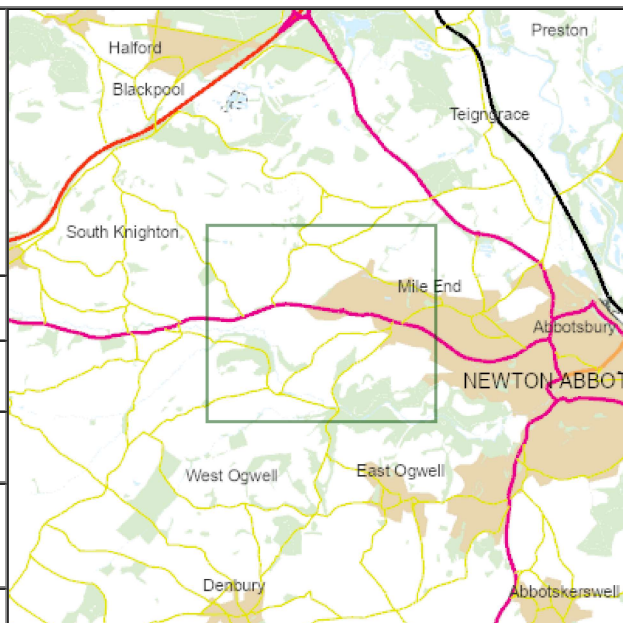


Planning Committee Report

Chair: Cllr Suzanne Sanders

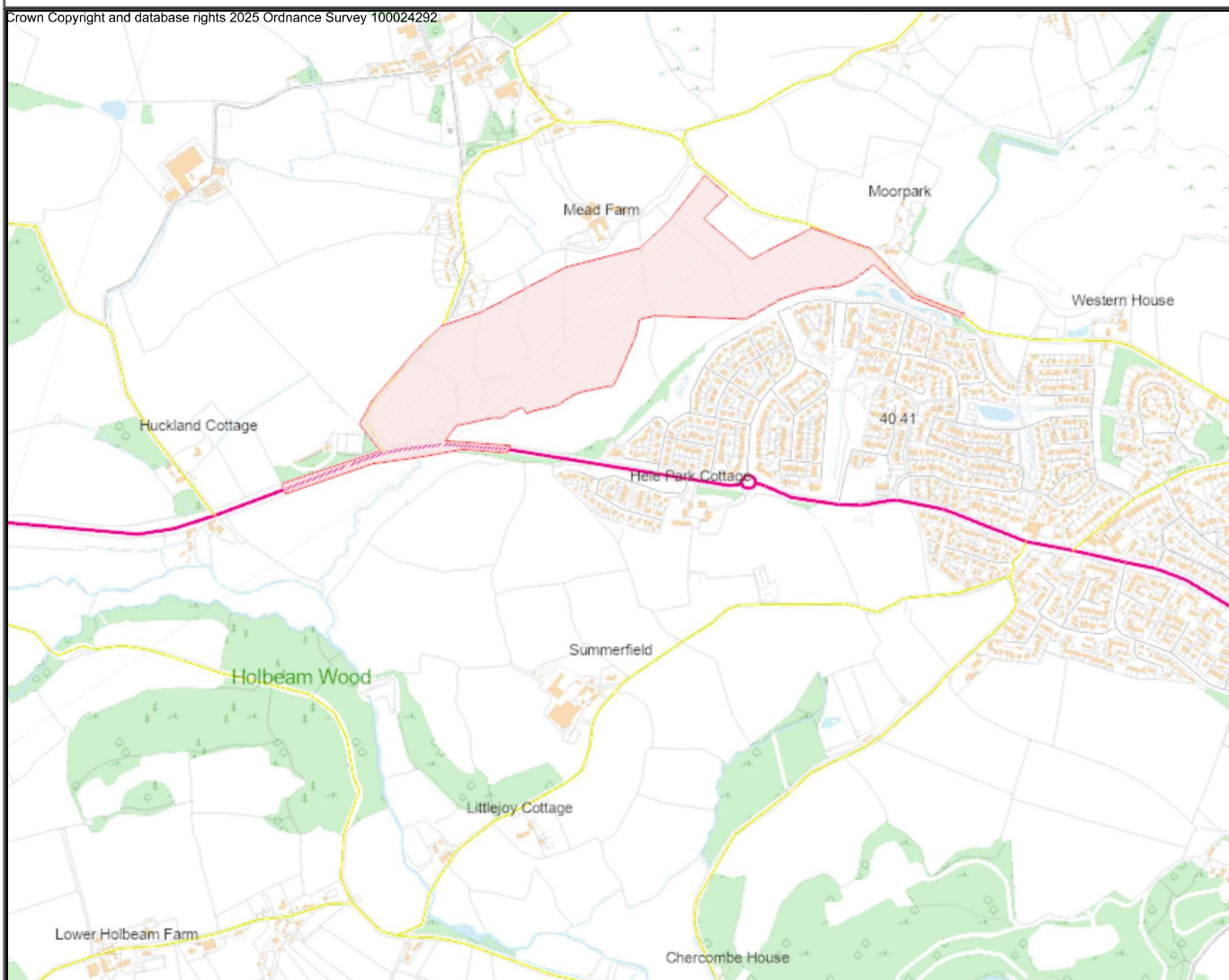
Date	22 July 2025
Case Officer	Kayleigh Williams
Location	Land At Houghton Barton Howton Lane Newton Abbot Devon
Proposal	Construction of section of A382/A383 link road, between A383 and Howton Road, including A383 junction upgrades and associated works
Applicant	Clarence Developments Ltd
Ward	Bradley
Member(s)	Cllr Philip Bullivant, Cllr Richard Buscombe
Reference	20/00950/MAJ



[Online Details and Documents](#)

RECOMMENDATION: PERMISSION GRANTED

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1. REASON OF REPORT

This application is accompanied by application 20/00586/MAJ which represents a major application which is a departure from the development plan and is therefore excluded from the scheme of delegation. Given this application is closely linked to 20/00586/MAJ then it is appropriate this application is considered by Planning Committee

2. RECOMMENDATION

DELEGATE AUTHORITY TO THE HEAD OF DEVELOPMENT MANAGEMENT TO GRANT PERMISSION subject to the following conditions and any additional conditions or mitigation required through the Habitats Regulation Assessment consultation with Natural England

Enabling Works Definition: For the purposes of the interpreting pre-commencement planning conditions, "enabling works" shall mean non-intrusive or preparatory activities that are necessary to facilitate the lawful implementation of the development but do not constitute the commencement of development. These works may include site access works, ecological survey and mitigation works (including works required under a European Protected Species licence), archaeological investigations, the installation of tree protection measures, and the erection of site hoardings or temporary fencing. Enabling works do not include excavation (other than for archaeological or ecological purposes), groundworks, vegetation removal, construction of permanent buildings or infrastructure, or other operations that would normally constitute material commencement under Section 56 of the Town and Country Planning Act 1990.

1. Time Limit

The development hereby permitted must be begun not later than the expiration of three years from the date on which this permission is granted.

REASON: In accordance with Section 91 of the Town & Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Approved Plans

The development hereby permitted shall be carried out in accordance with the following approved plans:

Proposed Link Road Profiles (LINK ROAD)	PL - 221	B
A38 Junction & Link Road Overview Plan 1 of 9	PL-300	D
A38 Junction & Link Road Overview Plan 2 of 9	PL-301	E
A38 Junction & Link Road Overview Plan 3 of 9	PL-302	E
A38 Junction & Link Road Overview Plan 4 of 9	PL-303	E
A38 Junction & Link Road Overview Plan 5 of 9	PL-304	E
A38 Junction & Link Road Overview Plan 6 of 9	PL-305	E
A38 Junction & Link Road Overview Plan 7 of 9	PL-306	F
A38 Junction & Link Road Overview Plan 8 of 9	PL-307	E
A38 Junction & Link Road Overview Plan 9 of 9	PL-308	E
A383 Junction Speed Limit Reduction Plan-S278	PL-311	B
Proposed A383 & Link Road Sections 1 of 5	PL-316	A
Proposed A383 & Link Road Sections 2 of 5	PL-317	A
Proposed A383 & Link Road Sections 3 of 5	PL-318	A
Proposed A383 & Link Road Sections 4 of 5	PL-319	A
Proposed A383 & Link Road Sections 5 of 5	PL-320	A
Link Road Proposed Highway Section 1 of 5	PL-321	A
Link Road Proposed Highway Section 2 of 5	PL-322	A
Link Road Proposed Highway Section 3 of 5	PL-323	A
Link Road Proposed Highway Section 4 of 5	PL-324	A

Link Road Proposed Highway Section 5 of 5	PL-325	A
Proposed A383 Profiles-S278	PL-326	A
Proposed Link Road Profile-SH1 (LINK ROAD)	PL-327	A
Proposed & Existing Impermeable Area Plan-S278	PL-331	B
A383 Vehicular Movement Assessment-S278	PL-337	C
A383 Vehicular Movement Assessment-S278	PL-338	C
Proposed A383 Drainage Plan-S278 1 of 3	PL-341	C
Proposed A383 Drainage Plan-S278 2 of 3	PL-342	C
Proposed A383 Drainage Plan-S278 3 of 3	PL-343	D
Proposed A383 Pavement Design-S278 1 of 3	PL-346	B
Proposed A383 Pavement Design-S278 2 of 3	PL-347	C
Proposed A383 Pavement Design-S278 3 of 3	PL-348	C
A383 Adoptable Highway Details-S278 1 of 4	PL-351	
A383 Adoptable Highway Details-S278 2 of 4	PL-352	
A383 Adoptable Highway Details-S278 3 of 4	PL-353	
A383 Adoptable Highway Details-S278 4 of 4	PL-354	
A383 Site Clearance 1 of 3	PL-355	D
A383 Site Clearance 2 of 3	PL-356	F
A383 Site Clearance 3 of 3	PL-357	D
A383 Overview Plan	PL-371	C

A383 Road Markings 1 of 3	PL-381	B
A383 Road Markings 2 of 3	PL-382	C
A383 Road Markings 3 of 3	PL-383	C
A383 Proposed Culvert Extension Detail	PL-399	A
A383 & Link Road Contours 1 of 8	PL-411	C
A383 & Link Road Contours 2 of 8	PL-412	C
A383 & Link Road Contours 3 of 8	PL-413	C
A383 & Link Road Contours 4 of 8	PL-414	C
A383 & Link Road Contours 5 of 8	PL-415	C
A383 & Link Road Contours 6 of 8	PL-416	D
A383 & Link Road Contours 7 of 8	PL-417	C
A383 & Link Road Contours 8 of 8	PL-418	C
A383 & Link Road Drainage Strategy	PL-420	C
A383 & Link Road Location Plan	PL-430	C
A383 & Link Road Site Plan	PL-431	C
Overland Flow Routing Inc Outline Dev	601	P03
Overland Flow Routing Inc Outline Dev	602	P02
LLFA Additional Info Summary	2025032	LLFA Additional Info Summary

REASON: *In order to ensure compliance with the approved drawings.*

3. Boundary Treatment

Before preparation of ground levels for each phase of the development hereby approved takes place, details of the boundary treatment to the highway for that phase shall have been submitted to and approved in writing by the Local Planning Authority.

REASON: *In the interests of the visual amenity of the area and to retain the rural character of the site*

4. Flood Storage Compensation

The development shall be carried out in accordance with drawing no. 2506 Rev. P01 Compensation Works dated May 2025 and the FRA & DS dated 6th

December 2023 (Clarkbond, ref. E06328). The compensation works shall be fully implemented prior to the completion of phase 1 and maintained over the lifetime of the development.

REASON: *To prevent flooding elsewhere by ensuring that compensatory storage of floodwater is provided.*

5. Contaminated Land

If during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise) agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted to, and obtained written approval from the Local Planning Authority for an investigation and risk assessment and, where necessary, a remediation strategy and verification plan detailing how this unsuspected contamination shall be dealt with. Development shall not thereafter proceed unless in strict accordance with the measures identified in the approved remediation strategy and verification plan. Prior to occupation of any part of the permitted development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority.

REASON: *To ensure that an appropriate record is made of archaeological evidence that may be affected by the development.*

6. Written Scheme of Investigation

No development shall take place (except enabling works) until the developer has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation (WSI) which has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out at all times in accordance with the approved scheme as agreed in writing by the Local Planning Authority.

REASON: *To ensure that an appropriate record is made of archaeological evidence that may be affected by the development.*

PRE-COMMENCEMENT REASON: *To ensure archaeological remains are identified, recorded, and protected where necessary, as groundworks could otherwise disturb or destroy evidence irretrievably.*

7. Written Scheme of Investigation Results

The development shall not be brought in to use until (i) the post investigation assessment has been completed in accordance with the approved Written Scheme of Investigation and (ii) that the provision made for analysis, publication and dissemination of results, and archive deposition, has been confirmed in writing to, and approved by, the Local Planning Authority.

REASON: *To ensure that an appropriate record is made of archaeological evidence that may be affected by the development.*

8. Drainage Details

No development hereby permitted shall commence (except enabling works) until the following information has been submitted to and approved in writing by the Local Planning Authority:

(a) A detailed drainage design based upon the approved Flood Risk Assessment and Drainage Strategy.

(b) Detailed proposals for the management of surface water and silt runoff from the site during construction of the development hereby permitted.

(c) Proposals for the adoption and maintenance of the permanent surface water drainage system.

(d) A plan indicating how exceedance flows will be safely managed at the site.

No building hereby permitted shall be occupied until the works have been approved and implemented in accordance with the details under (a) - (d) above.

REASON: *The above conditions are required to ensure the proposed surface water drainage system will operate effectively and will not cause an increase in flood risk either on the site, adjacent land or downstream in line with SuDS for Devon Guidance (2017) and national policies, including NPPF and PPG.*

PRE-COMMENCEMENT CONDITION: The conditions should be pre-commencement since it is essential that the proposed surface water drainage system is shown to be feasible before works begin to avoid redesign / unnecessary delays during construction when site layout is fixed.

9. Watercourse Monitoring

Prior to any commencement of any phase of the development (except enabling works), details to confirm how monitoring of surrounding watercourses will be carried out shall be submitted to and approved in writing by the Local Planning Authority. Whilst this condition can be phased, the monitoring of watercourses will need to continue if further phases commence (and the watercourse is relevant to be monitored). The development shall be carried out in accordance with the approved details

REASON: *To ensure impacted watercourses are sufficiently monitored and managed from the outset.*

PRE-COMMENCEMENT REASON: *This condition must be discharged before the commencement of each relevant phase (except enabling works) because the monitoring of surrounding watercourses may need to begin in advance of construction activities to establish baseline conditions.*

10. Phasing

The development hereby approved shall be carried out in accordance with the submitted Illustrative Phasing Plan (Ref: 27412 9506 Rev G), unless otherwise agreed in writing with the Local Planning Authority.

REASON: *To ensure suitable phasing of the development*

PRE-COMMENCEMENT REASON: *To ensure the development is properly phased from the outset, coordinating construction sequencing and infrastructure delivery.*

11. Habitat Regulations Assessment

The development hereby permitted shall be carried out strictly in accordance with all mitigation measures, safeguards, and recommendations set out within the submitted Habitats Regulations Assessment (Version 2.6 – Dated June 2025), as approved by the Local Planning Authority and Natural England. The measures shall be implemented in full and retained as such for the lifetime of the development, unless otherwise agreed in writing by the Local Planning Authority.

REASON: *To ensure the development does not result in adverse effects on the integrity of European sites, in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended), Local Plan Policies, NA1 EN8, EN9 and EN10 and the National Planning Policy Framework.*

12. Construction Ecological Management Plan

No development shall be carried out (excluding enabling works) unless a Construction Management Plan has been first submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall specify details of:

- the hours of demolition/construction works (including hours of site deliveries, parking of vehicles of site operatives and visitors);
- loading and unloading of plant and machinery;
- facilities for the storage of plant, machinery and materials used in the construction of the development;
- the erection and maintenance of security hoardings;
- wheel washing facilities;
- measures to control the emission of dust and dirt during construction;
- a scheme for the recycling/disposal of waste resulting from the [construction works] The development shall not be carried out unless in strict accordance with the approved details.

REASON: *In the interests of local amenity.*

PRE-COMMENCEMENT REASON: *Construction management details need to be agreed prior to works commencing as matters require oversight from that time.*

13. Construction Ecological Management Plan

No development shall take place (except enabling works) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the Local Planning Authority. The CEMP (Biodiversity) shall include the following

1. Risk assessment of potentially damaging construction activities
2. Identification of “biodiversity protection zones”
3. Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements)
4. The location and timing of sensitive works to avoid harm to biodiversity features
5. The times during construction when specialist ecologists need to be present on-site to oversee works.
6. Responsible persons and lines of communication
7. The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person
8. Use of protective fences, exclusion barriers and warning signs

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details

PRE-COMMENCEMENT REASON: To ensure that biodiversity is adequately protected during the construction phase, including habitats and species of principal importance, and to prevent significant ecological harm.

14. Street Furniture

No street furniture shall be installed until a photographic schedule has been submitted to and approved in writing by the Local Planning Authority. This shall include:

- Manufacturer’s product images and details;
- Dimensions, materials, finishes, and colour options;
- Installation locations referenced to the approved landscape layout;
- Evidence of compliance with applicable safety standards (e.g. BS EN 1176).

REASON: *To ensure high-quality, safe and appropriate public realm infrastructure.*

15. Hedgerow and Hedgebank Strategy

No development shall commence (except enabling works) until a Hedgerow and Hedgebank Strategy has been submitted and approved by the Local Planning Authority. The strategy shall include:

- A 1:500 plan showing all existing hedgerows/hedgebanks and their proposed treatment (retain, remove, realign), with justification;
- Protection measures during construction (BS5837 compliant);

- Cross-sections and specifications for any translocated or new hedgebanks;
- Hedgebank construction (including transitions and ends);
- A delivery and 5-year establishment schedule.

REASON: To protect and enhance traditional landscape features and ensure continuity of local green infrastructure.

PRE-COMMENCEMENT REASON: To ensure commencement does not prevent the site from delivering a high quality landscaping proposal and harm existing hedgerows.

16. SuDS and Landscape Integration

No development shall commence (except enabling works) until a SuDS Landscape Integration Scheme has been submitted and approved by the Local Planning Authority. The scheme shall include:

Drawings and Technical Details:

- SuDS layout at 1:500 scale showing attenuation basins, swales and other components in relation to landscape and access;
- Cross-sections, levels, and construction details for inlets/outlets (e.g. Drawing E06328);
- Overlays showing utilities and highway coordination.
- Planting and Maintenance:
- Wetland planting specifications including native species, planting densities and schedules;
- Integration with public open space and landscape corridors;
- 30-year SuDS management and maintenance plan with monitoring and responsibilities.

The scheme shall be designed in accordance with CIRIA SuDS Manual C753 and implemented in full prior to occupation of each phase.

REASON: To secure effective and multifunctional surface water management infrastructure that complements the landscape and supports biodiversity.

PRE-COMMENCEMENT REASON: To ensure commencement does not prevent the site from delivering a high quality landscaping proposal.

17. Arboricultural Protection

No development shall commence (except enabling works) until an Arboricultural Method Statement and Tree Protection Plan (BS5837:2012 compliant) has been submitted and approved by the Local Planning Authority. These shall include:

- Protection fencing locations (installed prior to any site clearance);
- No-dig construction in root protection areas;
- Monitoring and supervision arrangements by a qualified arboriculturist.

REASON: *To ensure retained trees are protected throughout the development process.*

PRE-COMMENCMENT REASON: *To ensure commencement does not harm existing trees*

18. Lighting Strategy

No development shall commence (except enabling works) until a lighting strategy is submitted to and approved in writing by the Local Planning Authority. Any lighting within public area areas shall be:

- Designed to minimise spill into adjacent wildlife corridors;
- Sensitive to local landscape character;
- Dark-sky compliant where possible.
- The approved lighting strategy

REASON: *To protect landscape and ecological value, amenity, and rural character.*

PRE-COMMENCMENT REASON: *To ensure commencement does not unduly harm wildlife present on the site*

INFORMATIVES:

1. Regulation 26 and 29 EIA Regulations 2017 - In determining this planning application, the Local Planning Authority has taken into consideration the Environmental Statement submitted with the planning application, the further information sought from the developer and all of the consultation responses and representations received. It is concluded that the proposed development is unlikely to have a significant effect on the environment due to the scale and nature of the development proposed. Where there is likely to be an adverse effect on the environment conditions have been imposed to avoid, prevent, reduce and offset such effects and secure mitigation measures where necessary.

2. In accordance with paragraph 38 of the National Planning Policy Framework the Council has worked in a positive and pro-active way with the Applicant and has negotiated amendments to the application to enable the grant of planning permission. This development is subject to a Section 106 agreement dated 30th September 2019. The agreement can be viewed at www.teignbridge.gov.uk/planningonline

3. Whilst development is liable to make contributions under the Community Infrastructure Levy regulations to provide essential local facilities to support development in the District, no contributions are payable as the Teignbridge CIL Schedule gives this type of development a zero rate.

3. RELEVANT PLANNING HISTORY

Site Address	Reference	Description	Decision Date
Newton Abbot, A382/A383 Link Road, Forches Cross	19/00456/MAJ	An improved highway link, including pedestrian and cycle facilities, sustainable drainage features and landscaping	01.11.2019
Land at NGR 283353 72691, Howton Road	17/02166/MAJ	Outline application for up to 20 custom build dwellings (approval sought for means of access).	21.06.2019
Land at Hele Park, Ashburton Road	15/01318/MAJ	Approval of details for 81 dwellings (approval sought for appearance, landscaping, layout and scale) pursuant to 12/00301/MAJ	12.10.2015
Land at Hele Park, Ashburton Road	13/03732/MAJ	Approval of details for 365 dwellings, public open space, areas of play and landscaping (Approval sought for layout, scale, appearance and landscaping) pursuant to 12/00301/MAJ	17.04.2014
Land at Hele Park, Ashburton Road	12/00301/MAJ	Outline - Demolition of existing club buildings and development of a mixed use scheme comprising up to 650 dwellings (Use Class C3), local centre (Use Classes A1/B1/D1/D2), employment use (Use Class B1), public open space, landscaping and highways access onto the A383 - (Approval sought for means of access)	01.02.2013

4. DESCRIPTION OF SITE

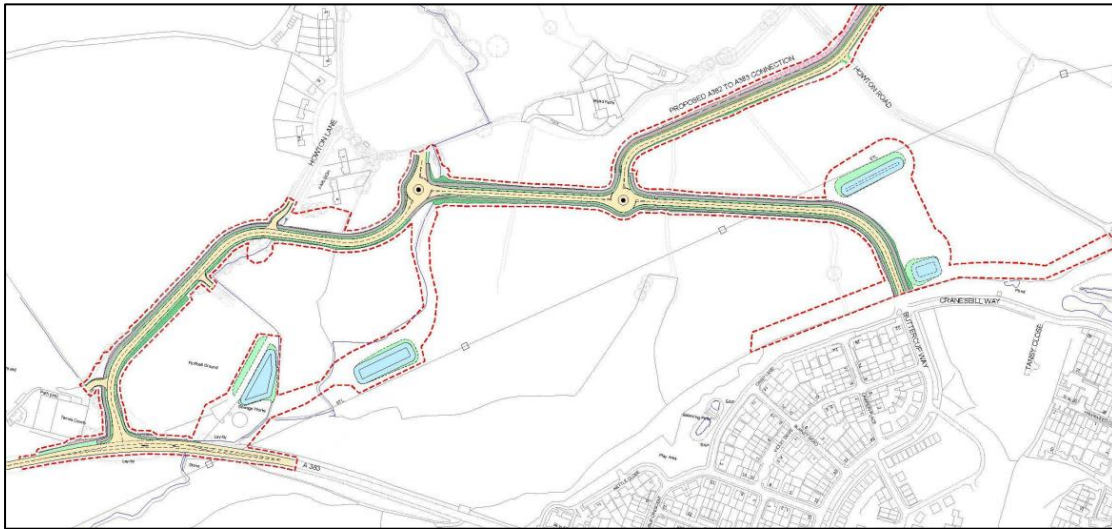
- 4.1. The application site which is identified in Figure 1, extends to approximately 8.7 hectares and is situated to the north-west of Newton Abbot. The site is of an irregular linear form and is primarily located between Howton Road and the A383.
- 4.2. The topography of the area is characterised by two valley systems, which drain towards the River Lemon to the south and the River Teign to the east. The landform varies across the site, with gently sloping terrain between Howton Lane and Hele Park, and steeper slopes, between Howton Road and Perry Lane and south of Ashburton Road.

- 4.3. The predominant land use is agricultural, comprising a patchwork of irregularly shaped fields used for both arable and pastoral purposes. These fields are typically enclosed by mature hedgerows. Other key features within the surrounding site include, minor watercourses, including Blatchford Brook, which flows eastwards towards the River Teign, and a stream that runs southwards towards the River Lemon. Areas of woodland, belts of mature trees, and an extensive network of hedgerows and Devon Banks are also present.
- 4.4. The site is accessible via a number of existing roads. The recently constructed DCC link road, from the A382 to the east, and from the A383 via Howton Lane from the south. Howton Lane continues northwards through a mix of residential and agricultural land before joining Howton Road which joins the DCC link road at the eastern extent of the application site.
- 4.5. Several small settlements and clusters of dwellings are located in reasonable proximity to the application site development area. These include the hamlets of Houghton (adjacent to Seale-Hayne), a group of properties along Howton Lane, and buildings at Mainbow, Perry Farm, Perry Cross and Mead Farm.
- 4.6. The site is bordered by a range of different land uses and notable features, including Seale-Hayne to the north-west, a former agricultural college now operating as a specialist centre supporting adults with disabilities, which also includes training, conference, and sports facilities.
- 4.7. The site lies predominantly within Flood Zone 1 and partially in Flood Zone 2 and 3, indicating a low probability of fluvial flooding. It also lies within the area covered by the District of Teignbridge (Houghton Barton) Tree Preservation Order 2015, which affords protection to numerous mature trees on and around the site.
- 4.8. In terms of ecological designations, the site is situated within 10 kilometres of three European protected sites: the South Hams Special Area of Conservation (SAC), South Dartmoor SAC, and Lyme Bay and Torbay SAC. It is also located less than 14 kilometres from the Dartmoor SAC. The site is also it is located within a known breeding and wintering territory for ciril buntings, a UK species of conservation concern.

5. DESCRIPTION OF DEVELOPMENT

- 5.1. The delivery of the NA1 allocation is dependent on the construction of the Link Road connecting the A382 and A383. Devon County Council (DCC) submitted a planning application for the entire Link Road from the A382 to the A383 (ref: 19/00456/MAJ) in February 2019, which was subsequently

approved by Teignbridge District Council (TDC) in November 2019 (As shown below)



- 5.2. DCC has delivered the first section of the link road from the A382 south-westwards to Howton Road, and the proposed development will deliver the section from the A383 northwards towards Howton Road (the 'South-western section'). The two sections of the link road will connect at Howton Road.
- 5.3. This application seeks full planning permission for remainder of the route of the link road from Howton Road to the A383 (Figure 1). The primary reasons for seeking a revised alignment to the previously consented is that the applicants have secured an agreement for the removal of the high-voltage overhead electricity lines running through the site allowing for a revised masterplanning, to improve integration and gradients across all streets. The realignments shifts the road further south than originally approved.

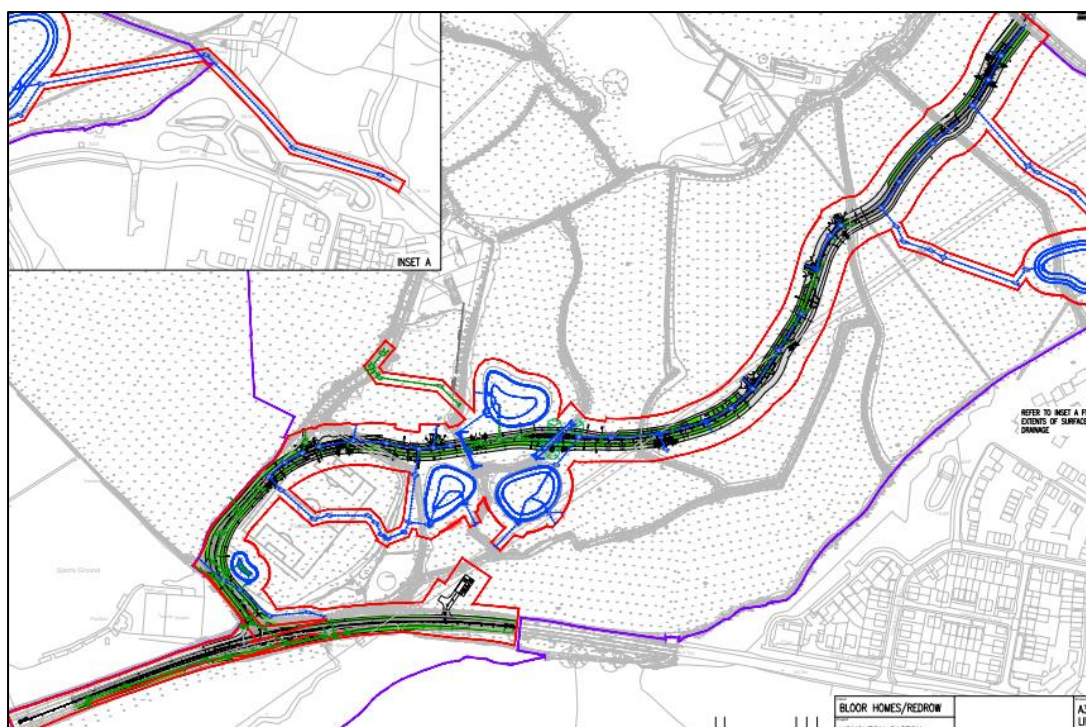


Figure 1: Proposed Link Road (Phase 2) Realignment

Vehicular Access

- 5.4. The North-eastern Section of the Link Road provides a connection between the Forches Cross roundabout and the tie-in point at Howton Road. This section forms part of DCC's approved Link Road application and has been delivered by DCC.
- 5.5. The south-western Section of the Link Road will be delivered as part of the proposed development, with its design and alignment superseding the indicative design previously included in DCC's application. This section will pass through the Neighbourhood Centre, where it has been designed with a 2.0-metre footway, a 2.5-metre verge, a 6.5-metre carriageway, a 3.0-metre cycleway, and an additional 2.0-metre footway. Outside the Neighbourhood Centre, the road design will include a 2.0-metre footway, a 6.5-metre carriageway, a 2.5-metre verge, and a 3.0-metre shared footway and cycleway.
- 5.6. The A383/Howton Lane priority junction will provide access to the Link Road from the A383 through an upgrade to the existing priority T-junction at Howton Lane. The current junction will be improved to a ghost-island priority T-junction, incorporating enhanced facilities for buses, pedestrians, and cyclists.
- 5.7. The upgrade will introduce a right-turn lane, improving both safety and capacity to ensure suitable access to the Link Road and the proposed development. As a result, the existing lay-by on the southern side of the A383 will be removed to accommodate the new layout.

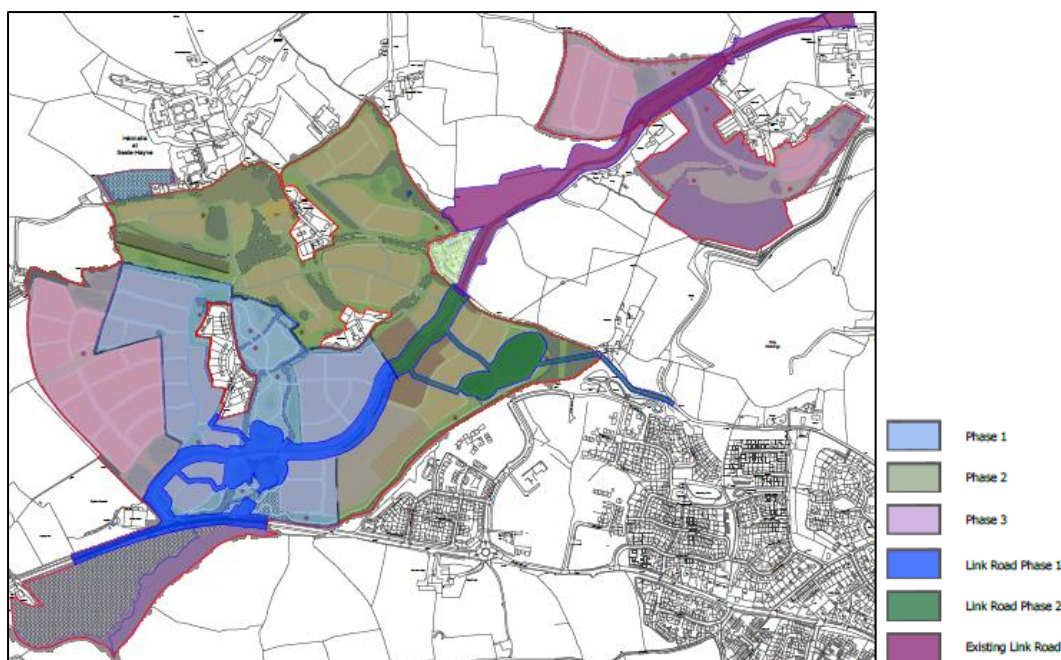
- 5.8. Further enhancements to the junction include upgraded bus stops with shelters and marked cages, as well as improved pedestrian and cycle facilities, including designated paths and a pedestrian/cycle island.
- 5.9. In terms of New Speed Limits, the south-western section of the Link Road is proposed to have a 30mph speed limit from the A383 up to the Local Centre. Within the Local Centre itself, a 20mph speed limit is proposed. This section of the Link Road will accommodate the proposed primary school, retail and community facilities, where pedestrian and cyclist activity will be most concentrated, and crossing movements will be more frequent.

Walking and Cycling

- 5.10. The walking and cycling strategy for the proposed development seeks to create a permeable network with accessible links between key origins and destinations.
- 5.11. The Link Road will incorporate a 3.0-metre shared footway/cycleway on the southern side and a 2.0-metre footway on the northern side. Additionally, off-road shared footway/cycleways will be provided throughout the development. The Neighbourhood Centre will feature a 3.0-metre cycleway alongside a 2.0-metre footway to support active travel.
- 5.12. All major crossing points along the Link Road will be equipped with either refuge islands or Zebra crossings, with Zebra crossings being raised with the aim to enhance pedestrian safety and contribute to traffic calming measures.

Public Transport Strategy

- 5.13. The A382 to A383 Link Road will serve as the primary bus corridor through the development, with a 6.5-metre-wide carriageway designed to accommodate large vehicles in line with bus operator requirements.
- 5.14. Bus stops will be located along the Link Road within the development, each equipped with a flag, pole, shelter, cycle parking, and bus cage. The first bus stop on the Link Road will be approximately 200 metres from the existing Seale-Hayne Bus Stop on the A383. The second bus stop will be located 400 metres further along the route, with the third positioned approximately 280 metres beyond that. Additional bus stops will be installed on A383 Ashburton Road, near the A383/Link Road (Howton Lane) junction, featuring similar facilities to support sustainable travel.
- 5.15. The phasing of the link road will occur in two phases as shown below and will be fully delivered prior to the occupation of the 368th dwelling.



6. PLANNING CONSIDERATIONS

6.1. The material planning considerations relevant to the proposal are as follows:

- The Principle of the Development
- Landscape Character and Appearance of the Area
- Transport and Highway Safety
- Biodiversity
- Drainage and Flood Risk
- Heritage and Conservation
- Residential Amenity

The Principle of the Development

6.2. The adopted Teignbridge Local Plan 2013-33 contains the Council's strategy for delivering sustainable growth which includes delivery of economic growth and new housing to provide positive benefits to local communities through improving their self-sufficiency and resilience. In order to achieve this a number of strategic allocations are identified in the plan, including NA1 (Houghton Barton).

6.3. The NA1 policy aims to create a new sustainable, high quality mixed use neighbourhood for Newton Abbot, including 1800 new homes. It also seeks to provide new employment opportunities, education facilities and community spaces. It is therefore inevitable that growth on this scale will require improved highway infrastructure to address the additional demands that will be placed on existing networks. In selecting this allocation through the Local Plan process the Council recognised that

additional highway capacity would be required to address the increase in traffic that would be generated by the development.

- 6.4. Policy NA1 (f) identifies provision of a new vehicular route connecting the A382 with the A383 as an integral element of the allocation. It is considered necessary to improve the capacity of the A383 and to reduce traffic through Highweek.
- 6.5. The NA1 policy is amplified by the NA1 Development Framework Plan (DPF) which was prepared as a supplementary planning document (SPD) and therefore carries a weight and is a material consideration in the decision making process for applications submitted regarding the NA1 Houghton Barton allocated site.
- 6.6. In addition to Policy NA1 and the DFP SPD, further local plan policy support for the development is contained in Policy S5 (Infrastructure) which promotes provision of infrastructure to support the growth of sustainable and resilient communities. Policy S9 (Sustainable Transport) supports provision of more sustainable transport options to improve access for all and to support economic prosperity. It encourages the design of major new development to include provision for buses, cyclists and pedestrians to enter and pass through sites. Finally, Policy S14 (Newton Abbot) promotes growth of Newton Abbot and provision of the commensurate infrastructure.
- 6.7. Resident concerns have been raised regarding the principle of the proposed development, particularly in relation to the perceived loss of high- quality agricultural land, the erosion of rural character, and concerns regarding urban sprawl. Objectors argue that the development would lead to the irreversible loss of “Good” to “Very Good” agricultural land, which contributes to food security and the local economy, citing the House of Commons Committee Report (2023) and national political commitments to supporting British farming. Further concerns are raised about the blurring of settlement boundaries, particularly the merging of Newton Abbot, Torbay, and the A38 corridor, resulting in an urban sprawl which would fundamentally change the rural identity of the area.
- 6.8. There is also criticism that the link road is being driven primarily to unlock housing schemes, rather than as a standalone infrastructure need, which objectors feel is unjustified in the absence of certainty over the wider Houghton Barton and Bradmore allocations, questioning the deliverability and need for the road in this context. Additionally, reference is made to the Newton Abbot Neighbourhood Development Plan’s vision for sustainable development, which objectors feel is compromised by the scale and type of growth proposed, including concerns that the scheme does not prioritise cycling, walking, and green infrastructure.

- 6.9. In response to these concerns, the adopted Teignbridge Local Plan (2013– 2033) provides clear strategic support for sustainable growth in the district, including the allocation of the NA1 Houghton Barton site for a comprehensive, mixed-use neighbourhood comprising approximately 1,800 new homes, employment opportunities, education facilities, and associated infrastructure.
- 6.10. The principle of such development has been established through the local plan process, where the need for supporting highway infrastructure, including the proposed link road, was fully considered. Policy NA1 specifically identifies the link road as an integral element, essential to address highway capacity issues on the A383 and to alleviate traffic through Highweek. Furthermore, the NA1 Development Framework Plan (adopted as SPD) provides additional guidance, and carries significant material weight, supporting the delivery of the road as part of the comprehensive masterplanning of the site. This is further reinforced by Policies S5, S9, and S14 of the Local Plan, which collectively support infrastructure delivery, sustainable transport, and the planned growth of Newton Abbot.
- 6.11. It is also noted that the Newton Abbot Neighbourhood Plan (NANDP) supports the delivery of high-quality development and the promotion of sustainable transport options. The application follows the principles of the previously approved link road (19/00456) submitted by Devon County Council, with Phase 1 now operational. Although the road alignment differs from earlier iterations, the proposal remains in line with the strategic objective of creating a tree-lined street that provides access for all users, including public transport, cyclists, and pedestrians, as well as improving connectivity to the Seale Hayne campus. Given this robust policy context, the principle of the proposed link road and associated development is considered acceptable, subject to compliance with other relevant planning policies and material considerations.

Impact on the Landscape Character and Appearance of the Area

- 6.12. The application site lies within the Denbury and Kerswell Farmlands Landscape Character Area, as defined by Devon County Council's landscape character assessments. This landscape is characterised by gently rolling and elevated farmland with a distinctive patchwork of medieval field patterns, species-rich hedgerows, scattered farmsteads, narrow rural lanes, and broad views towards Dartmoor. Prominent landform features include limestone hills such as Denbury Down and Beacon Hill, along with wooded ridgelines, stream valleys (notably the Lemon River and Aller Brook), and areas of ancient woodland and historic landscape features, including hillforts and traditional orchards.
- 6.13. The landscape is predominantly pastoral grazing, characterised with trees and hedgerows. The site features medium to large fields on gentler slopes and smaller enclosed pasture fields along winding lanes with dense

hedgerows. Scattered settlements and buildings are present throughout the site and its immediate surroundings. The application site predominantly retains a rural character between the A382 and A383, consisting of narrow lanes set within an agricultural landscape. However, it is recognised that the landscape character will undergo change, resulting from the NA1 allocation for the mixed-use development at Houghton Barton and completed residential development at Hele Park which shift the character towards an urban-edge setting. As a result, the impact of the proposed development on the landscape will be reduced as the character of the area evolves.

- 6.14. Policy EN2A requires development to be sympathetic to and help to conserve and enhance the natural and cultural landscape and seascape character of Teignbridge. Policy S2 of the Local Plan requires new development to be of high-quality design which will support the creation of attractive, vibrant places. Newton Abbot Neighbourhood Plan supports delivery of development to a high standard in Policy NANDP 2.
- 6.15. The environmental effects of the approved link road, which will complete the connection between the A382 and A383, have already been considered at the Environmental Impact Assessment level and found to be acceptable under planning permission 19/00456/MAJ. Additionally, the Teignbridge Local Plan (2013–2033) identifies the link road as a key component of the NA1 Houghton Barton allocation, providing a necessary vehicular connection between the A382 and A383.
- 6.16. The submitted Environmental Statement confirms that the link road corridor does not fall within any landscape designations. Dartmoor National Park is located approximately 3.5–4 km northwest of the A382 at Forches Cross, with no identified direct or indirect visual effects due to screening provided by topography and vegetation.
- 6.17. The approved link road is expected to result in a slight adverse effect on landscape character, influenced in part by the existing A382 and A383 roads. At Year 1, the impact on landscape character was assessed as ranging from Not Significant to Moderately Significant. However, by Year 15, the anticipated integration of the road corridor into the surrounding built development, including the Houghton Barton NA1 allocation, is expected to reduce the overall adverse impact significantly.
- 6.18. In terms of visual impact, most publicly accessible viewpoints, including footpaths and local roads, are located close to the proposed link road. Medium- and long-distance views are largely screened by topography, woodland, tree belts, and existing hedgerows. The majority of these viewpoints were assessed as having medium sensitivity, recognising the frequent use of local roads by pedestrians. Viewpoints along the A382 were considered to have Low sensitivity.

- 6.19. The assessment concluded that the consented link road would not result in any significant cumulative landscape or visual effects.
- 6.20. The proposed embedded mitigation measures to be incorporated into the overall design of the Houghton Barton site include:
- Existing boundary hedgerows and trees, aside from the site access, are to be retained, reinforced, and managed long-term, protecting the visual amenity and landscape character of the Lemon Valley and Ridges and Bovey Basin LCAs, while supporting protected species.
 - Structural landscaping, native trees, shrubs, additional planting, and orchard trees to be included in public open spaces and development areas to enhance integration and soften appearance of built form.
 - Landscape strategies to use native plant species typical of the Lemon Valley and Ridges and Bovey Basin LCA to improve the ecological and landscape value of the development's green infrastructure.
- 6.21. Initial comments from the Councils landscape officer highlighted concerns regarding changes to the road alignment at the junction of the A383 with Howton Lane which do not make adequate provision for a suitable boundary treatment. Amended plans were latterly reviewed by TDC's landscape consultant which confirmed the proposal is acceptable subject to conditions.
- 6.22. In accordance with the Teignbridge Local Plan 2013-33, the proposal aligns with Policy EN2A (Landscape Protection and Enhancement), which aims to ensure that development conserves and enhances the character of the locality while preserving landscape quality. The potential impacts and changes to the landscape are deemed to be outweighed by the significant social and economic benefits that the proposal would deliver, including the provision of housing and employment opportunities.

Transport and Highway Safety

- 6.23. Policy S1 of the Teignbridge Local Plan sets out a range of sustainable development criteria that require proposals to demonstrate accessibility by walking, cycling and public transport, particularly for key travel purposes such as employment, education, shopping and leisure. The policy also requires that developments do not result in harm to highway safety or lead to unacceptable levels of congestion, ensuring that the health, safety and amenity impacts of traffic associated with new development are appropriately considered.
- 6.24. Policy S9 of the Teignbridge Local Plan reinforces these principles through an integrated approach to transport and development, seeking to provide safe and sustainable transport choices that contribute to a low-carbon

economy and healthier communities. It requires that new development is located and designed to promote public transport, walking and cycling as modes of choice, minimise reliance on private cars, and reduce the need to travel overall.

- 6.25. The Newton Abbot Neighbourhood Plan further supports these objectives. Policy NANDP 2 seeks to secure high standards of design which ensure developments are well connected and accessible, while Policy NANDP 4 promotes the delivery of pedestrian and cycle infrastructure as integral components of new residential, industrial and commercial developments. Together, these policies provide a robust framework to ensure that proposals promote sustainable, safe and well-connected movement patterns, reduce car dependency, and support healthy, active and inclusive communities.
- 6.26. Access to the Link Road will be via an upgraded junction with the A383, incorporating a ghost island right turn and a proposed reduction in the speed limit to 40mph along this section, as supported by Devon County Council. Existing country lanes within the site will be closed to through traffic but retained for pedestrian and cycle use, with appropriate crossing facilities, including refuge islands and raised zebra crossings, provided to promote safe movement and assist with traffic calming.
- 6.27. Initial comments from the Highway Authority, queried the connection into the DCC part of the link road and the arrangements of driveways proposed to cross the active travel link.
- 6.28. The Highways Authority, have reviewed the additional information and amended plans and all matters requiring clarification have now been provided to overcome the holding objection. As such the proposal is considered to comply with policies S1 and S9 by encouraging walking cycling and public transport provisions and subject to conditions will not give rise to any highways safety implications.

Impact on Biodiversity

- 6.29. The following Policies in the Teignbridge Local Plan are relevant to assessing the biodiversity impacts of the development; WE11 (Green Infrastructure), EN8 (Biodiversity and Protection and Enhancement), EN9 Important habitats and features, EN10 European Wildlife sites, EN11 Legally Protected and Priority Species and EN12 Woodland Trees and Hedgerows.
- 6.30. Local Plan Policy NA1 Houghton Barton also includes requirements relevant to ecology, including specific measures for greater horseshoe bats and the South Hams Special Area of Conservation (SAC). The relevant policies to this application state that development of the NA1 allocation shall:

- 'Protect and positively enhance biodiversity habitats for greater horseshoe bats sustenance zones and flyways'. Furthermore,
- 'a bespoke Greater Horseshoe Bat mitigation plan for Houghton Barton must be submitted to and approved before planning permission will be granted. The plan must demonstrate how the site will be developed in order to sustain an adequate area of non-developed land as a functional part of the foraging area and flyway used by commuting Greater Horseshoe Bats associated with the South Hams SAC. The plan must demonstrate that there will be no adverse effect on the SAC alone or in combination with other plans or projects'

South Hams Special Area of Conservation and Greater Horseshoe Bats

- 6.31. The application site is within the Landscape Connectivity Zone (LCZ) identified for Greater Horseshoe Bats (GHB) that form the special interest of the South Hams SAC (Special Area of Conservation). GHBs are very light-averse (avoiding light levels above 0.5lux) and need to follow dark, linear landscape features (such as hedges) to navigate around the landscape.
- 6.32. Policy EN9 of the Local Plan states that development that would be likely to directly or indirectly harm internationally important sites including Special Areas of Conservation will not be permitted unless it meets criteria including public benefits which outweigh the harm, the benefits cannot be provided through an alternative less harmful location, losses are mitigated where possible, are unavoidable losses and fully compensated, and for international designation sites conservation status must be maintained. Policy EN11 seeks further protection of protected species and EN10 requires a habitat regulations assessment to avoid harm to sites which form the special interest of the South Hams SAC – Roosts, strategic flyways and sustenance zones.
- 6.33. The proposed development lies within the South Ham SAC – Greater Horseshoe Bat consultation zone. It is adjacent to the sustenance zone, associated with the Chudleigh Caves and Woods roost. There are two biological SSSIs within 2km of the site which are potentially affected by the proposal; Stover Park SSSI and River Lemon Valley Woods SSSI. There are a variety of non- statutory sites for nature conservation within 2km of the proposal.
- 6.34. Greater Horseshoe Bats (GHB) are among the rarest and most threatened bats in Europe. They are protected by designation of the South Hams SAC, which is a European Designated Site. Consideration of the proposed development on GHBs is relevant because the application site is comprised of habitats that have the potential to support greater horseshoe bat activity, which include cattle grazed pasture, rough and semi-natural grassland, woodland, veteran trees, scrub, watercourses, and a network of hedgerows.

Habitat Regulation Assessment

- 6.35. A Habitats Regulations Assessment (HRA) has been carried out by TDC in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended). The purpose is to assess the potential for likely significant effects on the South Hams Special Area of Conservation (SAC), particularly in relation to Greater Horseshoe Bats (GHB), a qualifying feature of the SAC.
- 6.36. Bat activity surveys undertaken between 2017 and 2022 recorded low but consistent GHB activity across Application A, including in the Phase 1 area. Higher activity levels were associated with certain hedgerows and field boundaries, many of which are proposed to be retained and buffered as part of the development. However, approximately 3.5km of hedgerows are proposed to be removed, including some that were previously identified in the NA1 DFP as important for bat movement. The Phase 1 development will also result in the loss of a mixture of arable and modified grassland fields, some of which offer potential for bat foraging, although overall the arable fields are considered of lower ecological value.
- 6.37. In response to these potential impacts, the applicants have submitted a suite of mitigation and avoidance measures, informed illustratively by a Greater Horseshoe Bat Mitigation Plan, a Landscape and Ecological Management Strategy, and a Landscape and Ecological Management Plan for Phase 1. Key mitigation measures contained within the HRA for the NA1 site include:
- Retention and enhancement of existing hedgerows, including buffering with 10m or 20m stand-offs in key areas to preserve commuting routes.
 - Creation of new bat flight corridors through native hedgerow and woodland planting, designed to replicate existing routes and provide connectivity across the site.
 - Provision of foraging habitat, including areas of wildflower-rich grassland and broadleaved woodland, particularly within retained green infrastructure areas and outside the built footprint.
 - Strict lighting controls, including a maximum of 0.5 lux along key corridors, use of low temperature lighting, and directional designs to avoid light spill onto habitats used by bats.
 - Phasing of development
 - Monitoring and management commitments, to be secured via the LEMP, to ensure the effectiveness of habitat creation and ongoing maintenance in perpetuity.
- 6.38. As a result, TDC, as competent authority, concludes that subject to the strict implementation of the mitigation measures outlined above, and their secured delivery through planning conditions and obligations, the proposed

development under will not adversely affect the integrity of the South Hams SAC, either alone or in combination with other plans or projects.

- 6.39. Natural England has not yet provided formal comments on the Habitats Regulations Assessment. Therefore, the recommendation to approve the application is made subject to Natural England's confirmation of support for the conclusions of the HRA. Conclusion of the HRA process will be delegated to the Head of Development Management.

Dormice

- 6.40. Hazel dormice are known to be present throughout the site, confirmed by surveys in 2020 and 2023. Breeding and resting places were recorded in numerous hedgerows, several of which will be removed (including H10, H11, H20, H28 and H47), or will be surrounded by development, increasing vulnerability to disturbance and predation. While some replacement woodland and scrub habitats are proposed, the capacity of these features to offset impacts is uncertain, particularly where habitat is close to built form or requires rotational management. The long-term viability of the dormouse population on site is therefore uncertain. A standard planning condition is proposed requiring that no works to dormouse-active hedgerows take place without a relevant Natural England licence, or confirmation that one is not needed. This will ensure that the development complies with the Conservation of Habitats and Species Regulations 2017 (as amended), and that dormouse impacts are appropriately controlled under a phased licensing approach.

Lemon Valley SSSI

- 6.41. Natural England has identified the potential for hydrological impacts to the River Lemon Valley Woods Site of Special Scientific Interest (SSSI). While no objection is raised, this is contingent upon the implementation of mitigation measures including pollution prevention, drainage design, and a Construction Environmental Management Plan. A Construction Ecological Management Plan (CEcoMP) is requested by planning condition is recommended to secure and ensure protection of the SSSI's ecological interest during construction.

Biodiversity Net Gain

- 6.42. As the application was submitted prior to the implementation of statutory mandatory Biodiversity Net Gain requirements, the approach is voluntary.
- 6.43. The development has been assessed in accordance with Local Plan policies EN9, EN10, EN11 and NA1. Subject to Natural England's support for the HRA and the implementation of mitigation secured by condition, no adverse effect on the integrity of the South Hams SAC is anticipated. Measures are also in place to address impacts on other protected species.

Drainage and Flood Risk

- 6.46. Policy EN4 of the Local Plan seeks to steer new development towards areas of lowest flood risk, giving priority to sites within Flood Zone 1. Development in Flood Zones 2 and 3 may be permitted only where no suitable alternatives exist and where the proposal can demonstrate sustainability or regeneration benefits, subject to the sequential test.
- 6.47. The Environment Agency (EA) reviewed the submitted Flood Risk Assessment (FRA) and identified an error in FRA EIA Appendix 9.1b, which incorrectly states that the entire site lies within Flood Zone 1. In reality, sections of the A383 Ashburton Road and the culvert associated with the River Lemon Tributary fall within Flood Zones 2 and 3. The EA raised additional concerns regarding flood storage compensation, culvert design, and potential risks from contaminated land.
- 6.48. Following the submission of an FRA addendum, the EA has confirmed that the revised proposal is acceptable, subject to the imposition of planning conditions.
- 6.49. Policy EN4 also requires consideration of water supply, foul drainage, and the integration of sustainable drainage systems (SuDS) where practicable. Proposals must avoid adverse environmental impacts, including pollution from inadequate water management infrastructure.
- 6.50. The Lead Local Flood Authority (LLFA) also initially objected to the application. However, following the receipt of additional information, the LLFA has withdrawn its objection, subject to conditions securing detailed drainage designs and ongoing watercourse management. As such the proposal is considered to comply with Local Plan policy EN4.

Heritage and Conservation

- 6.44. Policy EN5 seeks to protect and enhance the area's heritage and therefore development proposals must take into account the significance, character and setting of any affected heritage assets and also requires the consideration of potential archaeological assets. In addition, criterion 'I' of Policy NA1 also requires the proposal to protect the long-term use and setting of the listed buildings at Seale Hayne.

Listed Buildings

- 6.45. There are no designated heritage assets within the application site boundary. However, the following designated heritage assets are located within 1km of the application site:
- Seale Hayne is Grade II Listed Building located approximately 650 metres north of the application site boundary

- Howton Farmhouse is a Grade II Listed Building located east of Howton Road and is approximately 410 metres north of the application site boundary
- A Grade II Listed Barn, 30 metres south east of Howton Lane and approximately 390 metres north of the application site boundary.
- Ingson Mill House is a Grade II Listed Building, located south of Ashburton Road and is approximately 450 metres from the application site boundary.

Seale Hayne (Grade II, List Entry 1380155)

- 6.46. Seale Hayne is a prominent former agricultural college built circa 1910, noted for its Edwardian architectural style and historic associations, including its use as a First World War hospital. The building is located approximately 150 metres north of the application boundary.
- 6.47. The significance of Seale Hayne lies primarily in its architectural form and its historic role in early 20th-century agricultural education. While the wider rural setting may historically have contributed to its context, the southern boundary of the campus is now visually and physically enclosed by mature woodland planting, severely limiting intervisibility with the application site. Glimpsed views of the tower are possible from some higher points within the site, although these are incidental and not part of any designed or significant view.
- 6.48. The development would introduce new built form into the wider rural landscape historically associated with the college. Resident representations have been submitted regarding the safeguarding of Seale Hayne and its setting, however, design mitigation, including the provision of open space in key view corridors, seeks to retain limited glimpsed views. The Heritage and Archaeology chapter of the Environmental Statement, concludes that this would result in a negligible change to the building's significance, equating to a minor adverse effect.
- 6.49. Several derelict buildings within the northern part of the site are identified as potentially curtilage-listed structures associated with the former Seale Hayne complex. These buildings are of low architectural and historic interest, and no demolition is proposed at this stage.

Houghton and Barn at Houghton (Grade II, List Entries 1256909 and 1256918)

- 6.50. The farmhouse at Houghton and its associated barn lie close to the centre of the site and are considered to be of high importance due to their architectural and historic value, with origins dating from the 17th to 19th centuries.
- 6.51. In terms of setting, the contribution of the surrounding farmland to their significance is limited but not negligible, reflecting historic functional relationships. The proposal includes design mitigation in the form of

green buffers and open space around the buildings to preserve their immediate rural context.

- 6.52. Despite this, the proposals will result in a negligible change to their setting, equating to a minor adverse effect on both assets. To further safeguard the buildings during construction, a Construction Environmental Management Plan (CEMP) is proposed to avoid potential damage from construction traffic, particularly as Houghton sits close to a narrow lane.

Ingsdon Mill (Grade II, List Entry 1240636)

- 6.53. Located approximately 40 metres southwest of the application boundary, Ingsdon Mill is a former rural mill complex dating from the 18th/19th century. It derives significance from its architectural interest and representation of rural industry.
- 6.54. The proposed development will not include built form in the immediate setting of the mill, as all development is confined to the north of the A383, and intervening land is to be retained as open space. As such, the development will result in no change to its significance, and the effect is assessed within the ES as neutral.
- 6.55. The heritage impacts of the application have been assessed as 'less than substantial harm', and design mitigation will reduce effects as far as reasonably possible. When balanced against the clear and substantial public benefits, in particular the delivery of housing, affordable homes, economic development, infrastructure, and social and environmental gains, it is considered that the public benefits (as expanded on below as part of the planning balance) clearly outweigh the limited heritage harm, in accordance with paragraph 202 of the NPPF.

Archaeology

- 6.56. In terms of archaeological impact the application site is situated within a rich historic landscape and the extent of finds and sites of both prehistoric and historic dates demonstrates a high potential for further, unknown archaeological remains to exist within the application site. Devon County Council's Historic Environment Team advises that the western part of the site contains a second-century AD ditched enclosure identified through previous archaeological investigations. While the asset is not of sufficient significance to require preservation in situ, its loss should be mitigated through a programme of archaeological work. There is also potential for archaeological remains along the proposed link road.
- 6.57. To address this, the Historic Environment Team recommends that development be subject to a condition requiring the submission and approval of a Written Scheme of Investigation (WSI), setting out a

programme of archaeological mitigation. This approach is consistent with the National Planning Policy Framework (2023) and Teignbridge Local Plan Policy EN5. Subject to the inclusion of standard archaeological conditions, no objection is raised.

- 6.58. The proposal is therefore considered to accord with Policy EN5 of the Local Plan and Policy NANDP11 of the Newton Abbot Neighbourhood Development Plan.

Residential Amenity – Pollution

- 6.59. The Teignbridge Local Plan 2013-33 Policies S1 (Sustainable development) and S11 (Pollution) address noise. Policy S1 states that health, safety and environmental effects of noise and other forms of pollution must be considered and be used as a performance criterion for development. Policy S11, looks to reduce, where possible through planning and other legislation, the impacts of noise, air, water, light, land and other forms of pollution. Part of this policy is to take actions to reduce pollution levels in areas of concern and to guide development and infrastructure provision to seek improvements in pollution levels and mitigate potential impacts on residential amenity.
- 6.60. Air Quality: The revised road alignment has been subject to a comparative noise assessment, which confirms that the realignment will reduce noise levels at Mead Farm and properties on Howton Lane by 4-5dB, which is considered a medium beneficial effect in the short term and a low beneficial effect in the long term. Small increases in noise of less than 1dB are predicted at properties on the western edge of Hele Park, which are considered negligible and not significant.
- 6.61. Construction noise levels are anticipated to be lower than those assessed for the already consented link road, with predicted levels at the closest receptor (4 Farleigh) reduced to 58dB LAeq. While vibratory compaction near certain sensitive receptors may temporarily generate vibration levels approaching 1mm/s, these will be brief and localised, and will not exceed thresholds that would give rise to significant concern.
- 6.62. The site is located close to the Newton Abbot Air Quality Management Area (AQMA), designated due to exceedances of nitrogen dioxide (NO₂). The proposed development will generate changes in local vehicle flows and will introduce new residential receptors close to existing transport routes and Ringslade Quarry. While the potential for exposure to NO₂ and particulate matter (PM₁₀ and PM_{2.5}) exists, the alignment of the proposed link road has been revised to provide greater stand-off distances from existing and proposed properties—exceeding 100m in most locations. This represents a considerable improvement over the previously consented scheme.

- 6.63. Construction-related impacts from dust and PM₁₀ are also anticipated to be minimal and temporary, with standard construction environmental management measures proposed to control emissions. No significant odour sources have been identified other than Seale Hayle Farm, which is under the Applicant's control and where mitigation can be implemented if required.
- 6.64. The submitted assessments demonstrate that the proposals will not generate pollutant levels that would necessitate the declaration of an additional AQMA, nor worsen conditions within the existing AQMA. The Council's Environmental Health Officer (EHO) raises no objection and has recommended no specific conditions.
- 6.65. Noise and Vibration: The revised road alignment has been subject to a comparative noise assessment, which confirms that the realignment will reduce noise levels at Mead Farm and properties on Howton Lane by 4-5dB, which is considered a medium beneficial effect in the short term and a low beneficial effect in the long term. Small increases in noise of less than 1dB are predicted at properties on the western edge of Hele Park, which are considered negligible and not significant.
- 6.66. Construction noise levels are anticipated to be lower than those assessed for the already consented link road, with predicted levels at the closest receptor (4 Farleigh) reduced to 58dB LAeq. While vibratory compaction near certain sensitive receptors may temporarily generate vibration levels approaching 1mm/s, these will be brief and localised, and will not exceed thresholds that would give rise to significant concern.
- 6.67. Artificial Light: The proposed lighting strategy has been designed in accordance with BS 5489 and Devon County Council specifications. Luminaires will have good photometric control and be positioned to minimise light spill, glare, and sky glow. LED luminaires with warm white colour temperatures will be used in sensitive ecological areas, and part-night lighting regimes are proposed for residential streets to reduce lighting impacts. Construction lighting will be carefully managed, including through restricted working hours, use of PIR-activated lights, and buffer distances from ecological features.
- 6.68. These measures are expected to limit any residual lighting effects during the construction phase to minor adverse, with no significant impacts predicted during the operational phase.
- 6.69. The submitted assessments confirm that the proposed development will not result in significant adverse effects from air quality, noise, vibration, or artificial light, and incorporates embedded design features and mitigation measures that represent an improvement over the consented scheme in some areas. The proposal is therefore consistent with Policies S1 and S11 of the Teignbridge Local Plan 2013-33 and align with the

requirements of Paragraph 198 of the NPPF. The Council's Environmental Health Officer raises no objection, confirming the adequacy of the assessments and the acceptability of the development in relation to pollution.

Planning Balance

- 6.73. The proposed development comprises the remainder of the A382– A383 link road, which is a key piece of strategic infrastructure identified in the adopted Teignbridge Local Plan 2013–2033 under Policy NA1 (Houghton Barton). The link road is essential to unlocking sustainable growth in Newton Abbot and enabling the delivery of the NA1 mixed-use neighbourhood, which includes supporting up to 1,800 new homes, employment land, education, and community facilities. It is a long-established infrastructure priority supported by the Local Plan, the NA1 Development Framework Plan (SPD), and Policies S5, S9 and S14.
- 6.74. It is acknowledged that two outstanding objections remain from consultees, relating to climate change and cirl bunting mitigation. However, the request for additional climate change information, such as a whole lifecycle carbon assessment, relies on emerging policies which are not yet adopted and therefore cannot be given full weight in the decision-making process. In relation to cirl bunting mitigation, the requested financial contribution cannot be lawfully secured, as there is currently no established strategy from the RSPB to demonstrate that the request meets the legal tests set out in Regulation 122 of the Community Infrastructure Levy (CIL) Regulations.
- 6.75. However, in considering the planning balance the proposal offers a wide range of significant public benefits, including:
- Strategic Infrastructure Delivery: Completion of a vital transport link between the A382 and A383, relieving pressure on local roads (notably through Highweek), improving highway capacity, and supporting the delivery of the wider Houghton Barton allocation.
 - Support for Housing and Growth: The road directly facilitates the delivery of new homes, including affordable housing, jobs, and community services, in a location identified and tested through the Local Plan process.
 - Sustainable Transport Provision: The scheme includes bus priority measures, new footways, cycling infrastructure, and safe crossing points, promoting modal shift and contributing to a healthier, low-carbon transport network in line with Policies S1, S9 and the Newton Abbot Neighbourhood Plan.
 - Ecological Safeguards: A detailed Habitat Regulations Assessment has been undertaken, and a robust suite of mitigation measures is proposed to protect Greater Horseshoe Bats and other protected species. Subject to conditions, the Council concludes there will be no adverse effect on the integrity of the South Hams SAC.

- Amenity Enhancements: The revised road alignment provides greater separation from existing homes, reducing predicted noise and air quality impacts. A modern lighting strategy and pollution control measures ensure minimal disruption during construction and operation.
- 6.76 In the overall planning balance, the benefits of the proposal are substantial and strategic in scale. The link road is essential to the delivery of a sustainable new community, housing growth, and improved infrastructure for Newton Abbot. The adverse impacts identified are limited, localised, and have been appropriately mitigated or are justified in light of the development plan strategy.
- 6.78 The development therefore represents sustainable growth in accordance with the NPPF, and the public benefits demonstrably outweigh any limited harm. Approval is therefore recommended, subject to conditions.

7. PLANNING POLICY

Teignbridge Local Plan 2013-2033

- S1A (Presumption in favour of Sustainable Development)
- S1 (Sustainable Development Criteria)
- S2 (Quality Development)
- S4 (Land for New Homes)
- S6 (Resilience)
- S7 (Carbon Emission Targets)
- S9 (Sustainable Transport)
- S14 (Newton Abbot)
- S21A (Settlement Limits)
- S23 (Neighbourhood Plans)
- WE1 (Housing Plan, Monitor and Manage)
- WE2 (Affordable Housing Site Targets)
- WE4 (Inclusive Design and Layout)
- WE11 (Green Infrastructure)
- EN2A (Landscape Protection and Enhancement)
- EN3 (Carbon Reduction Plans)
- EN5 (Heritage Assets)
- EN4 (Flood Risk)
- EN7 (Contaminated Land)
- EN8 (Biodiversity Protection and Enhancement)
- EN9 (Important Habitats and Features)
- EN10 (European Wildlife Sites)
- EN11 (Legally Protected and Priority Species)
- EN12 (Woodlands, Trees and Hedgerows)
- NA1 (Houghton Barton)

NEWTON ABBOT

- NA1 Houghton Barton

Newton Abbot Neighbourhood Plan

- NANDP2 Quality of Design
- NANDP3 Natural Environment and Biodiversity
- NANDP4 Provision of Cycle /Walkways
- NANDP11 Protection of Designated and non-designated Heritage Asset

Supplementary Planning Documents

- Devon Waste Plan
- Devon Minerals Plan
- NA1 Development Framework Plan

Proposed Submission Local Plan 2020-2040

The Draft Local Plan, currently at Examination and therefore policies are not fully adopted. Only policies relevant are listed:

- GP1: Sustainable Development
- GP3: Settlement Limits and the Countryside
- GP6A: Open Space and Recreation Facilities
- CC1: Resilience
- CC2: Energy and Carbon Statements
- CC3: Electric Vehicle Infrastructure
- CC4: Sustainable Transport
- CC5: Renewable and Low Carbon Energy Generation
- DW1: Quality Development
- DW2: Development Principles
- DW3: Design Standards
- EC1: Business Development
- EC5: Working from Home
- EC8: High Speed Digital Networks
- H3: Affordable Housing Controls
- H5: Homes Suitable for all
- H6: Custom Build
- H9: Local Connection Test and Cascade
- H12: Residential Amenity
- EN1: Setting of Settlements
- EN4: Landscape Protection and Enhancement
- EN6: Flood Risk and Water Quality
- EN7: Air Quality
- EN8: Light Pollution

- EN9: Contaminated Land/ Land Instability
- EN10: Biodiversity and Geodiversity
- EN11: Important Habitats and Features
- EN12: Legally Protected and Priority Species
- EN13: European Wildlife Sites
- EN15: South Hams SAC
- EN16: Trees, Hedges and Woodlands
- EN17: Heritage Assets

8. CONSULTEES

Devon County Council Highways	No objection – subject to condition
Objection is withdrawn further to the applicant providing additional information and subject to compliance with highways conditions and approved plans.	

Devon County Council LLFA	No objection – subject to condition
Objection is withdrawn further to the applicant providing additional information summarised in the “Summary of additional information” document, dated 4 th July 2025, and subject to compliance with surface water and watercourse conditions outlined in section 2 of this report.	

Environment Agency	No objection – Subject to condition
Details requested by condition for flood storage compensation, culvert design, site investigation and remediation and unsuspected contamination.	

Natural England	No objection – Subject to HRA approval and below condition
In order to mitigate adverse effects upon the River Lemon Valley Woods SSSI, pollution prevention measures are to be adopted and contained within construction drainage strategy, construction environmental management plan, CEMP, drainage design, Construction Ecological Management Plan and watercourse monitoring condition.	

Biodiversity	Objection
Objection regarding the lack of financial contribution towards cirl bunting mitigation. The contribution was challenged by the applicant on the grounds that it	

relied on outdated survey data and did not meet the legal tests for planning obligations under Section 106.

In response, Teignbridge District Council consulted the RSPB to clarify the evidence base and intended use of the contribution. It was confirmed that no secured strategy currently exists for spending the money, largely due to uncertainties around land acquisition for off-site mitigation. As a result, the contribution cannot be lawfully pursued, as per CIL regulation 122.

Environmental Health – Contaminated Land	No objection – Subject to condition
<u>Unsuspected contamination Condition</u> If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted to, and obtained written approval from the Local Planning Authority for an investigation and risk assessment and, where necessary, a remediation strategy and verification plan detailing how this unsuspected contamination shall be dealt with. Development shall not thereafter proceed unless in strict accordance with the measures identified in the approved remediation strategy and verification plan. Prior to occupation to occupation of any part of the permitted development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority.	

Climate Change	Objection
The Climate Change Officer requested details on embodied carbon and a Whole Lifecycle Carbon Assessment, with reference to GP1 of the emerging Local Plan. The officer advises the application site should comply with emerging local plan policy GP1.	
Officer Response: This approach is not agreed to by officers as the policy is afforded only medium weight, as there is a moderate level of unresolved objections. In this case, the NPPF does not outline a specific requirement for embodied carbon to be minimised. Additionally the applicant has submitted a carbon reduction plan in accordance with policy EN3 of the adopted local plan	

Environmental Health - Air Quality	No objection
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HSE	No objection
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Wales & West Utilities	No objection
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Tree Officer	No objection
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Highways England	No objection
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Devon County Council Minerals	No objection
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TDC Waste	No objection
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Police - Designing Out Crime	No objection
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Historic England	No objection
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South West Water	No objection
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Landscape Consultant/Officer	No objection
Initial comments sought the realignment of the link road to sufficient landscaping at the Ashburton Road junction	
Officer Comment: The previous objection in relation to the Ashburton Road junction is considered to be overcome through the submission of amended plans and the proposal for the link road is considered to be acceptable subject to condition	

Active Travel England	Deferral
Concerns raised regarding; parking controls, ghost island junction, high A383 speed limit, shared routes, infrastructure for pedestrians and cyclists and traffic calming.	
<p>Officer Comment:</p> <p>Since 1 June 2023, Active Travel England has been a statutory consultee on planning applications involving either 150 or more dwellings or buildings with an internal floor area of 7,500m² or more.</p> <p>However, as set out in The Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2023, Article 1(4), this statutory consultee status only applies to planning applications submitted on or after 1 June 2023. As this application was submitted prior to that date, any comments from Active Travel England fall outside the statutory remit and are not given weight in the formal assessment.</p> <p>Notwithstanding, the applicant has engaged proactively with Devon County Council Highways throughout the application process, including consultation with their Active Travel team, who have raised no objection to the proposal.</p>	

9. REPRESENTATIONS

A total of 4 representation were made objecting over the three rounds of public consultation in 2020, 2024 and 2025.

The representations are summarised and responded to below:

1. Traffic, Highways and Access

- o Existing heavy traffic and HGV movement along the A383 is already disruptive; further development will exacerbate congestion and noise.
- o Lack of footpaths and bus stops near Oak View estate; unlike previous phases.
- o Concerns regarding access changes to Howton Road, including unclear bollard positioning and impact on vehicle manoeuvrability, emergency access, and general accessibility to A382 and A383.

Officer Response:

The scheme includes improvements to public transport infrastructure, footways cycle and public transport connectivity. The final design and implementation of access arrangements, including bollards and turning facilities on Howton Road, will be subject to detailed highway design and secured under Section 278 agreements. The Local Highway Authority has reviewed the proposals and raised no objection, subject to conditions.

2. Landscape, Visual Impact, and Urbanisation

- Loss of countryside views and rural setting, especially valued by residents on the edge of the development (e.g. Oak View estate).
- The development is perceived as urban sprawl, merging Newton Abbot with the A38 corridor and encroaching toward Dartmoor.
- Degradation of an area perceived as having natural beauty and ecological sensitivity.

Officer Response:

Landscape and Visual Impact Assessment has informed the development proposal, ensuring retention and reinforcement of key landscape features. The scheme also includes structural landscaping, green buffers. The principle of development has been established through the NA1 allocation, and the proposal is consistent with Local Plan strategy.

3. Agricultural Land and Food Security

- Permanent loss of high-quality agricultural land (ALC Grades 2 and 3a) that contributes to local food production.
- Concerns over food security and conflict with national strategies (e.g. Labour manifesto and DEFRA's self-sufficiency targets).
- Reference to the historic agricultural role of Seale Hayne and potential for regenerative farming on-site.

Officer Response:

The loss of agricultural land is acknowledged but is justified in light of the strategic importance of delivering housing and infrastructure on allocated land. The NA1 allocation was subject to strategic assessments, including agricultural land classification, at plan-making stage. The public benefits of delivering the link road, along with the other benefits associated with the NA1 allocation outweigh the loss of agricultural land in this location.

4. Biodiversity, Trees and Ecology

- Loss of mature oaks and hedgerows, including those within an Area Tree Preservation Order (TPO).
- Tree valuation (e.g. CAVAT) and carbon sequestration values not assessed.
- Negative impact on wildlife, habitats and biodiversity corridors.

Officer Response:

The application has been accompanied by a comprehensive Environmental Statement, with supporting documents relating to ecological enhancements and protections. Outside of the lack of contribution for curl bunting, the biodiversity officer has raised no objections to the proposal and has submitted a

Habitat Regulation Assessment to Natural England with a positive outcome. Any approval would be subject to a suite of mitigation measures to be secured by planning condition and on balance the biodiversity impacts are considered acceptable

5. Drainage and Flood Risk

- Concerns about water attenuation, flood risk and potential downstream impacts.
- Reference to unresolved objections from the Environment Agency and flooding constraints near the A383.

Officer Response:

A Flood Risk Assessment and Drainage Strategy have been submitted and reviewed by the Lead Local Flood Authority and the Environment Agency. No objections have been maintained subject to conditions.

6. Character and Heritage

- Concerns about harm to setting of heritage assets, including Seale Hayne and other listed buildings.
- Development perceived to be suburban in form and unsympathetic to the rural setting.

Officer Response:

The Environmental Statement includes assessments regarding Heritage assets.

The proposal respects the setting of Seale Hayne, Ingsdon Mill, and other listed buildings, with landscape buffers and sensitive layout proposed.⁷

7. Climate Change and Energy

- Climate Change Officer objects to failure to meet policy targets for carbon reduction and energy efficiency.

Officer Response:

As per adopted planning policy EN3, the applicant has submitted a carbon reduction plan for the site. Requests for embodied carbon reports and whole life cycle information are required by emerging local plan policies and are afforded limited weight.

8. Infrastructure and Viability

- Concerns about viability of delivering the link road without the Bradmore allocation (GC13), which is not yet adopted.
- South West Water indicates significant work is required for water and sewerage upgrades.

Officer Response:

The applicant has committed to infrastructure delivery secured via a Section 106 Agreement (20/00585). Phasing will align with delivery of road infrastructure and strategic utilities. South West Water has been consulted and raised no objection subject to coordination of works.

9. Healthcare and Community Facilities

- Local healthcare capacity is already stretched; NHS S106 requests remain unresolved.

Officer Response:

Contributions to healthcare infrastructure are included within the heads of terms against application 20/00585. The Council is liaising with the NHS Integrated Care Board to secure an appropriate level of funding based on population growth projections.

10. Consultation and Statement of Community Involvement (SCI)

- Inadequate consultation since 2018 and poor accessibility of technical documents.
- Criticism that consultation events were infrequent, limited in scope, and failed to comply with SCI guidance.

Officer Response:

The application has been subject to statutory consultation requirements and the SCI. Over 600 documents have been made publicly available on the planning portal and there have been three round of public consultation between 2020 and 2025.

10. TOWN/ PARISH COUNCIL COMMENTS

Newton Abbot Town Council	Objection
Officer Comment: Members provide that the application inadequately addresses highways infrastructure concerns, with poor site access and insufficient safety measures. Key issues include the need to reduce the national speed limit before the site, safety risks at the Seale Hayne junction, and a preference for a roundabout over a right-hand turn to support road safety and align with Vision Zero and DCC HATOC objectives. The application has been considered by the Highways Authority who confirm that the proposal does not present a risk to Highways safety. The link road will be subject to a speed reduction and does not form part of the junction with Seale Hayne.	
Ilminster Parish Council	

Officer Comment: The Parish Council request the road is built ahead of any other development. Phase 1 of the road will be built by the end of Phase 1 and the remaining part of the link road will be completed by the 386th dwelling. The Highways Authority have agreed to the phasing approach and this will be secured by condition and s106 agreement against the 20/00585 application

11. COMMUNITY INFRASTRUCTURE LEVY

The application is not CIL liable

12. HUMAN RIGHTS ACT

The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.