

PLANNING APPLICATION REPORT

Case Officer: Lucy Hall

Parish: Totnes **Ward:** Totnes

Application No: 1319/16/FUL

Agent/Applicant:

Mr Ian Farnfield
Gillespie Yunnie Architects
The Lower Tweed Mill
Shinners Bridge,
Dartington,
TQ9 6JB

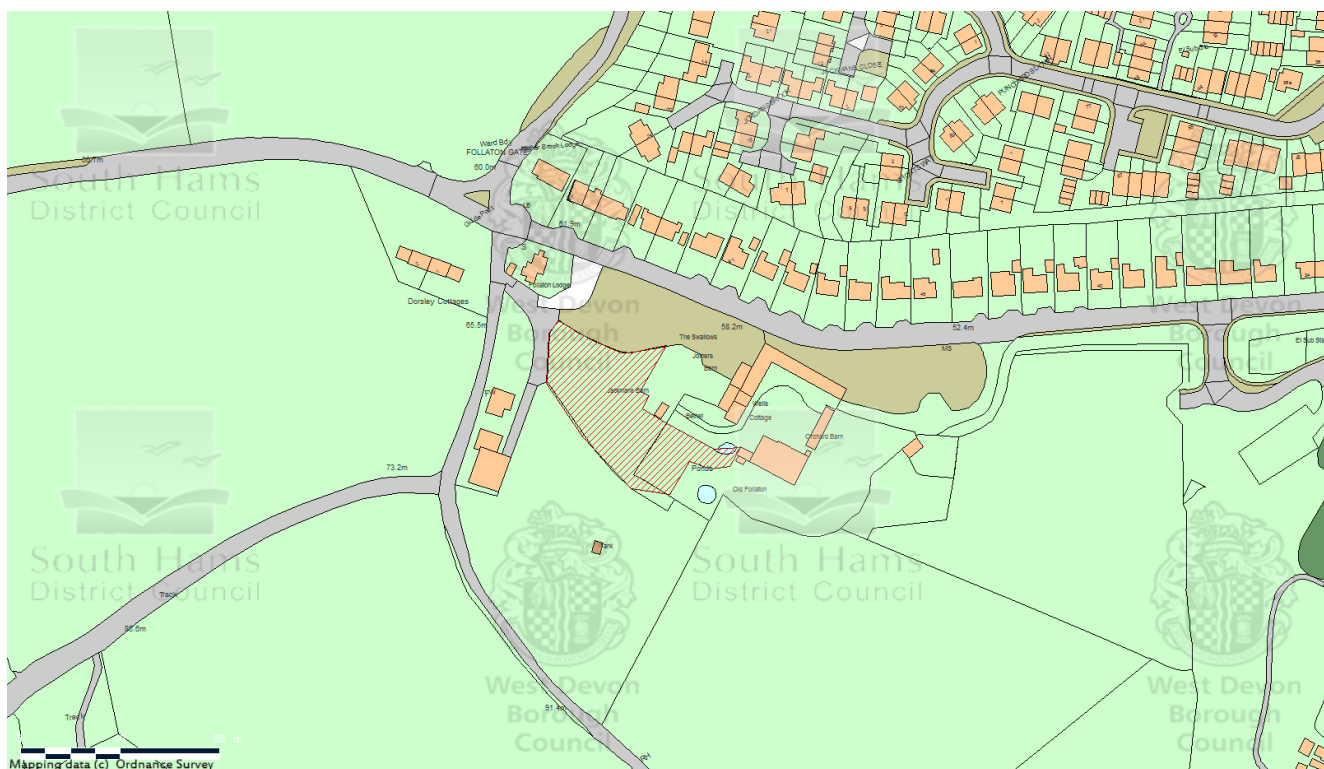
Applicant:

Mr Chris Jones
Jackmans Barn
5 Follaton Farm Barns
Plymouth Road
Totnes
TQ9 5NA

Site Address: Jackmans Barn, 5 Follaton Farm Barns, Totnes, TQ9 5NA

Development: New dwelling within grounds of existing dwelling

Reason item is being put before Committee: To address the highways issue.



Recommendation: Refusal

The proposed development would be likely to result in an increase in the volume of traffic entering and leaving the Class C County Road through a junction which does not provide adequate visibility from and of emerging vehicles, contrary to paragraph 32 of the National Planning Policy Framework.

The proposed development is likely to generate an increase in pedestrian traffic on a highway lacking adequate footways with consequent additional danger to all users of the road contrary to paragraph 32 of the National Planning Policy Framework.

Site Description:

The application site is located approximately 2KM west of the centre of Totnes, accessed off Jackmans Lane. Plymouth Road lies approx. 30m to the north, with the residential area of Follaton located immediately beyond. There are a number of residential units surrounding the site including neighbouring barn conversions at Follaton Farm to the north and east and to the north west, Follaton Lodge, a Grade II listed building. South Hams District Council's offices are situated approx. 0.2KM to the east. Sandwiched between the barn conversions at Follaton Farm and the Council offices is a new residential development, consented in 2012 for 60 dwellings. Agricultural fields lie to the south and west, beyond Jackmans Lane.

The site itself forms part a sloping lawn garden at Jackmans Barn and measures approximately 0.15 hectares. A gravel driveway leading to the dwelling at Jackmans Barn to the east passes along part of the northern boundary of the site.

The application site lies outside of the Development Boundary, albeit within close proximity to it, with the residential development located on the northern side of Plymouth Road forming the boundary at this point.

The Proposal:

The application seeks full planning consent for the erection of a detached dwelling house within the garden of Jackmans Barn.

The building is a cubed design comprising distinct flat roof elements finished externally in a mixed palette of materials including timber boarding, grey brickwork, and green roof with powder coated aluminium windows and doors.

The building is arranged over two levels with an integral garage/workshop/bike storage, three bedrooms, family bathroom, shower room and home office at ground floor. The living room, which offers immediate access to an external terrace, kitchen/dining area and master bedroom (with en-suite) in addition to a utility and separate toilet are located at first floor.

The gross internal footprint of the proposed dwelling equates to approximately 293 square metres.

Vehicular access to the site would be from the existing driveway, leading to a separate driveway serving the proposed dwelling and offering access to an integral garage designed to accommodate two vehicles with provision to park up to a further 5/6 vehicles on the driveway.

Consultations:

- County Highways Authority Objection
- Environmental Health Section unsuspected land contamination condition
- Parish Council no objection subject to conservation approval
- Conservation no objection

Representations:

A number of letters of support have been received

- One additional household is unlikely to have an adverse impact on traffic movements, and no planned further development on Jackmans Lane;
- No known history of traffic accidents on Jackmans Lane/Plymouth Road junction;
- Highway issues appear to be the only reason for refusal
- Proposed footpath link, linking Jackmans Lane to the new housing development will enable safe pedestrian links into the town.
- Traffic already slow around the Plymouth Road/Jackmans Lane junction in response to changing speed limit and when approaching narrower section of Plymouth Road.
- Jackmans Lane is used regularly by contractors on neighbouring residential development, with no known issues.

One letter raising objection to the scheme has been received from a neighbouring resident. Whilst they appreciate it is not a planning issue, they wish to notify the LPA that the applicants have no means of access from the public highway.

Relevant Planning History

LA_Ref	56/1303/06/F: FUL
Proposal	Replacement of existing single garage with a double garage
SiteAddress	Jackmans Barn Plymouth Road Totnes TQ9 5NA
Decision	Conditional approval: 14 Aug 06
LA_Ref	56/0744/11/F: FUL
Proposal	Householder application for amendments (lower siting of single storey extension) to planning approval 56/2108/10/F for single storey extension
SiteAddress	Jackmans Barn 5 Follaton Farm Barns Plymouth Road Totnes TQ9 5NA
Decision	Conditional approval: 06 May 11
A_Ref	56/2108/10/F: FUL
Proposal	Householder application for single storey extension
SiteAddress	Jackmans Barn Follaton Cross Plymouth Road Totnes TQ9 5NA
Decision	Conditional approval: 07 Dec 10

LA_Ref	56/2346/10/O: OPA
Proposal	Outline Application for new housing development of 60 units with extensive areas of landscaping / community amenity space.
SiteAddress	Land adjacent to Follaton House Plymouth Road Totnes
Decision	Conditional approval: 17 May 12
LA_Ref	56/1355/12/RM: ARM
Proposal	Reserved matters application for detailed design including layout scale appearance and landscaping pursuant to outline application 56/2346/10/O for the erection of 60 dwellings with associated landscaping and community space.
SiteAddress	land adjacent Follaton House Plymouth Road Totnes TQ9 5NE.
Decision	Conditional approval: 31 Aug 12
LA_Ref	56/2524/15/F: FUL
Proposal	READVERTISEMENT (Amended Description) Erection of 2no. three bedroomed semi detached dwelling houses with parking
SiteAddress	Proposed development site at SX 7846 6054 Follaton Farm Plymouth Road Totnes

ANALYSIS

Planning Policy Context and Sustainability:

It is accepted that the Council does not currently have a five year land supply. In such circumstances, Paragraph 49 of the National Planning Policy Framework advises that policies relating to the supply of housing should not be considered up to date. The application site lies within the countryside, outside any settlement boundary. Policy CS1 of the South Hams Core Strategy advises that development outside development boundaries will be strictly controlled and only permitted where it can be delivered sustainably and in response to a local need. However because this policy aims to restrict housing outside of development boundaries, it relates to the supply of housing and is therefore not considered up to date. Consequently it only carries limited weight.

Paragraph 14 of the NPPF advises that where relevant policies are out of date, such as is the case here, planning permission should be granted for a proposal which is considered sustainable unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits or where specific policies in the NPPF indicate development should be restricted.

The application is located on the western edge of the town of Totnes which has an abundance of services and facilities. The site, although located outside the development boundary is considered to be well related to the town. However, officers have concerns regarding pedestrian links and vehicular access and therefore question whether the site is a

sustainable location for a dwelling. Paragraph 32 of the NPPF requires that 'safe and suitable access to the site can be achieved for all people'.

In terms of pedestrian links, the shortest route from the application site into the town of Totnes would be along Plymouth Road. However, the existing footpath along Plymouth Road stops approx. 160m east of the junction with Jackmans Lane. Therefore occupants of the dwelling would be forced to walk on a busy road with no safe facilities for a section of their journey. In terms of alternative provision the recently consented residential scheme for 60 dwellings on neighbouring land includes proposals for a pedestrian link off Jackmans Lane, through the estate and connecting to existing footpaths into the town. However, even if this footpath comes forward, officers do not consider this to be suitable alternative. The footpath would be situated approximately 0.3KM south of the application site. The route along Jackmans Lane is considered undesirable in distance terms and topography and is steep as well as being unlit. Officers understand that there is a path through the neighbouring barn conversions which connects to the footpath on Plymouth Road but insufficient information has been provided to confirm that this can be achieved legally, in perpetuity. Therefore officers do not consider that the existing pedestrian links would provide a viable options for all occupants of the scheme contrary to paragraph 32 of the NPPF.

There is a bus stop located approx. 0.1KM from the site along Plymouth Road at Follaton Cross but with concerns regarding the safety of the existing pedestrian routes, Officers question whether this would be used and would not wish encourage access to it. Therefore, it is arguably reasonable to assume that the occupants will rely on the private motor vehicle for the majority of their trips rendering the site unsustainable.

Concern is also raised regarding visibility from Jackmans Lane onto Plymouth Road. DCC Highways state 'The visibility at the access directly onto Plymouth Road (C794) is substandard. Currently it is 5m west x 2.4m east x 1.05m height. It is noted the 30m dimension crosses third party land also where legally there is no right of sight. It is estimated that 85th percentile vehicle speeds are in the region of 30 – 35 mph on the main road. A splay of 43 – 50m is required in these circumstances according to The Manual for Streets. The proposed development would be likely to result in an increase in the volume of traffic entering and leaving the Class C County Road through a junction by approximately six two way daily movements. It should also be mentioned that there is added complication that there is a junction opposite which carried traffic to and from Dartington. This road is more frequently used more than its characteristics suggest due to congestion on the main road leading towards Redworth junction. This junction also offers limited visibility couples with steep gradients. All these factors add weight to the likelihood of a collision. It is considered that any increase in traffic using Jackmans Lane is inappropriate.' Having visited the site officers would agree with the concerns raised.

Therefore officers do not consider that the proposal is sustainable and its approval would be contrary to the advice contained with the NPPF. The Council is unable to demonstrate a five year land supply and therefore the question arises of whether the benefit of providing the dwelling would outweigh the harm. Although small windfall sites can offer a positive contribution towards meeting housing targets, it is fundamental that these sites are delivered within sustainable locations. On this occasion unsafe pedestrian and vehicular access to the site would outweigh the benefits associated with addressing the Council's housing shortage.

Design/Landscape:

Officers do not have any objections with the design of the proposed dwelling and its impact on the landscape. The proposed building is a bold and striking piece of architecture which

has clearly been designed in response to the constraints of the plot. Although it is a large building, it sits within a generous plot and the varied palette of materials helps to break up the visual mass. Its orientation and separation distance from Jackmans Barn provides a clear visual break between the units. There would be some glimpsed views of the site from Jackmans Lane and adjacent farmland but overall the site is considered to be well screened by existing mature vegetation. It reads as a domestic garden plot rather than part of the open countryside.

Neighbour Amenity:

Officers are satisfied that the proposal would not cause adverse harm to the occupants of any neighbouring residents including Jackmans Barn.

Listed Building

Officers are satisfied that the proposal would not cause any harm to the setting of the Listed Building.

Recommendation

Refusal

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004.

Planning Policy

South Hams LDF Core Strategy

CS1 Location of Development

CS7 Design

CS9 Landscape and Historic Environment

CS10 Nature Conservation

CS11 Climate Change

Development Policies DPD

DP1 High Quality Design

DP2 Landscape Character

DP3 Residential Amenity

DP4 Sustainable Construction

DP5 Conservation and Wildlife

DP6 Historic Environment

DP7 Transport, Access & Parking

DP15 Development in the Countryside

NPPF

Considerations under Human Rights Act 1998 and Equalities Act 2010

The provisions of the Human Rights Act 1998 and Equalities Act 2010 have been taken into account in reaching the recommendation contained in this report.