properties.

**Recommendation:** Approve

**Conditions:**

1. Standard time limit
2. In accordance with approved plans
3. Landscaping scheme
4. Landscaping scheme implementation and retention
5. Details of a vehicular turning facility
6. No unbound materials
7. Vehicular access width of 3.7m
8. Vehicular visibility splays to be maintained free of obstruction
9. Parking space dimensions of 5.5m x 2.9m
10. Construction method statement
11. Details of bridging/piping drainage ditch/watercourse

## 2. Planning Policy

### National Policy

NPPF National Planning Policy Framework

National Planning Practice Guidance

### Local Plan Policy

*Tendring District Local Plan 2007*

QL1 Spatial Strategy  
QL9 Design of New Development  
QL10 Designing New Development to Meet Functional Needs  
QL11 Environmental Impacts and Compatibility of Uses  
HG1 Housing Provision  
HG9 Private Amenity Space  
EN1 Landscape Character  
TR1A Development Affecting Highways  
TR7 Vehicle Parking at New Development

*Tendring District Local Plan: Proposed Submission Draft (2012) as amended by the Tendring District Local Plan: Pre-Submission Focussed Changes (2014)*

SD1 Presumption in Favour of Sustainable Development  
SD4 Smaller Rural Settlements  
SD5 Managing Growth  
SD8 Transport and Accessibility  
SD9 Design of New Development  
PEO1 Housing Supply  
PEO4 Standards for New Housing  
PLA5 The Countryside Landscape

### Other Guidance

Essex County Council Car Parking Standards - Design and Good Practice

## 3. Relevant Planning History

None

#### **4. Consultations**

- 4.1 Following an initial objection, revised drawings were submitted to the Highways Authority for comment and they have now removed their objection, subject to conditions, which are outlined above. The revised vehicular turning facility is somewhat restricted and the Highways Authority have suggested that the off-street parking bays for both dwellings is extended by approximately 1.5m to the east and 0.75m to the south. Details of such a vehicular turning facility can be secured by design.

#### **5. Representations**

- 5.1 The proposal has been referred to the Planning Committee by Cllr. Skeels. The material planning considerations raised in her call-in letter are addressed below. Other issues cited in Cllr. Skeels request include its green wedge/gap designation and flooding. However, the site is not designated as a green wedge/gap. In terms of flooding, the application site is in an area of low flood risk (Flood Zone 1). In terms of surface water, the site area is less than 1 hectare. Therefore, no site specific Flood Risk Assessment is required. In recognition of these characteristics there are no material flood risks associated with the proposal.
- 5.2 Letters of objection have also been received from 99, 101, 106 and 108 Holland Road. The material planning considerations raised include:
- a) Surface water drainage
  - b) Highway safety during construction
  - c) Overlooking
  - d) Would set a precedent
  - e) Loss of agricultural land
- 5.3 These issues are addressed in the assessment below.
- 5.4 Other considerations raised include the loss of view and the devaluation of house prices but these are not material and therefore cannot be considered as part of this application.

#### **6. Assessment**

- 6.1 The main planning considerations are:
- Context and Background;
  - Proposal;
  - Planning History;
  - Policy Context;
  - Sustainable Development;
  - Landscape Impact;
  - Loss of Agricultural Land;
  - Streetscene Impact;
  - Residential Amenity;
  - Highway Safety
  - Flooding

## **Context and Background**

- 6.2 The 0.2 hectare site is located on land adjacent to No. 101 on the northern side of Holland Road and is adjacent to, but outside of the Settlement Development Boundary for Little Clacton as established in the saved and draft local plans. The site contains a flat agricultural field with hedgerow on its southern and western boundary. There is a detached bungalow to the west and detached houses opposite the site. There is a narrow pavement that terminates at the site and street lighting along Holland Road. There are no bus stops along this part of Holland Road. The village centre of Little Clacton is approximately 700 metres to the west, where there are a variety of services and facilities, including a convenience store, a primary school, good bus routes and a defined employment area.

## **Proposal**

- 6.3 The proposal is a full planning application for the erection of 2 no. detached bungalows with associated parking, landscaping and ancillary works.

## **Planning History**

- 6.4 There is no relevant planning history.

## **Policy Context**

- 6.5 As the site is outside of the established settlement development boundaries it is considered to form part of the countryside. Normally, such sites would not be acceptable in principle for residential development as it would be contrary to the Council's policy to focus such development in established settlements. However, as the Council no longer has a demonstrable 5-year supply of housing, it is obliged by the National Planning Policy Framework ("the Framework") to consider the extent to which the proposal represents sustainable development.
- 6.6 The Framework states that applications for residential development should be considered in the context of the presumption in favour of sustainable development compromising economic, social and environmental elements. To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. This presumption in favour of sustainable development should be seen as a golden thread running through both plan-making and decision-taking. Draft Policy SD1 states that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Framework.
- 6.7 This approach is a key part of the consideration of this proposal. Indeed, this approach differentiates this application from the proposal that was refused and then dismissed at appeal in 2004. The introduction of the Framework in 2012 and the afore-mentioned housing shortage has changed the policy context for this site. Given this significant change in policy context, it is considered that although the site lies outside a development boundary it is not the sole determining factor and other issues must be taken into consideration.
- 6.8 Saved Policy EN1 states the quality of the District's landscape and its distinctive local character will be protected from inappropriate forms of development. Draft Local Plan Policy PLA5 also states that 'the quality of the district's landscape and its distinctive local character will be protected and, wherever possible, enhanced. Any development which would significantly harm landscape character or quality will not be permitted.' The site falls within the Clay Plateaux with a landscape type of Clacton and the Sokens Clay Plateau (8B) characterised by a 'gently undulation agricultural plateau' and "low, gappy hedgerows with occasional hedgerow trees divide arable fields" and is "underlain by a solid geology of

London Clay which gives rise to slowly permeable, seasonally waterlogged clayey soils and standing water”.

### **Sustainable Development**

- 6.9 The site is located adjacent to, but outside of the Settlement Development Boundaries (SDB) for Little Clacton, as established in the saved and draft local plans and as such is considered to form part of the countryside. Normally the Council would not consider approving new housing outside of the defined SDB, because it would be contrary to the policy stance taken in the local plan. However, as the Council cannot demonstrate a five-year supply of housing, it is necessary to consider the extent to which the proposal represents sustainable development. If it can be considered to constitute sustainable development, then the principle of development will be deemed to be acceptable in planning terms.
- 6.10 Sustainable development is comprised of economic, environmental and social elements. Economically, the construction and habitation of 2 No. new dwellings would be of economic benefit through the construction of new housing and the local benefit that new residents will bring to the local economy. In this regard, the proposal would be economically sustainable.
- 6.11 Environmentally, it is necessary to consider the impact on the character and appearance of the countryside. The site is open and currently used as an arable agricultural field with hedgerow on its southern and western boundaries. The presence of dwellings to the west and south help to set a context for the proposal and on this basis the addition of 2 no. bungalows, which by their very nature are single storey, would not cause material harm to the countryside provided that suitable soft landscaping can be provided along the boundaries to the site. Such a landscaping scheme is important and such a scheme has been submitted with the application. On this basis, the proposal would be of neutral environmental sustainability.
- 6.12 Socially, it is necessary to consider the proximity of the site to destinations such as convenience shopping, education, healthcare, community halls and jobs. As identified in the Council's "Establishing a Settlement Hierarchy" study (July 2014). These destinations are detailed above under "site description" and in recognition of these characteristics the proposal would be socially sustainable, despite the absence of bus stops on this part of Holland Road.
- 6.13 Therefore in considering the sustainability credentials of the site, for the reasons set out above the proposal would represent sustainable development.

### **Landscape Impact**

- 6.14 As discussed above, the proposal benefits from the scheme of soft landscaping submitted with the application. This, along with the proposed scale and height of development, will ensure that no material harm is caused to the character and appearance of the countryside.
- 6.15 Concern has been raised by a neighbour that the proposal would set a precedent for future nearby development. However, each application is considered on its own merits and any future applications will need to be considered against policy and other material considerations if submitted.

### **Loss of Agricultural Land**

- 6.16 Saved plan Policy EN4 seeks the protection of the best and most versatile agricultural land. The Agricultural Land Classification Map for the East produced by Natural England gives a broad-brush designation of Grade 3 (good to moderate) for this site. However, the extent of

land lost will not prejudice the remainder of the agricultural field and the quantum of field lost is not considered to be material. On this basis, the proposal would not be contrary to this policy.

### **Streetscene Impact**

- 6.17 The proposal would follow the existing front building line established by neighbouring properties. It also follows the character of development along this part of Holland Road, which includes detached bungalows (alongside other dwelling types), and is of a similar plot width to those nearby. On this basis, the proposal would be in keeping with the character of the streetscene.

### **Residential Amenity**

- 6.18 The proposal would provide a sufficient level of private amenity space in excess of the minimum set out in saved plan Policy HG9.
- 6.19 The proposal would not, by virtue of its siting, scale, height, massing, and window arrangement, result in any material loss of residential amenity for the neighbouring properties.

### **Highway Safety**

- 6.20 The proposal sets out 2 no. off-street car parking spaces for each of the proposed bungalows, one of which (for each dwelling) is provided in an integral garage. This is in accordance with the Council's adopted parking standards
- 6.21 Following revised drawings showing a revised vehicular visibility splay and turning facility, the Highways Authority no longer objects to the proposal subject to conditions, which can be attached.

### **Background Papers**

None.