

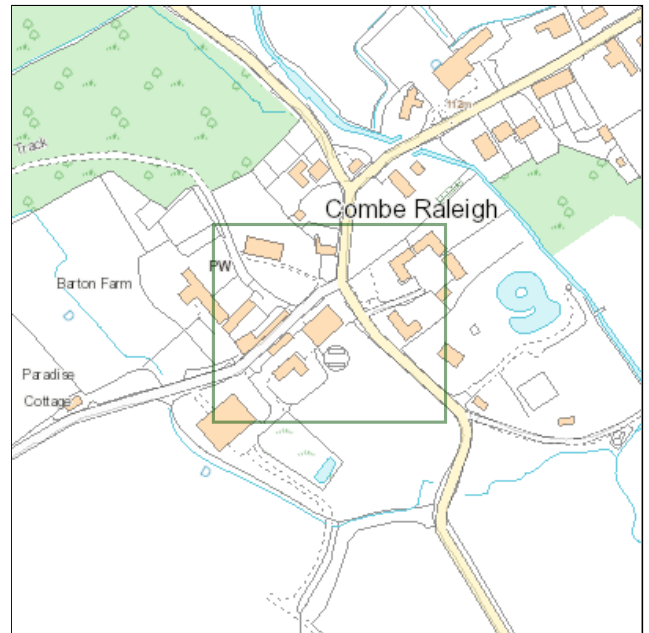
Ward Dunkeswell And Otterhead

Reference 20/2563/FUL

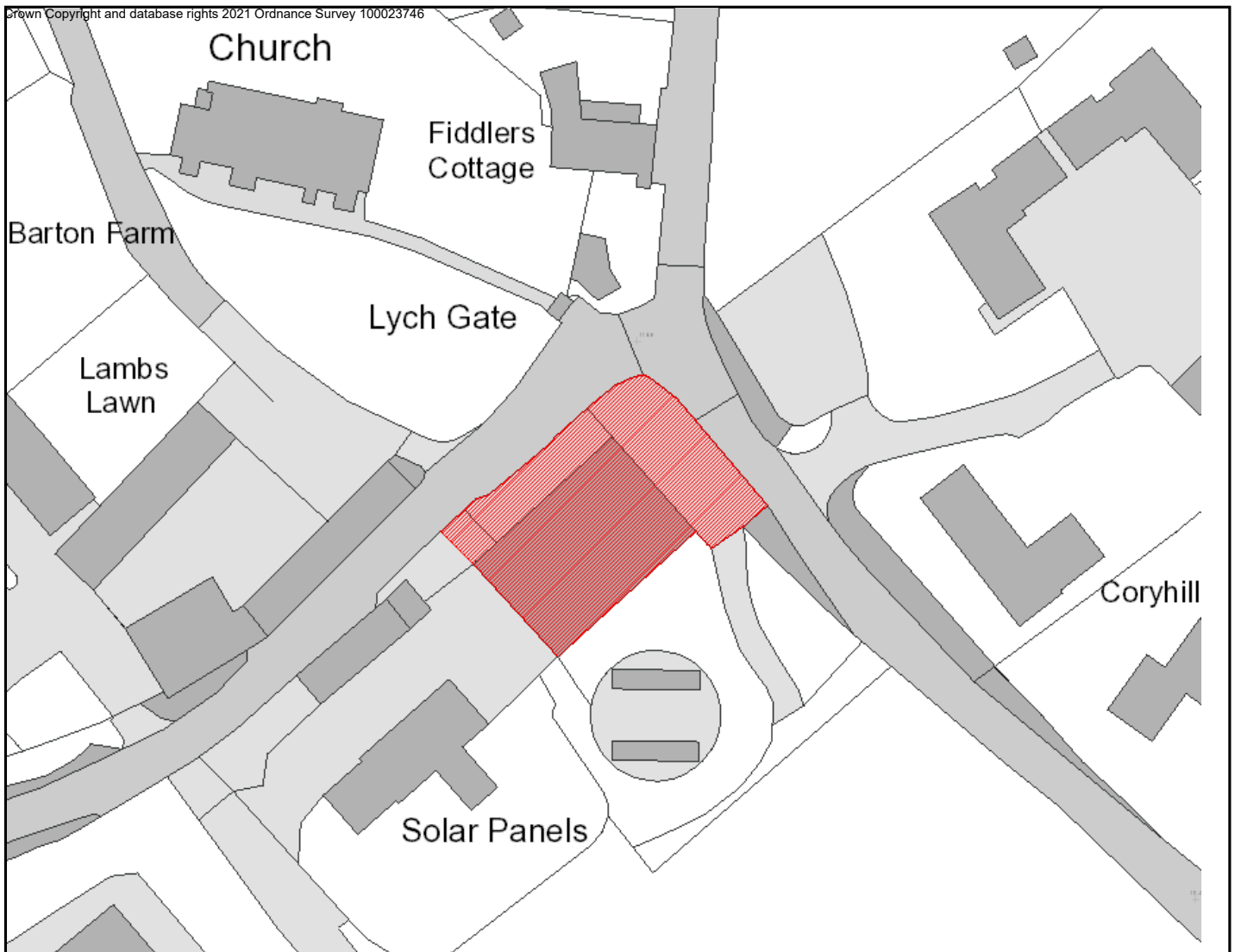
Applicant Mr & Ms Groombridge & Lozinska

Location St Isidore Farm Combe Raleigh Honiton EX14 4TG

Proposal Associated operational development in conjunction with the approval 20/0686/PDR for the change of use of an existing agricultural building to a shop



RECOMMENDATION: Approval with conditions



		Committee Date: 10th March 2021
Dunkeswell And Otterhead (Combe Raleigh)	20/2563/FUL	Target Date: 25.01.2021
Applicant:	Mr & Ms Groombridge & Lozinska	
Location:	St Isidore Farm Combe Raleigh	
Proposal:	Associated operational development in conjunction with the approval 20/0686/PDR for the change of use of an existing agricultural building to a shop	

RECOMMENDATION: Approval with conditions

EXECUTIVE SUMMARY

This application is before the Committee because the recommendation is contrary to the views of the Ward Members.

The proposal is for alterations to a farm building to facilitate a previously permitted use as a farm shop. The use was granted prior approval in 2020 under Class R of the GPDO and as such the current application is therefore limited to consideration of the external alterations proposed and is not seeking consent for the retail use already permitted.

The changes would include insertion of a door in the front elevation and doors and windows in the rear elevation. In addition, the metal cladding on the rear elevation would be replaced with timber, and the fibre cement roof would be replaced with corrugated metal.

The building is within the Blackdown Hills AONB and within the setting of a number of listed buildings/structures, including the grade 2 star parish church. The proposal has been amended to include replacement of the metal cladding with timber, which would improve the appearance of the building, and to provide a screen in front of the rear first floor window. In view of the limited extent of the changes proposed and the sensitive use of materials, the development would preserve the setting of the listed buildings and the character of the AONB.

Subject to a number of conditions to secure details of matters such as materials and lighting the proposal is supported.

CONSULTATIONS

Local Consultations

Dunkeswell And Otterhead - Cllr Colin Brown

I object to this application for a farm shop, it will be contrary to East Devon local plan E15 Retail development in rural areas E4. Rural diversification
D8 Re-use of rural buildings outside of settlements.

Dunkeswell And Otterhead - Cllr David Key

I totally object to this application for shop development as I stated in my previous report. The need for a shop in a tiny hamlet is unnecessary as the town of Honiton is within walking distance. The roads to this proposed shop are very narrow with very few passing places and so completely unsustainable.

Further comments:

As previously stated I strongly objected to this application and I am still of the same opinion that after 120 objections from the parishioners the parish meeting and both Ward members this has to go to Committee. I strongly object to your decision.

Parish/Town Council

I strongly object to the barn at St. Isidore Farm obtaining permission for use as a farm shop.

The increase of traffic being one of the greatest concerns.

There are a good number of children living in the village now, plus many people who enjoy walking their dogs in Combe Woods etc

The safety aspect of emergency vehicles such as fire engines, ambulances etc. trying access their destination in the village is a major concern.

Clapper Lane leading to Combe Raleigh is a very difficult road to negotiate already particularly mornings and afternoons due to children being taken and collected from Honiton Primary School.

I would like to impress the fact that Combe Raleigh is a small rural village within walking distance of Honiton with its good selection of shops.

Combe Raleigh does not need the development of a large farm shop.

There is also a great concern that it may develop into something even more intrusive in the future.

Technical Consultations

Historic England

Thank you for your letter of 6 January 2021 regarding the above application for planning permission. On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. However, if you would like detailed advice from us, please contact us to explain your request.

Conservation

CONSULTATION REPLY TO PLANNING CENTRAL PLANNING APPLICATION AFFECTING LISTED BUILDING

ADDRESS: St Isidore Farm, Combe Raleigh

GRADE: Adj II & II* APPLICATION NO: 20/2563/FUL

PROPOSAL: Associated operational development in conjunction with the approval 20/0686/PDR for the change of use of an existing agricultural building to a shop

BRIEF DESCRIPTION OF HISTORIC CHARACTER/ ARCHITECTURAL MERIT:

The agricultural barn is located opposite St Nicholas's Church on the corner of the lane where it adjoins St Nicholas Rise, the main route from Honiton to Combe Raleigh. The barn is open sided and partially open fronted with corrugated fibre cement roof and slightly set back from the lane. There are several listed buildings within close proximity to the site:

St Nicholas's Church: listed Grade II*
Lych Gate to Churchyard: listed Grade II
Fiddlers Cottage: listed Grade II
Several headstones: listed Grade II

HOW WILL PROPOSED ALTERATIONS AFFECT HISTORIC CHARACTER OF BUILDING AND ITS SETTING:

This application relates to the operational development of the approval given under 20/0686/PDR for a change of use of the existing agricultural barn to a farm shop. The heritage issues relate to whether the proposed treatment of the elevations have an impact on the setting of the listed buildings and detailed comments are set out below:

Site plan: the farm shop is contained within the envelope of the existing structure with parking to the front (North West) elevation. It is appreciated that there is already existing space for parking adjacent to the lane, but the use will presumably intensify this, possibly along with parking on the opposite side of the road, currently used in conjunction with visitors to the Church, and to the side of the barn;

Ground floor: no comments;

First floor: no comments;

North West elevation: this elevation faces directly towards the Church within its Churchyard setting and obliquely across to Fiddlers Cottage. This elevation is therefore the most prominent adjacent to the lane and within views towards the listed buildings from the lane. In particular, from St Nicholas Rise with pleasant pastoral views of the lych gate and raised churchyard above the stone boundary wall, the Church beyond and framed by Fiddlers Cottage.

The proposed materials reflect the agricultural style of the building using timber boarding to infill the upper, currently open, part of the barn and corrugated metal roofing sheets. There is some concern relating to the main glazed entrance to the farm shop which is out of keeping with the overall agricultural style. Would timber shutters/doors in front of the glazing help both aesthetically and from a security point of view?

North East elevation: the materials reflect the agricultural style of the building and will have no impact on the listed buildings;

South West elevation: the materials and open nature of the barn reflect the agricultural style of the building and will have no impact on the listed buildings;

South East elevation: no impact on the listed buildings;

Conclusion: the proposed conversion to facilitate the farm shop will be entirely within the constraints of the existing agricultural building. There are no changes to its scale or massing and as such, the proposal will not impact on the surrounding area in this respect. However, there will be some changes to the front (North West) elevation, including probable intensification of parking, which may alter the experience of the setting of the heritage assets at peak times. No mention of signage is made and it is likely that there will need to be some form of name/use or directional signage. However, even with these considerations, it is likely that the impact on the setting of the listed buildings will be less than substantial and will have little visual impact on the wider rural setting.

NB. Please consult Historic England as St Nicholas's Church is Grade II*

PROVISIONAL RECOMMENDATION - PROPOSAL ACCEPTABLE

SUGGESTED CONDITIONS: materials, preferred traditional wavy edge profile corrugated roofing

Devon County Highway Authority

Observations:

Associated operational development in conjunction with the approval 20/0686/PDR.

In considering an application we must have regard to the National Planning Policy Framework (<https://www.gov.uk/government/publications/national-planning-policy-framework--2>), most notably paragraph 109. This states that Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. This also has to be taken in the context that the Government has put in place potential relaxations on some aspects of planning with the clear intent of reusing buildings in the countryside.

Historically many applications were recommended for refusal because of the inconvenience of increased traffic on rural roads and lanes, but I am afraid such refusals are no longer sustainable. Planning Inspectors are increasingly looking for

hard evidence to justify reasons for refusal. We certainly do not shy away from going to appeal where it is reasonable to do so and we believe we have an evidenced based case. I am afraid that we do not have the evidence to support a sustainable reason for refusal here. Whilst the site may currently be relatively dormant it could generate traffic within its existing planning use.

It is for these reasons that we have raised no objections to this application, and the one that preceded it a few years ago.

Recommendation:

THE HEAD OF PLANNING, TRANSPORTATION AND ENVIRONMENT, ON BEHALF OF DEVON COUNTY COUNCIL, AS LOCAL HIGHWAY AUTHORITY, HAS NO OBJECTION TO THE PROPOSED DEVELOPMENT

Campaign To Protect Rural England

Devon CPRE have studied the documentation submitted in respect of the above application and make the following comments.

We understand that Application 20/0686/PDR established that the change of use could take place under permitted development (class R of Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended)).

The current application seeks planning permission for the physical alterations of the building to enable the change of use.

However, we question why no wildlife survey has been carried out - the current proposal does involve the physical alteration to the roof space. It is therefore imperative that the correct surveys are undertaken.

In terms of impact upon the AONB, hard/soft landscaping details are scarce and to ensure that the development sits well within its context, submission of further details could be conditioned.

Other Representations

18 Objections have been submitted raising the following concerns:

- Lack of need for a shop
- Inadequate highway network
- Insufficient parking
- Impact on the setting of listed buildings
- Impact on the AONB
- Impact on wildlife
- Noise pollution
- Light pollution
- Out of character with the area
- Design lacks local distinctiveness
- Impact of future signage
- Loss of privacy

PLANNING HISTORY

Reference	Description	Decision	Date
20/0686/PDR	Prior approval for proposed change of use of agricultural building to a Shop (A1) Under Class R of Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended)	Prior approval granted	08.07.2020

POLICIES

Adopted East Devon Local Plan 2013-2031 Policies

Strategy 7 (Development in the Countryside)

Strategy 46 (Landscape Conservation and Enhancement and AONBs)

D1 (Design and Local Distinctiveness)

D8 (Re-use of Rural Buildings Outside of Settlements)

EN5 (Wildlife Habitats and Features)

EN9 (Development Affecting a Designated Heritage Asset)

EN14 (Control of Pollution)

Government Planning Documents

NPPF (National Planning Policy Framework 2019)

National Planning Practice Guidance

Site Location and Description

The site is located opposite the village church in Combe Raleigh and is occupied by a 1970s barn which is typical of modern farm buildings in scale and materials. It is enclosed on three sides and the open side faces the farmhouse. Between the building and the road there is an area of compacted soil/hardstanding and there is a track on the north east side leading to the land at the rear. It forms part of a holding which was separated from Barton Farm several years ago and has changed hands again since then.

The village is located within the Blackdown Hills AONB and there are listed buildings situated to the north of the application site, namely St Nicholas' Church, which is grade 2 star, and Glebe Cottage and Fiddlers Cottage which are grade 2. In addition to these buildings there are four grade 2 tombs or headstones within the churchyard and the lychgate is also grade 2.

Proposal

This application seeks planning permission for external alterations to a barn which already has planning permission (via prior approval) to be used as a farm shop. This application is not, therefore, an opportunity to revisit the issue of whether or not the retail use is acceptable. The only matters for consideration are those related to the physical alterations to the building.

The changes would include insertion of a door in the front elevation and doors and windows in the rear elevation. In addition, the metal cladding on the rear elevation would be replaced with timber, and the fibre cement roof would be replaced with corrugated metal.

ANALYSIS

The main issues to consider are therefore the impact of the alterations on the landscape and scenic beauty of the Blackdown Hills AONB and on the setting of the various listed buildings and structures to the north.

AONB

The barn is enclosed on three sides and open on the fourth which faces south west. The main public views are therefore of an enclosed barn although there are views of the interior on approach from the south west. The lower half of the barn is enclosed with solid boarding whereas the upper half is clad with Yorkshire boarding on the north west and north east elevations and metal sheeting on the south east elevation. The roof and gables are covered with fibre cement sheeting. The building therefore has a utilitarian appearance which reflects its agricultural origins.

The proposal is to maintain the existing appearance of the building but replace the metal cladding on the south east elevation with timber cladding and to replace the fibre cement roof sheeting with metal roof sheeting. To allow for access and light there would be a limited number of new openings inserted in the north west and south east elevations. In the north west elevation facing the church the change would be limited to the insertion of a glazed door with a sliding timber outer door, the latter being in line with the Conservation Officer's suggestion. In the south east elevation, which faces the field and is visible on approach from Honiton, a large set of folding doors would be inserted at ground floor level and an equally wide row of windows would be inserted at first floor level. To mitigate the visual impact of the first floor windows, which would be the most prominent, it is also now proposed to screen it with hit and miss boarding.

The addition of shutters/screens over the front door and rear first floor window would help to minimise the visual impact of the alterations to building and largely conserve its current appearance. The rear ground floor glazed doors would not have a similar treatment but they would be less prominent in views from the road on approach from Honiton. Overall, the alterations would be compatible with the conservation of the landscape and scenic beauty of the surrounding countryside.

Setting of listed buildings

Commenting on the listed buildings and their setting, the Conservation Officer has drawn attention to the pleasant pastoral views of the lych gate and raised churchyard above the stone boundary wall, with the Church beyond. These are framed by Glebe and Fiddlers Cottages on one side and the unlisted traditional stone barns of The Barton on the other. The significance of the listed buildings and structures is therefore derived not just from their architectural and historic interest but also from their churchyard setting and composition as a group.

The application building also forms part of the setting and is seen alongside some or all of the listed buildings in views from nearly all directions. Owing to its size, elevation and prominent position the barn competes with the listed buildings and is an intrusive and unwelcome feature in their setting and is at odds with the traditional architecture of surrounding buildings.

When it comes to determining applications for development affecting the setting of a listed building, Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Planning Authority to "have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses." The key test, therefore, is whether the proposed alterations would preserve the setting of the listed buildings.

The materials used in the external elevations of the building would be similar to existing and there would be an improvement on the south east elevation where metal cladding would be replaced with timber. Subject to securing details of the new or replacement wall or roof cladding there would be no fundamental change to the outward appearance of the building. One aspect which did raise concern with the Conservation Officer, however, was the new glazed entrance door in the elevation facing the church. This has subsequently been amended to include a sliding timber shutter over the glazed door and this would screen the door outside shop hours, thereby preserving the current sense of enclosure. Other elevation changes are not considered to have any adverse impact on the setting of the listed buildings. Although the Conservation Officer has commented on the potential for an increase in the number of cars parked outside the building, there would be no change as a result of this application for external alterations.

Having regard to the limited changes proposed to the external elevations of the building and the addition of a sliding timber shutter over the glazed front door, it is concluded that the proposal would preserve the setting of the listed buildings and structures and cause no harm.

Other matters

It is likely that some signage will be required but this would be subject to regulation under the Advertisement Regulations and in this regard it is noted that the site is in an Area of Special Control of Advertising which limits the size and position of signs.

There are currently no proposals for external illumination of the building or surrounding land but it is reasonable in the interests of the AONB to impose a condition requiring details to be agreed before any lighting is installed.

Light spill from the windows is not expected to be excessive and would be limited to shop hours (which can be conditioned). Nevertheless it is reasonable to impose a condition requiring lights to be switched off at night.

The building is considered to offer very limited potential as a wildlife habitat owing to its modern construction and open or part open sides creating a draughty environment. There is no evidence of wildlife using/living in the building. However it is reasonable in accordance with Policy EN5 to secure enhancements by way of provision of bat and bird boxes.

There would be no direct overlooking of any neighbouring property from any of the new windows or doors and therefore no loss of privacy.

Concerns raised by local residents regarding the lack of need for a shop and the impact of the shop on highway safety were addressed in the previous application for prior approval for the use. They are not relevant to this application for external alterations to the building.

CONCLUSION

The external alterations proposed to facilitate the permitted use of the building as a shop are limited in extent and would conserve the existing character and appearance of the building. Likewise they would preserve the landscape and scenic beauty of the AONB and the setting of the nearby listed buildings. Subject to conditions regarding materials, lighting, use of the shutter and wildlife enhancements, the proposal is acceptable.

RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission and shall be carried out as approved.
(Reason - To comply with section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).
2. The development hereby permitted shall be carried out in accordance with the approved plans listed at the end of this decision notice.
(Reason - For the avoidance of doubt.)
3. No development to the exterior of the building shall take place until a schedule of materials and finishes, and, where so required by the Local Planning Authority, samples of such materials and finishes, to be used for the external walls, roof, windows and doors of the building have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
(Reason - To ensure that the materials are sympathetic to the character and appearance of the existing building and the surrounding area in accordance

with Policy D1 - Design and Local Distinctiveness of the East Devon Local Plan 2013-2031.)

4. Notwithstanding the drawings hereby permitted no development to the exterior of the building shall take place until detailed design drawings for the entrance door and sliding timber shutter in the north west elevation of the building and the first floor window and 'hit & miss boarding' in the south east elevation of the building have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
(Reason - To resolve differences between the approved floor plan and elevation drawings and to ensure that the sliding shutter is capable of operation in the interests of preserving the setting of nearby listed buildings and the character of the AONB in accordance with Policy EN9 - Development Affecting a Designated Heritage Asset and Strategy 46 - Landscape Conservation and AONBs of the East Devon Local Plan 2013-2031.)
5. No development to the exterior of the building shall take place until a scheme for the provision of bat and bird boxes on the building, including the timing of their provision, has been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved scheme.
(Reason - To ensure that development enhances the availability of wildlife habitats in accordance with Policy EN5 - Wildlife Habitats and Features of the East Devon Local Plan 2013-2031.)
6. No external lighting shall be installed other than in accordance with a lighting scheme which has first been submitted to and approved in writing by the Local Planning Authority. The lighting scheme shall comply with the requirements of the Institute of Light Engineers guidance on the avoidance of light pollution. The lamps used shall not be capable of reflecting light laterally, upwards or off the ground surface in such a way that light pollution is caused.
(Reason - In the interests of the character and appearance of the Blackdown Hills Area of Outstanding Natural Beauty in accordance with Strategy 46 - Landscape Conservation and Enhancement and AONBs and Policy D1 - Design and Local Distinctiveness of the East Devon Local Plan 2013-2031.)
7. Any plant (including ventilation, refrigeration and air conditioning units) or ducting system to be used in pursuance of this permission shall be so installed prior to the first use of the premises and be so retained and operated that the noise generated at the boundary of the nearest neighbouring property shall not exceed Noise Rating Curve 25, as defined in BS8233:2014 Sound Insulation and Noise Reduction for Buildings Code of Practice and the Chartered Institute of Building Services Engineers Environmental Design Guide. Details of the scheme shall be submitted to and approved by the Local Planning Authority prior to the first use of the premises. Development shall thereafter be carried out in accordance with the approved details.
(Reason - To protect local residents from noise in accordance with Policy EN14 - Control of Pollution of the East Devon Local Plan 2013-2031.)

8. No lights shall be on within the building outside the hours of 7am to 9pm on any day.
(Reason - To limit light spill from the windows and doors hereby permitted in the interests of protecting the character of the AONB in accordance with Strategy 46 - Landscape Conservation and Enhancement and AONBs of the East Devon Local Plan 2013-2031.)
9. The timber sliding shutter shall be closed to conceal the glazed door in the north west elevation of the building at all times when the building is closed to the public.
(Reason - In the interests of preserving the setting of nearby listed buildings and the character of the AONB in accordance with Policy EN9 - Development Affecting a Designated Heritage Asset and Strategy 46 - Landscape Conservation and AONBs of the East Devon Local Plan 2013-2031.)

NOTE FOR APPLICANT

Informative:

In accordance with the requirements of Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 in determining this application, East Devon District Council has worked positively with the applicant to ensure that all relevant planning concerns have been appropriately resolved.

Plans relating to this application:

2020_01 :	Proposed Combined	18.11.20
site/location	Plans	
2020_05	Proposed Floor Plans	30.11.20
2020_04	Proposed Site Plan	18.11.20
2020_06 Rev B	Proposed Elevation	15.02.21

List of Background Papers

Application file, consultations and policy documents referred to in the report.