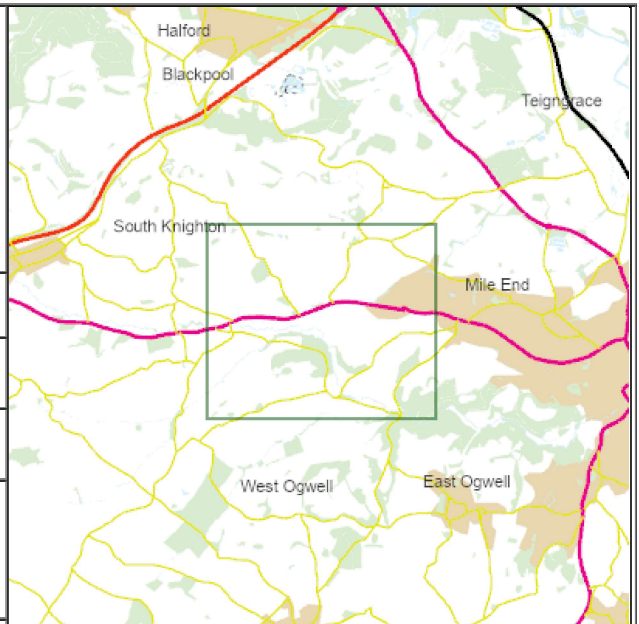


Planning Committee Report

Chair: Cllr Suzanne Sanders

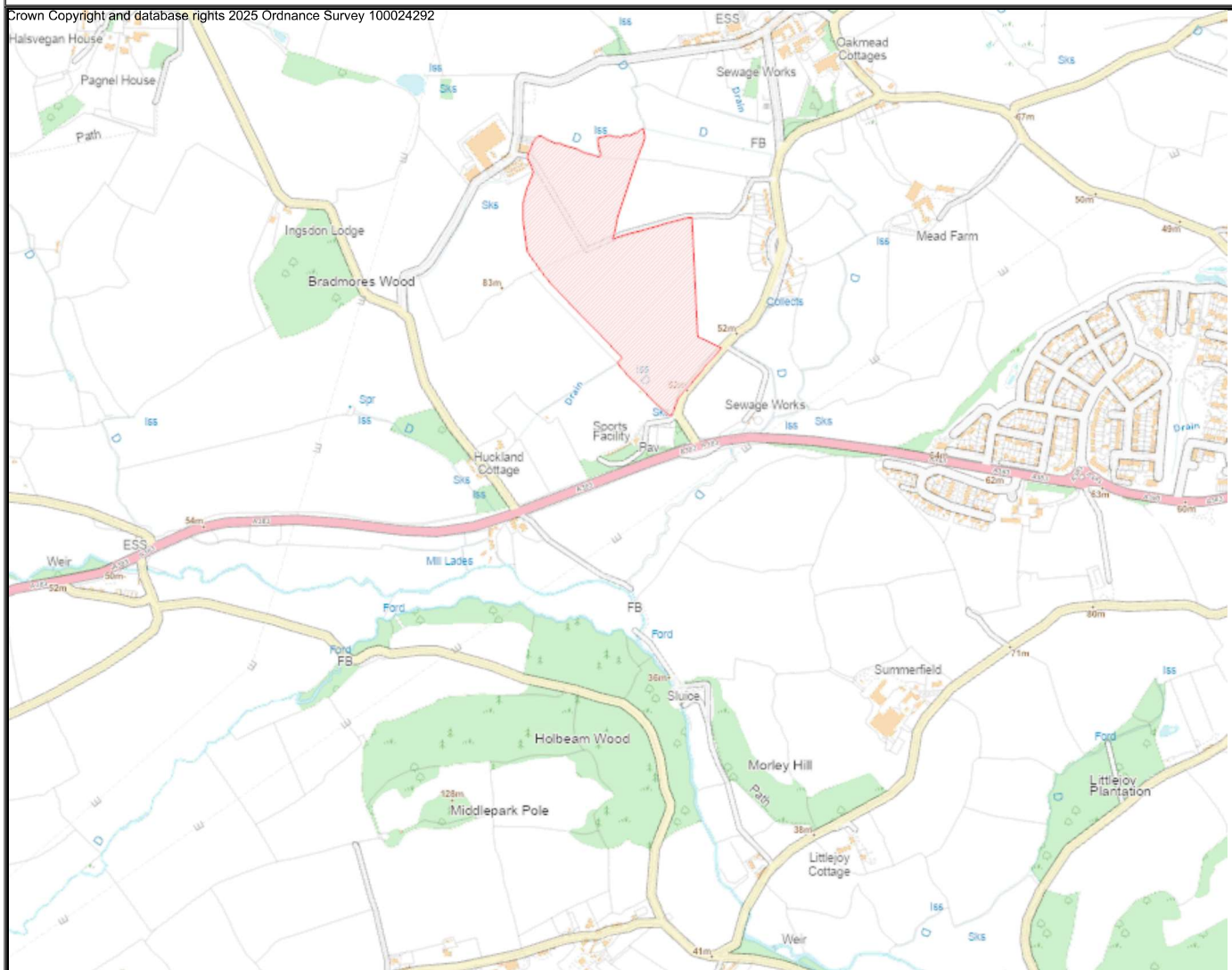
Date	22 July 2025
Case Officer	Kayleigh Williams
Location	Land West Of Houghton Barton Newton Abbot Devon
Proposal	Outline planning application for up to 250 dwellings (C3), including open space and site preparation, other associated works and infrastructure (all matters reserved)
Applicant	Clarence Developments Ltd
Ward	Bradley
Member(s)	Cllr Philip Bullivant, Cllr Richard Buscombe
Reference	20/00586/MAJ



[Online Details and Documents](#)

RECOMMENDATION: PERMISSION GRANTED

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1. REASON OF REPORT

The application represents a departure from the policies of the Development Plan.

2. RECOMMENDATION

DELEGATE AUTHORITY TO THE HEAD OF DEVELOPMENT MANAGEMENT TO GRANT PERMISSION subject to completion of a Section 106 agreement to secure:

- 20% Affordable Housing
- 5% Custom Self Build

And the following conditions and any additional conditions or mitigation required through the Habitats Regulation Assessment consultation with Natural England:

1. Reserved Matters:

Details of the appearance, layout, scale and landscaping (hereinafter called "the reserved matters") for each phase shall be submitted to and approved in writing by the local planning authority before any development takes place on the relevant phase and the development shall be carried out as approved.

REASON: *To enable full and proper consideration of the proposed development.*

2. Reserved Matters – Time Limit

Applications for approval of the first reserved matter(s) shall be made to the local planning authority not later than 7 years from the date of this permission. Applications for approval of all of the reserved matters shall be made to the local planning not later than 10 years from the date of this permission.

REASON: *In accordance with Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.*

3. Reserved Matters - Implementation

The development hereby permitted shall be begun before the expiry of two years from the date of the last of the reserved matters to be approved.

REASON: *In accordance with Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.*

4. Approved Outline Plans

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

Document Name	Document Reference	Revision
Site Location Plan - App B	27412 BL-M-04	A

Movement Plan Land West of Houghton Barton	BL-M-04	D
Combined Movement Plan	BL-M-04	D
Surface Water Drainage Strategy Plan	PL - 500	B
Foul Water Drainage Strategy Plan	PL - 501	A
Foul Water Network Design	31/10/2023	
Surface Water Network Design	31/10/2023	
Combined Land Use & Access Parameter Plan	9631	D
Combined Scale Parameter Plan	9633	B
Combined Green Infrastructure Framework Parameter Plan	9632	D
Sheet 1 of 2	04878 TRRP App B	
Sheet 2 of 2	04878 TRRP App B	
Tree Survey - Combined App A and B	4878	
Arboricultural Impact Assessment Report	04878 AIA APPLICATION B	
Transport Assessment	WE04518/TA01	0.2
Transport Assessment Addendum	B05403/TA02	
Transport Statement	WE04518/TS01	2
Transport Statement Addendum	7869-BTS01	2.0
Framework Travel Plan	7869-FTP01	0.2
LLFA Additional Info Summary	2025032	
Appendix 9.1b - Flood Risk Assessment & Drainage Strategy (App B)	E06328-CLK-XX-XX-RP-FH-0001	P2
Appendix 15.2 - Whole Life Carbon Report	SOL_23_S135_RED	V2
Appendix 15.3 - Sustainability Statement	SOL_23_S135_RED	V3
Appendix 15.4 - Site-Wide Energy Statement		

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

5. Phasing

As part of the first application for the approval of reserved matters, a detailed phasing plan shall be submitted to and approved in writing by the local planning authority. The phasing plan shall specify the proposed timing for the delivery of the areas of public open space/green infrastructure on each phase as well as the construction programme for the housing (including self or custom build housing) and other built elements of the development. The development hereby approved shall be carried out in accordance with the approved phasing plan.

REASON: *To ensure suitable phasing of the development.*

6. Design Code

As part of any reserved matters application in relation to any phase, a Masterplan, together with design principles, shall be submitted to and approved in writing by the Local Planning Authority. The Masterplan and Design Code shall be formulated broadly in accordance with the submitted Design and Access Statement and Illustrative Masterplan and shall include the following details:

- (a) The proposed movement network delineating the primary, secondary and tertiary streets and pedestrian and cycleway connections, setting out the approach to estate design, treatment of non-vehicular routes and car and cycle parking including connection into the existing pedestrian and cycleway routes.
- (b) The proposed layout use and function of all open space within the development.
- (c) The approach to and design principles applied to car parking (on street and offstreet).
- (d) Phased layout principles to include urban structure, form and layout of the built environment, building heights, densities, legibility, means of enclosure, key gateways, landmark buildings, key frontages and key groups
- (e) The design approach for areas within the public realm including landscaping and hard surface treatments, lighting, street trees, boundary treatments, street furniture and play equipment and footpaths
- (f) Servicing, including utilities, design for the storage and collection of waste and recyclable materials.
- (g) External materials, to include a palette of wall and roof finishes, windows, doors, porches, heads, cills, chimneys, eaves and verges and rainwater goods.
- (h) The design principles that will be applied to the development to encourage security and community safety.

Thereafter any application for the approval of reserved matters shall comply with the approved Design Code.

REASON: To secure a coordinated, high-quality and well-designed development in line with approved design principles and planning policy.

7. Written Scheme of Investigation

No development shall take place 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.*

8. Written Scheme of Investigation Results

The development shall not be occupied 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 maybe affected by the development.*

9. Affordable/Self Build Housing

Prior to commencement of each residential phase, a scheme detailing the location, type, tenure and phasing of affordable/self build housing shall be submitted to and approved in writing by the Local Planning Authority.

REASON: *To ensure affordable and self-build housing is appropriately integrated to each phase.*

PRE-COMMENCEMENT REASON: *To ensure affordable and self-build housing are properly planned and secured at the outset, as they may influence the layout, design, and infrastructure of each phase.*

10. Foul Water

No building in any phase shall be occupied until works for the disposal of foul sewage from that phase have been provided, in accordance with details first submitted to and approved in writing by the Local Planning Authority.

REASON: *In order to secure a satisfactory standard of development*

11. Surface Water

Prior to or as part of the Reserved Matters, the following information shall be submitted to and approved in writing by the Local Planning Authority:

- (a) Soakaway test results in accordance with BRE 365, groundwater monitoring results in line with our DCC groundwater monitoring policy and evidence that there is a low risk of groundwater re-emergence downslope of the site from any proposed soakaways or infiltration basins.
- (b) A detailed drainage design based upon the approved Flood Risk Assessment and Drainage Strategy and the results of the information submitted in relation to (a) above.

- (c) Detailed proposals for the management of surface water and silt run-off from the site during construction of the development hereby permitted.
- (d) Proposals for the adoption and maintenance of the permanent surface water drainage system.
- (e) A plan indicating how exceedance flows will be safely managed at the site.
- (f) If required, evidence there is agreement in principle from the landowner/DCC highways/SWW.
- (g) Where required, a detailed assessment of the condition and capacity of any existing surface water drainage system/watercourse/culvert that will be affected by the proposals. The assessment should identify and commit to, any repair and/or improvement works to secure the proper function of the surface water drainage receptor.

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

12. 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 the protection of nearby watercourses from potential pollution, sedimentation, and hydrological impacts during the construction and operational phases of the development, and to safeguard local biodiversity and water quality.

13. Method of Construction Statement

As part of the Reserved Matters application a Method of Construction Statement shall be submitted and approved in writing by the Local Planning Authority. Details to include the following:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials

- (c) storage of plant and materials
- (d) programme of works (including measures for traffic management)
- (e) provision of boundary hoarding behind any visibility zones shall be submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction period.

REASON: *To ensure that the development does not prejudice highway safety nor cause inconvenience to other highway users.*

14. Construction Environmental Management Plan (Biodiversity)

Prior to or as part of all reserved matters application a Construction Environmental Management Plan (CEMP: Biodiversity) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP (Biodiversity) shall include the following:

- Risk assessment of potentially damaging construction activities
- Identification of “biodiversity protection zones”
- 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)
- The location and timing of sensitive works to avoid harm to biodiversity features
- The times during construction when specialist ecologists need to be present on-site to oversee works.
- Responsible persons and lines of communication
- The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person
- 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

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 in accordance with Local Plan policies EN8 and EN9, paragraphs 187 and 193 of the NPPF and relevant biodiversity legislation*

15. Barn Owl Box

As part of, or prior to, the submission of any reserved matters application, a scheme for the installation of at least one barn owl nesting box shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the design, location, mounting method, timing of installation, and future retention/maintenance responsibilities.

The barn owl box shall be installed in accordance with the approved details prior to the occupation of the first dwelling (or other agreed trigger point), and shall thereafter be retained and maintained for the lifetime of the development, unless otherwise agreed in writing by the Local Planning Authority.

REASON: *To secure biodiversity enhancement in accordance with Local Plan Policy EN8 and EN9 and paragraph 180 of the National Planning Policy Framework.*

16. Foraging Strategy

Prior to the submission any of reserved matters submission, a Bat Foraging Strategy shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall apply to (but not be limited to) the western boundary of field 30 and field 1. The strategy shall include, but not be limited to:

- Location, layout, phasing, planting plans and structural design details to strengthen and support bat foraging opportunities,
- Measures to ensure establishment and long-term management, to include buffer zones and lighting restrictions.

The approved strategy shall thereafter be implemented in full and maintained in accordance with the approved details.

REASON: *To ensure the provision of suitable foraging habitat for bats in accordance with Policy NA1 EN8, EN9 and EN10 of the Local Plan, the Habitat Regulation Assessment and Section 15 of the National Planning Policy Framework.*

17. 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.*

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 comprises approximately 9.5 hectares of land in sole agricultural use, consisting of a series of fields delineated and enclosed by mature hedgerows. Of this, around 6.78 hectares is identified as potential development land.
- 4.2. The entirety of the application site lies north of Howton Lane, and outside of, and to the west of, the Houghton Barton (Policy NA1) allocation boundary and the defined settlement limit of Newton Abbot.
- 4.3. There is currently no built development within the application site itself. However, the site is in relatively close proximity to 16 existing dwellings along Howton Lane. While there are no listed buildings on the site, two Grade II listed buildings lie nearby: Seale-Hayne to the north-east and Ingsdon Mill to the south-west.
- 4.4. The site is characterised by a sloping topography, falling from higher ground in the north down towards Howton Lane. The site lies entirely within Flood Zone 1, 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.

- 4.5. 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 cirr buntings, a UK species of conservation concern.

5. DESCRIPTION OF PROPOSAL

- 5.1. The application seeks outline planning permission for up to 250 dwellings, with all matters reserved, meaning that detailed matters such as layout, scale, appearance, landscaping, and access will be determined at the reserved matters stage.
- 5.2. The application is accompanied by a suite of Parameter Plans and a Design and Access Statement (DAS), which together establish the key development principles and spatial framework that will guide and constrain future detailed design. These documents define important elements such as the proposed development areas, maximum building heights, green infrastructure corridors, street hierarchy, and access points, providing a clear structure for the delivery of a cohesive and well-integrated scheme.
- 5.3. An illustrative masterplan (below) has also been submitted to demonstrate how the site could accommodate up to 250 dwellings, including indicative street layouts, housing parcels, public open space, and the potential access point from Howton Lane. While this layout is not for formal approval at this stage, it is consistent with the design principles and parameters that reserved matters applications will be required to follow.



- 5.4. As such, although the detailed design will be established through subsequent reserved matters submissions, the parameter plans and DAS form a key part of the submission. These documents will be secured by condition and will provide a robust design framework to ensure that the final development delivers a high-quality, landscape-led, and policy-compliant scheme that aligns with the wider aspirations of the NA1 allocation and the Houghton Barton masterplan.
- 5.5. Although the illustrative plans and the DAS are helpful to establish what the proposal could look like, they are not part of the approved plans and details of layout, appearance, scale, landscaping and access will be approved at the subsequent reserved matters phase.

6. ASSESSMENT AGAINST PLANNING POLICIES

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

- Principle of Development.
- Character and Appearance of the Landscape
- Residential Amenity
- Highways
- Heritage and Archaeological Assets.
- Biodiversity
- Flood Risk

Principle of Development

6.2. The application site forms part of the emerging GC13 Bradmore allocation within the draft Teignbridge Local Plan (2020–2040). The applicant has submitted this outline application for a small portion of the allocation as a means of compensating for a shortfall in housing delivery within the adjacent NA1 Houghton Barton allocation (Hybrid Application 20/00585), due to constraints on developable land. The site in question is not included within the adopted NA1 allocation boundary as defined on the Local Plan Policies Map nor does it fall within the extant defined settlement limits of Newton Abbot.

6.3. As such, the site is currently classified as open countryside under the adopted development plan, where Policy S22 (Countryside) applies. Policy S22 strictly limits new development in the countryside to certain types, such as affordable housing for local needs, rural workers' dwellings, or essential infrastructure. Large-scale residential development such as that proposed in this application does not fall within the permissible categories and is therefore contrary to Policy S22.

6.4. The emerging Policy GC13 Bradmore proposes to allocate this site for residential development in the future, meaning that TDC supports the principle of development. Whilst the emerging local plan is yet to be adopted, it is at an advanced stage, with the EiP hearing sessions having now concluded and, as such, Policy GC13 can be afforded moderate weight in the decision-making process. This is in accordance with paragraph 48 of the National Planning Policy Framework (NPPF), which states that weight may be afforded to emerging Policy GC13 dependent on the stage of the plan's preparation, the extent of unresolved objections to the policy, and its consistency with national policy.

- 6.5. As a result, the proposal represents a departure from the adopted development plan. The application must therefore be assessed against current adopted policies and material considerations.
- 6.6. Notwithstanding this policy departure there is a clear rational for an application for housing on this site. Although the NA1 policy identifies the capacity for approximately 1,100 dwellings for the remainder of the allocation, the applicant has demonstrated that the NA1 application (20/00585) cannot deliver its full share of this housing requirement due to site-specific constraints, resulting in 12.97ha of the total 36.37ha being incapable of development. As a result, there is a recognised shortfall in the number of dwellings that can be accommodated within the existing allocation boundary.
- 6.7. The delivery of this site is important to the Council's housing land supply, as the allocated housing numbers contribute to the figures underpinning both the adopted and emerging Local Plans. These units are included in the housing trajectory and are therefore necessary to support a deliverable five-year housing land supply.
- 6.8. To respond to this shortfall and maintain the strategic objectives of the Local Plan, this application site has been brought forward on land immediately adjacent to the NA1 allocation, following extensive engagement with TDC officers who are supportive of the approach to accommodate the shortfall on adjacent land that is part of an emerging allocation. The current proposal therefore seeks to complement and supplement delivery within NA1, ensuring that the overall strategic housing numbers and infrastructure objectives are still capable of being met.

Landscape Character and Appearance of the Area

- 6.9. The application site lies within the Denbury and Kerswell Farmlands Landscape Character Area, as identified in Devon County Council's landscape character assessments. This character area is defined by gently rolling and elevated farmland, a distinctive patchwork of medieval field patterns, species-rich hedgerows, scattered farmsteads, and broad, often open views towards Dartmoor. Key features of the wider landscape include prominent limestone hills such as Denbury Down and Beacon Hill, wooded ridgelines, stream valleys such as the Lemon River and Aller Brook, and historic landscape elements including orchards and archaeological sites.
- 6.10. Policies EN2A and S2 of the Local Plan seek to ensure that development conserves and enhances the natural and cultural landscape character of the area, and delivers high-quality design that responds positively to its context.
- 6.11. As this application is submitted in outline with all matters reserved, detailed elements such as layout, scale, landscaping, and appearance are not for

consideration at this stage. However, the principle of residential development on this site has already been tested through the emerging Local Plan process, in which the site is identified as part of the proposed GC13 Bradmore allocation. It's location adjacent to the adopted NA1 Houghton Barton allocation, provides a clear spatial context for built development, and the site's contribution to the planned western expansion of Newton Abbot is consistent with the broader spatial strategy of the district.

- 6.12. The site's role in the evolving settlement edge has therefore been subject to strategic assessment and is supported by TDC, which is evidenced by it's allocation in the emerging local plan. Its development would logically extend from existing and planned development to the east. Landscape matters will be addressed in full at the reserved matters stage but the information submitted demonstrates a considered approach to a landscape-led development including design principles that will ensure its successful assimilation into the evolving local landscape. The site's proximity to existing and emerging allocations ensures that it forms part of an anticipated and planned transition from open countryside to a well-integrated urban extension. As such, the proposal does not give rise to any landscape impacts beyond those already identified and accounted for in the plan-making process.
- 6.13. In this context, it is considered that the development of the site is capable of being delivered in a landscape-sensitive manner consistent with the expectations of Policies EN2A, and S2, subject to future design and layout considerations at reserved matters stage. The proposal therefore does not conflict with adopted landscape policies and aligns with the evolving spatial strategy for the area as expressed through the emerging Local Plan.

Residential Amenity

- 6.14. Policy S1 of the LP seeks for all developments to perform well against criteria set out within it. These include ensuring that proposals do not have a harmful impact on residential amenity of surrounding properties, as well as the future occupiers of the dwellings. This approach is mirrored in Policy GP1 of the eLP. Policy H12 of the eLP, which specifically focuses on protecting the living conditions of nearby residential occupants.
- 6.15. As this application is submitted in outline meaning detailed issues relating to residential amenity, such as layout and scale, will be considered in full at reserved matters stage. These matters will be carefully considered, including where the relationship between new dwellings within the site and the interface with the NA1 Houghton Barton development to the east, will be evaluated in detail.
- 6.16. The site lies in relatively close proximity to existing residential properties to the west of Howton Lane. However, there are sufficient separation distances

between the application site boundary and these dwellings to give confidence that a sensitively designed scheme could come forward without resulting in material harm in terms of loss of privacy, loss of daylight/sunlight, or overbearing impacts.

- 6.17. Notwithstanding the above, it is recognised that the residents west of Howton Lane, may be subject to other residential amenity impacts such as dust and noise pollution.
- 6.18. Notwithstanding the above, it is recognised that the residents west of Howton Lane, may be subject to other residential amenity impacts such as dust and noise pollution.

Dust

- 6.19. An Air Quality Assessment has been undertaken in accordance with the Institute of Air Quality Management (IAQM) 2016 guidance for assessing dust impacts from construction activities. The assessment considered potential effects from demolition, earthworks, construction activity, and vehicle movements, including dust soiling and particulate matter (PM₁₀) exposure.
- 6.20. The risk of dust soiling was classified as medium, reflecting the scale of the proposal and its proximity to existing dwellings. However, the report concludes that impacts will not be significant, provided that mitigation measures are secured through a Construction Environmental Management Plan at reserved matters stage. These include measures such as water suppression, sheeting of loads, reduced vehicle speeds, and routine cleaning of access routes.
- 6.21. These controls are consistent with best practice standards and will be secured by planning condition. The Council's Environmental Health Officer has reviewed the submitted information and raised no objection, subject to implementation of the recommended mitigation measures.

Noise:

- 6.22. During the construction phase, noise levels will inevitably fluctuate depending on the type and location of activities being carried out. However, these impacts are temporary and can be effectively controlled through a Construction Environmental Management Plan at reserved matters stage. Measures should include restricting working hours, using low-noise equipment, and managing vehicle movements to minimise disturbance. These mitigation measures are considered industry best practice and will be secured by condition.
- 6.23. In terms of operational noise, that is, noise associated with the completed development, the submitted Environmental Statement finds that the proposed residential use is compatible with the surrounding area and is not expected to generate unacceptable levels of noise. Traffic associated with the dwellings

within the application site are not predicted to result in a significant change to baseline noise conditions, and no specific noise mitigation is considered necessary beyond standard building regulations compliance.

- 6.24. As such the proposal is considered to comply with policy S1 of the Local Plan in respect of residential amenity. Detailed residential amenity impact assessments will be made, and construction impacts will be mitigated at the reserved matters stage.

Highways

- 6.25. Policy S1 of the Local Plan requires development to be accessible by walking, cycling and public transport, particularly work, shopping, leisure and education and to not harm highway safety or create unacceptable levels of congestion. Policy S9 seeks to encourage sustainable transport choices through an integrated approach to transport.
- 6.26. The application site is indicatively shown to be accessed via Howton Lane. As the application is in outline with all matters reserved, including access, the detailed design and layout of access points, internal roads, and pedestrian/cycle links will be subject to assessment at the reserved matters stage.
- 6.27. The Local Highway Authority has raised no objection to the outline submission, confirming that safe and suitable access to the site can be achieved in principle. Further technical detail, including internal road layouts, footways, cycle routes and parking, will be assessed through future reserved matters applications.
- 6.28. As such this outline proposal is considered capable of accommodating a development that meets the requirements of Policies S1 and S9 of the Local Plan in terms of promoting sustainable travel, ensuring safe and suitable access, and minimising impacts on the local highway network.

Heritage and Archaeological Assets

- 6.29. 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

6.30. 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)

6.31. 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.

6.32. 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.

6.33. 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.

6.34. 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. Their effect is assessed as neutral, and opportunities for reuse may be explored at reserved matters stage.

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

- 6.35. 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.
- 6.36. 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.
- 6.37. 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)

- 6.38. 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.
- 6.39. 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.
- 6.40. 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 outweigh the limited heritage harm, in accordance with paragraph 202 of the NPPF and as supported by the Design and Conservation Officer.

Archaeology

- 6.41. 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.

- 6.42. 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, setting out a programme of archaeological mitigation. This approach is consistent with the National Planning Policy Framework (2023) and Local Plan Policy EN5. Subject to the inclusion of standard archaeological conditions, no objection is raised.
- 6.43. The proposal is therefore considered to accord with Policy EN5 of the Local Plan and Policy NANDP11 of the Newton Abbot Neighbourhood Development Plan.

Biodiversity

South Hams Special Area of Conservation and Greater Horseshoe Bats

- 6.44. 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.
- 6.45. 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.

Habitat Regulation Assessment

- 6.46. 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.

- 6.47. Bat activity surveys undertaken between 2017 and 2022 recorded low but consistent GHB activity. 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.
- 6.48. In response to these potential impacts, the applicants have submitted a suite of mitigation and avoidance measures, informed illustratively by a GHB Mitigation Plan, a Landscape and Ecological Management Strategy, and a Landscape and Ecological Management Plan for Phase 1 and will be secured by condition.
- 6.49. 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, the proposed development will not adversely affect the integrity of the South Hams SAC, either alone or in combination with other plans or projects.
- 6.50. 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. Final approval of the HRA will be delegated to the Head of Development Management.

Flood Risk

- 6.51. Local Plan policy EN4 prioritises directing new developments to areas with the lowest flood risk, favouring sites in Flood Zone 1 where possible. If no suitable sites are available, development may be considered in Flood Zones 2 and 3, provided it delivers sustainability or regeneration benefits and meets a sequential test.
- 6.52. The application was accompanied by a detailed Flood Risk Assessment (FRA) and Drainage Strategy originally prepared by Clarkebond in March 2020 and updated as part of the comprehensive resubmission in December 2023/January 2024, which sets out a comprehensive approach to managing flood risk and surface water drainage across the development site. The site lies wholly within Flood Zone 1 as defined by the Environment Agency's flood mapping, indicating a low probability of fluvial flooding.
- 6.53. The site is located within the River Lemon Critical Drainage Area (CDA), which requires higher standards of surface water control to ensure that new development does not increase downstream flood risk in Newton Abbot. In response to this, the proposed drainage strategy limits runoff to the 1 in 10-year greenfield rates for events up to and including the 1 in 100-year plus 40% climate change allowance.
- 6.54. Surface water from the proposed development will be managed through a dedicated drainage network incorporating a range of Sustainable Drainage

Systems (SuDS), including detention basins, swales, filter drains, and rainwater harvesting. Surface water will be discharged to local watercourses at controlled rates via vortex flow control devices, with exceedance flows managed by the site topography and directed safely to attenuation features.

- 6.55. Initially, the Lead Local Flood Authority (LLFA) raised a holding objection to the application, citing the need for further information and clarification in several areas including the extent of impermeable surfaces during construction, discharge locations for basins, outfall agreements, exceedance routing, and the depiction of SuDS features on drainage plans. These matters have since been fully addressed through the submission of additional information,
- 6.56. The LLFA has confirmed that it is now satisfied with the proposed strategy and has withdrawn its objection, subject to implementation in accordance with the approved details and conditions.
- 6.57. The Environment Agency (EA) also reviewed the proposals given the site's location upstream of the Holbeam Dam, a Category A flood defence reservoir.
- 6.58. The EA has now confirmed it is satisfied with the proposed 'no build' area below the 49.3m AOD contour, which is required to preserve the ability to improve the flood storage area associated with Holbeam Dam. The applicant will be required at detailed design stage to demonstrate that finished floor levels are appropriately elevated above this threshold.
- 6.59. The EA has also advised that perimeter ditches and watercourses should be enhanced through the creation of additional floodplain and associated habitat, in line with the submitted landscaping and Green Infrastructure plans. These enhancements are expected to form an integral part of the site's Biodiversity Net Gain strategy. The detailed design stage should provide further clarity on how these features will be incorporated, with confirmation to be set out within the updated Flood Risk Assessment.
- 6.60. Following further clarification and positive engagement with the applicant, the EA has confirmed that it no longer maintains an objection to the development.
- 6.61. On this basis, the proposed development is considered to meet the requirements of the NPPF, the associated Planning Practice Guidance on Flood Risk and surface water drainage, and policy EN4 of Local Plan, and therefore considered acceptable.

7. PLANNING BALANCE

- 7.1. The application site lies adjacent to the adopted NA1 Houghton Barton allocation but outside of the adopted and defined settlement limits, and is therefore currently designated as open countryside. As such, the proposal does not comply with Policy S22 of the adopted Teignbridge Local Plan, which seeks to strictly limit development in countryside locations to specific forms of rural need or infrastructure. On this basis, the proposal constitutes a policy departure from the development plan.
- 7.2. However, the material planning context warrants a broader consideration. The site forms part of the emerging GC13 Bradmore allocation within the draft Local Plan (2020–2040), which proposes residential development in this location to support strategic growth at Newton Abbot. Although the emerging plan is not yet adopted, it has progressed through consultation and reflects the Council's intended spatial strategy. In accordance with paragraph 48 of the NPPF, moderate weight can be afforded to GC13, particularly given the Council's proactive identification of the site for future development and acceptance of the site being brought forward for account for the housing number shortfall in NA1
- 7.3. In addition, the applicant has submitted this application as a logical extension to the adjacent NA1 Houghton Barton allocation, where physical and environmental constraints have reduced the deliverable capacity from 1,150 to approximately 900 dwellings. This proposal seeks to address this shortfall and ensure that strategic growth targets for the area are met in a planned and in co-ordinated manner.
- 7.4. The site is well related to the NA1 allocation and offers the potential to integrate with its infrastructure and movement framework, thereby contributing to the comprehensive delivery of the wider western expansion of Newton Abbot. The development would provide up to 250 new homes, including a policy-compliant level of 20% affordable housing, which represents an important contribution to housing supply at a time when delivery remains a national and local priority.
- 7.5. While the conflict with Policy S22 is acknowledged, the site's identification in the emerging Local Plan, its functional relationship with the adjacent strategic allocation, and the clear housing and infrastructure benefits weigh significantly in favour of the proposal. The development also offers opportunities for biodiversity enhancement, improved connectivity, and the early delivery of land that the Council has already signalled as suitable for growth.
- 7.6. On balance, while the proposal does not accord with the adopted development plan in isolation, the material considerations, including the site's emerging allocation, its strategic relationship with NA1, and the need to maintain housing delivery, carry significant weight. These benefits are considered to significantly

outweigh the identified conflict with Policy S22. It is therefore concluded that the proposal represents sustainable development in accordance with the NPPF, and there is a justified and robust basis to support the application as a departure from the adopted Local Plan.

8. POLICY DOCUMENTS

Teignbridge Local Plan 2013-2033 (TLP)

- 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)

Devon Waste Plan

- W4 Waste Prevention

National Planning Policy Framework (2025)

National Planning Practice Guidance

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
- GC13 – Bradmore New Neighbourhood

9. CONSULTEES

A summary of the up-to-date consultee responses are listed below. A full set of complete responses are available to view on the Council's website.

Devon County Council Highways	No objection – Subject to condition
Objection is withdrawn further to the applicant providing additional information and subject to compliance with a condition requesting a Construction Method Statement.	

Devon County 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.	

Landscape and Tree Officer/ Consultant	No objection – Subject to condition
Objection is withdrawn subject to request for details as part of the reserved matters applications.	

Environment Agency	No objection – Subject to condition
Condition requested relating to the inclusion of a new Barn Owl box	

Natural England	Updated Comments Pending re: HRA
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.	

Environmental Health – Contaminated Land	No objection
The contamination assessment on this application indicates that there is no significant risk	

HSE	No objection
The proposed development site which you have identified does not currently lie within the consultation distance (CD) of a major hazard site or major accident hazard pipeline.	

Wales & West Utilities	No objection
Information provided to the applicant with regards to utilities and the necessary steps the applicant must take post decision	

Climate Change	Objection
The officer advises the application site should comply with emerging local plan policy CC1, CC2 and GP1 as the application forms part of an emerging site.	
Officer Comment: This approach is not agreed to by officers for the following reasons: CC1: This policy is afforded only medium weight as there are a moderate level of unresolved objections which outline the policy is more visionary than development management and matters of Building Regulations compliance are addressed under a separate post planning regime. CC2: This policy is afforded low weight as there are a significant level of unresolved objections which state again there are matters contained within the policy which are unnecessary and repetitious of 2021 Part L of Building Regulations. The lifecycle carbon and energy efficiency matters are also challenged as it causes confusion with national policies and standards. GP1: This policy is afforded only mediumweight as there are a moderate level of unresolved objections. In this case, the NPPF does not outline a specific requirement for embodied carbon to be minimised.	

National Highways	No objection
No traffic impact of the development on the SRN	

Police - Designing Out Crime	No objection
Various comments and recommendations relating to the design of the scheme, to be considered by the applicant as the design progresses.	

Historic England	No comment
No advice offered	

South West Water	No objection
<ul style="list-style-type: none"> Proposed surface water disposal for its development is acceptable Information provided to the applicant with regards to clean potable water and foul sewerage services and the necessary steps the applicant must take post decision 	

Active Travel England	Deferral
Combined response provided for this application and 20/00585. Concerns raised regarding; trip generation, pedestrian access to amenities, access to public transport, off-site transport infrastructure, site permeability and travel planning	
<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>	

Sport England	Objection
The development would create a population increase in the area, leading to increased demand for football, and local clubs would require additional pitch space to accommodate new players/teams.	
<p>Officer Comment:</p> <p>In accordance with paragraph 104 of the NPPF, the application does not result in the loss of any football or playing pitches. The application is seeking to deliver</p>	

housing only and will benefit from the use of facilities and infrastructure as part of the NA1 Houghton Barton site.

Devon County Council – Archaeology

**No objection –
subject to condition**

Conditions requested relate to a Written Scheme of Investigation

**Devon County Council –
Waste Planning**

No objection

Subject to development being in accordance with the Waste Audit Statement

**Devon County Council –
Waste Management**

**No objection -
subject to contributions**

Contributions requested: £32,000 to the Brunel recycling centre replacement

Officer comment:

TDC does not intend to secure the financial contribution requested towards the replacement of the Brunel recycling centre. While DCC has published a strategic evidence base indicating the need for infrastructure investment to meet future demand, this evidence is general in nature and not site specific. The request has not demonstrated that the proposed development would have a direct and identifiable impact on the capacity of the existing recycling facility. Furthermore, the recycling centre serves a broad catchment area beyond the application site, and no detailed assessment has been provided to show how this development alone would trigger the need for new or expanded infrastructure.

As such, the contribution is not considered to meet the legal tests under Regulation 122 of the Community Infrastructure Levy Regulations 2010, particularly in relation to necessity, direct relationship to the development, and proportionality. In the absence of a clear, evidence-based justification, the officers does not consider it appropriate or lawful to require the contribution through a Section 106 agreement.

**Devon County Council –
Minerals**

No objection

The application falls outside of the Mineral Consultation Area

Custom/ Self Build

No objection

Subject to compliance with policy WE7 (Delivery of 5% of dwellings to be custom/self build)

Biodiversity	Objection
<p>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.</p> <p>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.</p>	

TDC – Housing Enabling	Objection
<p>The application proposes 20% affordable but WE2 requires 30% for out of settlement applications.</p> <p>Officer Comment: Prior to the submission of the application, the applicant agreed with planning officers that a 20% contribution towards affordable housing would be acceptable given its interlinked relationship with NA1 and requirement to meet the quantum of housing development expected by the policy.</p>	

NHS	No objection
<p>Subject to the delivery of the health and wellbeing building within application 20/00585</p>	

Environmental Control District Officer	No objection – Subject to conditions
<p>Condition requests Construction Environment Management Plan</p>	

Listed Building and Conservation	Support
<p>No harm identified</p>	

Devon County Council – Public Rights of Way	No objection
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Devon County Council – Health and Wellbeing	No objection – Subject to the delivery of facilities within application 20/00585
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Devon County Council – Extra Car Housing	No objection – Subject to the delivery of facilities within application 20/00585
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Devon County Council – Education	No objection – Subject to contribution
<p>Devon County Council has requested a financial contribution totalling £1,007,645 towards education infrastructure, comprising:</p> <ul style="list-style-type: none"> • £179,948 for Special Educational Needs (SEN) provision • £447,725 for Primary education • £317,472 for Secondary education • £62,500 for Early Years provision 	
<p>Officer comment:</p> <p>While these contributions have been requested from the applicant via a Section 106 agreement, it is important to note that the Development Framework Plan (DFP) for the NA1 allocation area identifies that education infrastructure is to be funded through Community Infrastructure Levy (CIL) receipts, rather than direct developer contributions.</p> <p>Although the application site does not fall within the NA1 allocation boundary, it is functionally related and is being brought forward to contribute towards the overall housing requirement set out in Policy NA1. Teignbridge District Council has confirmed that this site is integral to the delivery of the strategic growth planned for the NA1 area, and that the scale of development is factored into infrastructure planning associated with the wider allocation.</p> <p>On this basis, and in line with the DFP and CIL Regulation 123 list the education contribution requested by Devon County Council is proposed to be met through TDC's allocation of CIL funds, rather than being sought directly from the developer through this application.</p>	

Environmental Health - Air Quality	No objection
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Network Rail	No objections
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10. REPRESENTATION:

10.1 A total of 16 representation were made objecting and 1 in support over the three rounds of public consultation in 2020, 2024 and 2025.

The representations are summarised below:

10.2 Principle of Development

- Development lies outside the adopted NA1 boundary and is not supported by the Teignbridge Local Plan (2013–2033).
- Sets a precedent for urban sprawl and undermines strategic settlement boundaries.

Officer Response: The site forms part of the emerging GC13 allocation. It has therefore already been considered for development as part of the plan-making process. GC13 extends beyond the application site to the west and contributes part of the western extension of Newton Abbott as proposed in the emerging local plan.

10.3 Consultation & Community Engagement

- Inadequate public consultation and lack of transparency.
- Requests for formal stakeholder recognition (e.g. Houghton Barton Residents Association).
- Concerns over reliance on pre-COVID engagement events.

Officer Response: The applicant has undertaken several rounds of public consultation, including pre-submission events in 2018, online engagement, and statutory consultation. While some residents report not receiving notifications, the Council is satisfied that statutory requirements have been met in accordance with the Statement of Community Involvement. The number and range of representations received demonstrate active public engagement. COVID-related restrictions did impact in-person engagement, but efforts were made to adapt through online methods.

10.4 Landscape & Visual Impact

- Development will urbanise visible open hillsides and erode the rural character of Seale-Hayne and surrounding countryside.
- Inadequate separation between the development edge and the rural area.

Officer Response: The site forms part of a strategic allocation in the adopted Local Plan. A Landscape and Visual Impact Assessment has been submitted, which has informed the masterplan which includes substantial landscape buffers, green corridors, and retention of existing landscape features.

10.5 Transport & Highway Safety

- Existing road network (Howton Road, Staplehill Road, Perry Lane) is inadequate for increased traffic and construction vehicles.
- Lack of timely delivery of main spine road and risk of 'rat-running'.
- Requests for up-to-date traffic assessments covering peak seasons.

Officer Response: The NA1 Houghton Barton applications (20/00585 and 20/00950) will deliver a new strategic link road between the A382 and A383. Phase 1 of the link road will be delivered as part of Phase 1 of the 20/00585 application. With regards to traffic assessments, no highways objections are outstanding.

10.6 Flood Risk & Drainage

- Development on flood-prone land near the River Lemon and Holbeam Dam.
- Historic overtopping and surface water issues in lower fields.
- Insufficient detail on attenuation, foul drainage, and runoff management.

Officer Response: The site is located in Flood Zone 1 and a Flood Risk Assessment has been submitted. The Environment Agency and Lead Local Flood Authority as statutory consultees, confirm all concerns have now been resolved, subject to condition.

10.7 Ecology, Trees & Biodiversity

- Loss of hedgerows, mature trees (including TPOs), and habitat for protected species including bats and badgers.
- Netting, clearance during nesting season, and cumulative ecological degradation.

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 cirl 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. An 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.

10.8 Agricultural Land & Food Security

- Loss of productive 'Good to Very Good' agricultural land.
- Incompatible with aims of national food security and environmental land management.

Officer Response: The application site forms part of the emerging GC13 strategic allocation, which was subject to sustainability appraisal and public examination as part of the adopted Local Plan. While it includes agricultural land, national policy does not preclude development, the proposal must be considered in the context of delivering housing need and growth sustainably. The loss of agricultural land is weighed against the need for housing and infrastructure delivery and is considered acceptable in planning terms.

10.9 Infrastructure Capacity (Healthcare, Schools, Utilities)

- Existing services are overstretched; no guarantees that schools or healthcare will be delivered in tandem.

Officer Response: The application site will benefit from the infrastructure delivery of the NA1 Houghton Baron site (20/00585). The proposal will deliver land for a new school and a health and well being building which will be occupied by the NHS and Newton Abbot Community Interest Group, offering GP services and community hall space for residents of Houghton Barton.

10.10 **Climate Change, Energy & Sustainability**

- Inadequate energy efficiency; reliance on gas heating; inconsistency with TDC's carbon reduction targets.
- Lack of onsite renewable technologies and climate mitigation.

Officer Response: The proposal includes a strategy for carbon reduction that requires enhanced building fabric standards and the use of low-carbon technologies such as water source heat pumps which the climate change officer is in support of.

10.11 **Design, Density & Heritage**

- Development does not respect historic context of Seale-Hayne or rural vernacular.
- Grade II listed curtilage buildings and traditional farmsteads at risk.
- Modern suburban style viewed as inappropriate.

Officer Response: The Environmental Statement includes assessments regarding Heritage assets. The proposal respects the setting of Seale Hayne, Ingsdon Mill, and other listed buildings. The Council's Conservation Officer has reviewed the submission and raises no objection. The development will result in 'less than substantial harm' and is outweighed by the public benefits of housing and infrastructure delivery.

11. TOWN/ PARISH COUNCIL COMMENT

Newton Abbot Town Council	Object
<ul style="list-style-type: none">• Highways & Safety: The application inadequately addresses road infrastructure and safety, particularly at the Seale Hayne junction. They call for a reduced speed limit in advance of the site and recommend a roundabout instead of a right-turn to meet safety objectives like Vision Zero and DCC HATOC priorities.• Infrastructure & Public Transport: The site's isolated location demands early delivery of public transport links and essential community services (e.g. schools, healthcare). Footpaths and cycleways should also be implemented in early phases.• Road Adoption: All roads must be adopted to ensure maintenance and safety. The Council expresses disappointment over previous infrastructure delays.• Flood & Environmental Risk: There are concerns about the number of attenuation ponds feeding into the River Lemon, potentially increasing flood risk. A full Environmental Impact Assessment is requested before approval.• Phasing & Impact on Newton Abbot: Infrastructure must be included in the initial phase. The wider impact on Newton Abbot's services and traffic must be properly assessed.	
<p>Officer Comment:</p> <p>The Town Council raises a number of concerns regarding highways, infrastructure delivery, flood risk, and service provision. However, it is important to note that this application is submitted in outline with all matters reserved, meaning that detailed design, layout, access arrangements, and infrastructure delivery strategies will be considered at a later stage through reserved matters applications.</p> <p>Specific issues raised, such as junction design, road adoption, footpath and cycle connections, and the phasing of infrastructure, will be addressed in full during the reserved matters phase.</p> <p>Similarly, the scale and timing of community facilities and transport services will be considered through the planning process in consultation with relevant service providers and statutory consultees.</p> <p>It is noted that some of the concerns appear to relate to the NA1 (20/00585) application, such as the junction at Seale Hayne and community facilities.</p> <p>Nonetheless, the Town Council's comments are acknowledged and will help inform the expectations for any future reserved matters submissions.</p>	

Ilminster Parish Council	Objection
<p>The site is currently open countryside and the new Local Plan has not yet been adopted. It is noted the proposal does not align with Teignbridge's masterplan format and would result in significant hedgerow loss.</p> <p>It is stated that no development should proceed until a cohesive, masterplan-led layout is agreed and the proposed cross-country road is completed and open to the public.</p> <p>Officer Comment:</p> <p>Whilst the application site does not form part of the NA1 Houghton Barton strategic allocation it is submitted to help deliver the full policy quantum of development. This approach has been adopted by the applicants as the adjacent application (ref. 20/00585/MAJ) lost approximately 12.97 hectares of the originally developable 36.37 hectares due to site constraints, including flood risk and ecological buffers.</p> <p>Regarding hedgerow removal, this matter has been assessed by the Council's Biodiversity Officer, who accepts the proposed level of hedgerow loss. A Habitats Regulations Assessment has been undertaken and concluded positively, confirming that the proposal can proceed without adverse effects on designated sites and new replacement hedgerow.</p> <p>In terms of phasing, a planning condition is recommended requiring the submission and agreement of a detailed phasing strategy to ensure that development comes forward in a coordinated and appropriate manner.</p>	

12. COMMUNITY INFRASTRUCTURE LEVY

This is an outline application. CIL liability will be calculated when the reserved matters application is submitted.

13. 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.