

The Cranbrook Plan: Examination

Matter 4: Bluehayes Expansion Area

Statement on Behalf of East Devon New Community
partners

Matter 4 – Bluehayes Expansion Area

Issue 7: Is the Bluehayes Allocation (Policy CB2) positively prepared, justified and effective?

Q49. Is the proposed housing allocation deliverable and/or developable in accordance with the housing trajectory? In particular, is it:

- a) confirmed by the landowner involved as being available for the use proposed?
 - b) supported by evidence to demonstrate that safe and appropriate access for vehicles and pedestrians can be provided?
 - c) deliverable, having regard to the provision of the necessary infrastructure and services, and any environmental or other constraints?
1. Over 90% of the Bluehayes Expansion area allocation is controlled by Taylor Wimpey and Hallam Land Management including the frontages to both Station Road and London Road and is available for immediate delivery. The allocation is consistent with that set out in the adopted East Devon Local Plan and subject to the granting of a viable planning permission, there are no constraints to delivery and so the development could commence soon thereafter and make an important positive contribution to the proposed housing trajectory.
 2. A planning application for the land controlled by Hallam and TW was first lodged in 2014. An updated outline planning application was submitted in March 2019 including proposed accesses from both London Road and Station Road. The 2019 application and the supporting transport assessment have been discussed in great detail with Devon County Council and East Devon District Council over the last few months to agree the relevant principle issues regarding access and highways modelling of the site. A summary of the access strategy is set out by WSP in the report attached as appendix A to this statement.
 3. The parameters plan that forms part of the application shows the necessary land uses for which outline planning permission are sought. This includes a range of land uses within a mixed use area to ensure that the relevant employment uses and community facilities can be provided should it be determined through the negotiation of the application that they are required.
 4. A location for a primary school, up to two form entry in size, is also shown on the parameters plan. Discussions are being held with EDDC and DCC as to the preferred location for this school, either in the Treasbeare or Bluehayes expansion area. If it is agreed that the school is not required in Bluehayes the alternative residential use has

also been tested in the Environmental Impact Assessment and shown on the parameters plan. Sports pitches have also been shown in the Bluehayes expansion area, but again should the decision be taken through the negotiation of the application that the pitches should be located in one sports hub in a different expansion area additional residential land has been tested and allowed for. The alternative options have all been taken account of in the relevant assessments undertaken as part of the environmental impact assessment and submission of the outline planning application.

5. All the proposed uses can be delivered within the application area having also had regard to the necessary environmental constraints. Discussions have been held with East Devon District Council and Devon County Council over recent months as well as the relevant statutory consultees to address any questions raised in the consultation process. Most of the concerns are now agreed and it is hoped that the application will receive a positive officer's recommendation shortly.

Q50. Has full consideration been given to the impact of this allocation on:

- a) Access arrangements.
 - b) Flood risk and surface water drainage including flood routes adjacent to the railway line.
 - c) Landscape and settlement character.
 - d) The living conditions of existing residents.
 - e) An appropriate buffer to properties at Broadclyst Station
6. As outlined above the access arrangements for the outline application area and the matters raised in the consultation response on the application have been discussed in detail with Devon County Council and East Devon District Council. All matters raised have now been addressed. Amongst other things it has been confirmed that the Bluehayes outline application has taken account of the trip generation that would arise from the other land allocated in the Bluehayes Expansion area outside the Hallam/Taylor Wimpey application area, showing that the DPD Plan of Bluehayes can all be sufficiently accessed and is within highways modelling capacity. Extensive consideration has also been given to the proposed other expansion areas for Cranbrook, identifying possible schemes that could be delivered, independently of the application. This confirms that the Bluehayes Expansion Area highway proposals do not preclude the future delivery of the other allocation areas. The access strategy is explained in the supporting statement prepared by WSP, appendix A to this statement.
 7. A flood risk assessment was submitted in support of the outline planning application. Comments have been received from the Environment Agency and Devon Country

Council seeking clarification on a few points and a response submitted answering all questions and updating the FRA where required. A meeting has been arranged with the County Council, just before the Examination, in case any further clarification is required on any remaining questions.

8. A Landscape and Visual Impact Assessment was undertaken and submitted as part of the outline planning application. This considered the existing landscape character of the allocation area and the surrounding settlements having regard to the recent and on-going construction of development in the local landscape and within the context of the Bluehayes allocation; this included both the existing extent of Cranbrook and the developments to the west and south west of Broadclyst and their urbanising influence on the landscape. The LVIA concluded that the design and mitigation approaches proposed in the Bluehayes expansion area outline planning application through its masterplanning approach and GI strategy would minimise impacts on landscape and visual receptors and not result in any unacceptable long-term harm on landscape character and visual amenity.
9. Through the socio-economic analysis of the proposed expansion area it has been demonstrated that the necessary consideration has been given to the existing and new population generated by the proposed development. The development is to provide a range of housing as well as education, community and sport facilities being capable of being provided within the site or elsewhere within Cranbrook as determined appropriate through the negotiation of the application. The comprehensive masterplanning of the Bluehayes expansion area has ensured that the social and economic facilities of the new residents have been provided for where necessary.
10. The boundaries of the existing neighbouring development have been considered fully in the masterplanning of the Bluehayes expansion area. Full regard has also been given to the location of the flood plain and other natural constraints through the environmental impact assessment undertaken on the outline application proposals.

Q51. Is the mixed-use allocation at Bluehayes appropriate? What is the rationale for mixed use development?

11. In eight years, since the commencement of Cranbrook, the Younghayes neighbourhood centre in phase one was not easy to establish and it has proved extremely difficult to secure any significant retail interest in the Town Centre.

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12. The Cranbrook Economic Development Strategy focusses on developing a business ladder model to encourage a variety of employment opportunities. Its discussion of retail opportunities is fairly limited. As to demand for retail facilities, the Economic Development Strategy reported then *"In addition the Growth Point Team has been receiving enquiries for retail premises in Cranbrook. Many of these have been for retail, food and drink premises ..."*.
 13. Food and drink premises certainly were the effective fallback demand within the Younghayes Local Centre with two take away units and one café currently occupying 3 of the 7 units.
 14. The evidence is such that there is likely to be a very small demand for retail facilities (and certainly not a critical mass to create a further neighbourhood centre) within the western expansion area. Such demand as there is, is likely to be skewed towards food and drink/takeaway outlets which would detract from the sense of place or gateway design principles which might be expected to be better developed by well-designed residential development. Any demand would not require to be located in this type of location or contribute to the sustainability of the development as both the Younghayes centre and the town centre are located nearby and will be accessibly by bus.
 15. In either eventuality the size and design of the mixed use area and of individual buildings within it should not be set out in an overly prescriptive manner - given the absence of a detailed master planning evidence base or commercial evidence as to the deliverability of individual elements of the potential mixed use area.
 16. The size and design of a community building in this area would not normally be a matter of policy prescription but of resolution in the light of up to date evidence through the planning application process.
 17. At present policy CB2 makes provision for a mixed use area with apparently different level of prescription regarding employment uses or community uses etc etc. - *"will incorporate a range of business spaces", "capable of accommodating community uses"*.
 18. For the reasons set out above, we do not think that the mixed use area as currently proposed is appropriate or necessary and the need for the mixed use area in Bluehayes should be reviewed. If decided to be retained it should as a minimum be:

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- reduced to approximately half that size shown;
 - and a more general and consistent wording be included in policy CB2 to facilitate a design and delivery model for a mixed use area that reflects current design and commercial demand such as : *“A mixed use area capable of accommodating a community or meeting space, business spaces or premises and other uses compatible with and supporting the mixed uses area, which may include residential development. The mix of uses will be determined through more detailed design and assessment”.*

Q52. Has full consideration been given to the impact of this development on the residents at Broadclyst Station?

19. As confirmed above, an outline planning application has recently been submitted for some 90% of the land within the Bluehayes expansion area. Consultation was undertaken on the previous planning application and views expressed at that time were taken account of where appropriate and possible in the revised application. An environmental impact assessment has also been undertaken on the application proposals ensuring that any impacts likely to arise as a result of the proposals have been taken account of and appropriate mitigation proposed.

Q53. How has the presence of the existing small holding been reflected in the allocation?

20. No further comment at this stage.

Q54. How will the allocation secure the identity of Broadclyst Station as a separate community?

21. Through the detailed design process, once outline planning permission has been granted, design principles can be discussed and agreed, to ensure the appropriate identity of land around Broadclyst Station is retained if appropriate and decided necessary.

Q55. Do the provisions of the allocation accord with the Rockbeare Neighbourhood Plan?

22. The Bluehayes Expansion Area does not include any land within, or adjoin, the boundary of the Rockbeare Neighbourhood Plan area.

Q56. What is the purpose of a Comprehensive Development Scheme in relation to this allocation?

23. As explained in our original representations to policy CB2 a Comprehensive Development Scheme is not required for this allocation and would likely to lead to yet further delay. To recap, the intention to prepare a Cranbrook DPD in addition to the East Devon Local Plan was set out in the Council's own modification to the Submission version of the East Devon Local Plan which was submitted for Examination in August 2013 and finally adopted early in 2016. Applications for planning permission for the expansion of Cranbrook to the west, the south and east have been lodged with the District Council since December 2014. It is uncontroversial that east and west are allocated sites in an Adopted Plan. However, none of the applications have been able to be progressed pending progress on this Development Plan Document.
24. The Local Plan Inspector was deeply sceptical of the need for and effect of the Council's intention to produce a DPD: *"In 2014 the Council decided to produce a Masterplan for Cranbrook to review progress and refresh its vision and design guidance. Insofar as it relates to securing delivery of housing, I am not persuaded that this exercise is necessary or that it is necessary to modify the Plan to refer to it"*. Local Plan Inspectors Report para 26. The Council ploughed on nevertheless.
25. The Cranbrook DPD Issues and Options report was published in May 2016 - three years ago. The final phases of the extant Cranbrook planning permission for 3500 new homes are now being submitted for reserved matters approval. The restriction of the pipeline of development at Cranbrook caused by the absence of new consents for the expansion areas is about to become ever more acute leading to increased pressure on the rest of the District.
26. As such the proposed policy to require the additional approval of a comprehensive development scheme for the Bluehayes expansion area is the very antithesis of a plan that **is positively prepared**. The intent appears to be to require a further level of LPA approval between the adoption of the DPD (itself of questionable necessity in the mind of the Local Plan Inspector as well as EDn Cp) and before an outline planning application for the expansion areas can be considered. This would most likely lead to yet further delay.
27. Nor can the requirement for the approval of a comprehensive development scheme be in any way **justified** (even if it were clear what it was intended to be).

28. If, as maybe was the original intention, the purpose of the comprehensive development plans for all the expansion areas were to secure a comprehensive approach then this is unnecessary for Bluehayes. The substantial majority of the development within the Bluehayes expansion area is owned by Hallam Land Management and Taylor Wimpey. It is necessary only, if anything is necessary at all, for a planning application to demonstrate how an application for all of the land controlled by HLM and TW does not prejudice the delivery of any residual landownerships controlled within the Bluehayes expansion area. This does not require a comprehensive development plan.
29. Indeed, a planning application has been prepared and submitted to the Council that is aligned with the DPD and demonstrably has no impact on the ability of the remaining residual landownerships included in the Bluehayes allocation. Where relevant confirmation of this can be provided through the planning application process, as has been done for highway capacity and access.
30. If the purpose of the comprehensive development scheme is, as is mooted in the policy, to address matters such as biodiversity or green infrastructure or other master planning issues, then the proper means to do so is with the benefit of all of the technical assessments that form part of the process of producing an outline application - not prior to that work being undertaken.
31. For all the reasons set out above, the requirement for a comprehensive development scheme in the Bluehayes expansion area is not justified in any form and should be deleted from policy CB2.

AQ7. Are any Main Modifications proposed in relation to Issue 7?

32. Whilst it is for the Council to propose main modifications we have set out below the modifications we have proposed in the original representation for ease of reference:

a) Allocation for Mixed Use Development

We do not consider any modifications are necessary.

b) Requirement for Comprehensive Development Scheme

For all the reasons set out above, the requirement for a comprehensive development scheme is **the antithesis of positive planning and is not justified** in any form. The following words should be deleted from the DPD as follows:

~~*“A comprehensive development scheme addressing the Bluehayes expansion area in its entirety and recognising and where possible enhancing existing biodiversity assets and green infrastructure, shall set out provision for all of the following uses, requirements and infrastructure. The scheme shall be agreed in writing by the Local Planning Authority before any planning application for development of all or part of the expansion area is determined. Subsequent applications must comply with the approved comprehensive development scheme.”*~~

c) Treatment and Allocation of Specific Uses on the Policies Map

For all the reasons set out above, the phrase “where land is allocated for specific purposes on the policies map, the uses will fall on and within the designated areas”, including the colon at the end of that phrase should be deleted from Policy CB2.

d) Specification for Mixed Use Area

For the reasons set out above, the need for the mixed use area in Bluehayes should be reviewed.

If retained:

- its size should be reduced to approximately half that size shown; and
- a more general and consistent wording would seem appropriate to facilitate a design and delivery model for a mixed use area that reflects design and commercial demand:

“A mixed use area capable of accommodating a community or meeting space, business spaces or premises and other uses compatible with and supporting the mixed uses area, which may include residential development. The mix of uses will be determined through more detailed design and assessment”.

e) Requirement for the Adaptability of Residential Premises in Mixed Use area

For all the reasons set out above, the requirement for all/any residential use to be capable of conversion at ground floor level is not sound and should be deleted.

f) Requirement for Meanwhile Uses

For all the reasons set out above, the requirement for meanwhile uses within the mixed use area should be deleted.

g) Requirement for Formal Open Space Recreation Land

To ensure soundness the word “formal” should be deleted from bullet point 3.

h) Requirement for Provision for Two Form Entry Primary School

For the policy to be effective there may be a need to reflect a slightly broader range of triggers whereby the obligation to provide a school in Bluehayes is triggered - other than simply commencing on site first. The sentence in brackets might be amended as follows: *“only in the event that the Bluehayes expansion area is commenced ahead of the Treasbeare expansion area or there is no prospect or commitment to secure primary school provision within the Treasbeare area”*.

i) Requirement for Allotments to exclude parking and peripheral paths

Deletion of sentence in brackets - *“the identified land... and drop off”*

j) Requirement for SANGS plus Financial Contribution

To ensure that the DPD is sound in this regard, this element of the policy be amended as follows:

“In addition to the expansion allocation that this policy provides for, accompanying land for SANGS provision in accordance with Policy CB15 is also safeguarded. SANGS provision in line with Policy CB15 together with financial contributions for direct enhancement and conservation of the Exe Estuary and Pebblebed Heaths, *or other alternative mitigation*, must be provided to ensure that there are no adverse effects of development on European protected sites”.

APPENDIX A: WSP SUMMARY OF ACCESS STRATEGY



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|-----------------|---------------------------------------|-------------------------|----------------|
| DATE: | 08 January 2020 | CONFIDENTIALITY: | Public |
| SUBJECT: | Cranbrook DPD MIQs – Bluehayes Access | | |
| PROJECT: | 70051805 – Cranbrook West | AUTHOR: | Zanah Mamoojee |
| CHECKED: | Jeff Troake | APPROVED: | Jeff Troake |

Q49b - Is the proposed housing allocation deliverable and / or developable in accordance with the housing trajectory? In particular, is it supported by evidence to demonstrate that safe and appropriate access for vehicles and pedestrians can be provided?

Introduction

The proposed development comprising the Western Expansion Area (WEA) for Cranbrook (Bluehayes) will provide 1,040 dwellings, out of the potential 7,670 new homes identified for the Cranbrook area in the East Devon District Council (EDDC) Local Plan (2013-2031). This includes the additional 110 dwellings proposed to be developed on land referred to as 'June's Land'.

Following the submission of a revised outline planning application for the WEA last year and the consultation comments received by highways officers at Devon County Council (DCC), a series of meetings have been held with DCC and then more recently with both EDDC and DCC to address all their comments raised and agree a highways solution.

A Technical Note has since been submitted to both authorities identifying the highways solution for the WEA that has been agreed. This also confirms that the proposed access for the WEA will not preclude the delivery of the other expansion areas.

Access Summary

The WEA is proposed to be accessed via two separate access points. The primary access will be located along London Road, via the creation of a new three-arm roundabout junction. The junction will be located approximately 100 metres southwest of the existing B3174 London Road / Younghayes Road roundabout, and approximately 250 metres northeast of the existing B3174 London Road / Station Road priority junction. The roundabout junction has been designed with an Inscribed Circle Diameter (ICD) of approximately 36 metres and will accommodate one approach lane from the WEA site access arm, two approach lanes from the London Road westbound approach arm, and three approach lanes from the London Road eastbound approach arm. For the westbound approach arm along London Road, the inside lane (designated for straight on movements only) is proposed as a segregated lane, meaning vehicles traveling from the east to the west will not need to give way at the junction. This arrangement also includes the partial removal and reposition of the bus lane on London Road (which has been agreed in principle with Devon County Council Public Transport officers and no comments have been raised by East Devon District Council officers). The segregated lane for the straight on westbound movements on London Road will ensure there are no delays to buses on this section.

It is also proposed that the existing speed limit be reduced to 30mph along London Road from the west of the Station Road T-junction to the east of the Younghayes Roundabout. This is in keeping with the vision for Cranbrook to create a place that is not segregated by a fast carriageway. It is envisaged that as further development of the wider Cranbrook allocation is delivered, London Road to the east along the extent of the allocation will also be subject to a reduced speed limit of 30mph. This has been discussed and agreed in principle with highway officers at DCC and is also endorsed and supported by EDDC.



A second access point is proposed from Station Road. This access would connect to the proposed new site access roundabout on London Road. The connecting road would run through the WEA along an MLR alignment. This would offer an alternative connection to London Road to and from Broadclyst to the north. The arrangement has been developed through detailed discussions with the highway authority who wish to reduce the level of traffic using the existing London Road / Station Road junction. The access strategy at the Station Road junction will see the realignment of Station Road from the north into the site, with the southern part of Station Road (north of Shercroft Close) becoming the minor arm of the new junction. Again, this has been discussed and agreed in principle with highway officers at DCC.

A range of traffic calming measures have been discussed with the highway authority for introduction along Station Road (between London Road and the WEA second access point). The purpose of these measures is to discourage use of this part of the road and encourage vehicles to route via the proposed new roundabout access junction (from London Road) and new internal access road.

An indicative scheme has been submitted to the highway authority for consideration and the eventual scheme will be secured either by an appropriately-worded planning condition or as part of the s.278 Agreement. It is anticipated that these traffic measures would reduce the current traffic flow on this section of Station Road by at least 40%, reducing pressure on the London Road / Station Road junction. The measures proposed would also deter larger vehicles from using this section of Station Road. The junction, combined with the realignment of Station Road, would encourage larger vehicles onto the more appropriate route through the WEA to / from the new London Road site access roundabout. This has been requested by the highway authority and the proposed access roundabout junction has been designed to accommodate the larger vehicles. It is important to note that our transport solution has also been designed so that, if at any point in the future, DCC wish to formally stop up Station Road (north of Shercroft Close) then the junctions associated with the WEA remain within capacity. This was a point of much discussion with highways officers at DCC and is now agreed.

Both vehicular access points to the site will include provision for pedestrian crossing facilities on London Road and Station Road, respectively. In addition, the existing London Road / Station Road junction will be modified to improve pedestrian and cycle connectivity at this junction and allow better permeability for east-to-west movements (and vice versa) along the existing shared pedestrian / cycleway on London Road.

Although not part of the proposal for the WEA, the framework masterplan indicates a location for the delivery of ramp / steps to provide access to a pedestrian bridge crossing over London Road to the Treasbeare Expansion Area, should this be required when this part of the wider allocation comes forward for development. If delivered, the bridge would increase connectivity and pedestrian / cycle permeability either side of London Road. An alternative option is provision of an at grade crossing across London Road to the Treasbeare Expansion Area which would provide a more cost-effective solution, potentially saving infrastructure burden on this element of the site. This would have to be located at the existing phase 1 Cranbrook roundabout due the level difference between the Bluehayes and Treasbeare expansion area and the district heating pipes in this location.

Internal to the site, the MLR will have a shared 3m pedestrian/cycleway along its length connecting London Road to Station Road. The exact details of this will be secured through detailed design as part of the s.278 Agreement. At the Station Road, provision will be made to connect to a dedicated pedestrian/cycle link that DCC are looking to deliver from Station Road to Exeter.

The proposed access strategy for the WEA is confirmed to be in accordance with existing national and local planning and design guidance and has been discussed and agreed in principle with highway officers from DCC.



Operational Capacity

As part of the Transport Assessment (TA) submitted to EDDC in 2019, detailed transport modelling work has been carried out to confirm acceptability of the proposed access arrangements in terms of accommodating development traffic. The analysis has confirmed that the highway network can accommodate the WEA development proposal and does not prejudice the delivery of the wider Cranbrook allocation.

Overall, the evidence as highlighted above confirms that the WEA can be served by a safe and appropriate access for all modes.

