

Statement for the examination of the Cranbrook DPD

Response to the Inspectors Matters Issues and
Questions

Matter 6: Cobdens Expansion Area

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Issue 9: Is the Cobden’s Allocation (Policy CB4) positively prepared, justified and effective?

Response	Inspectors Question(s)
<p>1.1 Housing numbers</p> <p>Is the proposed housing allocation deliverable and/or developable in accordance with the housing trajectory?</p> <p>In particular, is it:</p> <p>a) confirmed by the landowner involved as being available for the use proposed?</p> <p>b) supported by evidence to demonstrate that safe and appropriate access for vehicles and pedestrians can be provided?</p> <p>c) deliverable, having regard to the provision of the necessary infrastructure and services, and any environmental or other constraints?</p>	<p>Q74 -</p> <p>Deliverability of allocation with regard to land ownership, access and constraints</p>
<p>1.2 The housing allocation at Cobdens is under the control of just two parties comprising – Farlands LVA (as promoter) and Persimmon Homes (as developer). Both have been actively involved in the promotion of their sites for development and have attended various meetings with the Local Planning Authority. The development area as a whole remains available.</p>	
<p>1.3 In addition and with reference to post submission documents (PSD2), there are two applications for outline permission that have previously been submitted and continue as live applications. These applications further evidence the interest of both parties in delivering their parts of the site.</p>	

- 1.4 The current applications and the statements that are being submitted under separate cover by Devon County Council as the Local Highway Authority clearly indicate that a safe and appropriate access to the Cobden expansion area can be achieved.
- 1.5 Delivery of development at Cobdens has a number of constraints focussing on such aspects:
Topography and in particular the rising land to the east of the area;
Overhead power lines that cross the site;
Streams and ditches that cross the area and are primarily classified as Flood zone 2 by the Environment Agency.
- 1.6 Evidence set out in the following documents demonstrate that with careful layout and phasing of development these can be overcome so that they do not present an insurmountable constraint to development
- Cran017
https://eastdevon.gov.uk/media/2763279/18110001601_Flood-Risk-Review-and-SW-Drainage-Strategy_B0_12-Feb-2019.pdf
- Cran031 <https://eastdevon.gov.uk/media/2760815/Overhead-lines-Strategy-Report-October-2018.pdf>
- Cran051 <https://eastdevon.gov.uk/media/2760821/Landscape-and-Visual-Appraisal-of-Revised-Proposals.pdf>
- 1.7 Other environmental considerations have been addressed through the plan, policy and in developing the masterplan such that development on the Cobdens site is deliverable.
-

- 1.8 **Has full consideration been given to the impact of this allocation on:**
a) Access arrangements
b) Landscape impact
c) Flood risk and drainage?

1.9 Access to the allocation is good with three key access points into the site – two from the London Road and one from the west linking with the northern spur of the existing Main Local Route (MLR). Detailed work continues to be progressed to ensure that these access can all be delivered without fettering each other or with development in the Grange area to the south. There is currently no suggestion that this is the case.

1.10 In addition it is noted that there has been much concern raised in respect of Cobdens Lane which is located towards the east of the allocation and running north and east links to Whimple village. The current junction of this Lane and the London Road is substandard and therefore to leave this unaltered is not appropriate. There is however no suggestion that the Lane is closed – it can and should continue to provide a suitable vehicle route to Whimple which recognises the type and nature of vehicles that use it, albeit with some form of revised junction arrangement to improve safety.

1.11 In terms of landscape impact great care has been given to the eastern extent of the built form recognising the landscape evidence that underpins the allocation and is referenced in evidence documents particularly Cran 051 but also having regard to Cran 032; 043; 046; 047. It has been in giving full regard to this evidence that the built up area boundary for development has been located to the west and

**Q75 –
 Consideration in
 respect of
 access,
 landscape,
 amenity and the
 airport**

<p>therefore on the lower slopes of Cobden hill, thus preventing development from rising up this area of elevated land and resulting in undue prominence and landscape harm</p>	
<p>1.12 Flood risk and drainage has already been recognised as a constraint for the Cobdens allocation most particularly in noting the increased extent of the areas recognised as flood zone 2 within the Environment Agency Flood maps. However even recognising the increased extent of this area, housing numbers identified for the allocation can still be achieved by simply requiring slightly higher density than was previously allowed for. Based on the extent of flood zone 2 area increase it appears that 110 dwellings would need to be relocated based on the current masterplan that is set out within Policy CB16. As a percentage increase across the largest expansion area this is achievable. In support of this assertion it is already noted that the housing numbers for Farlands have been increased within their latest submission from 250 to 260.</p>	
<p>1.13 How has the figure of around 1495 dwellings for this allocation been arrived at?</p>	<p>Q76 – Derivation of housing numbers</p>
<p>1.14 The housing figure for this expansion area has been arrived at through a masterplanning approach that was designed to find the best way of accommodating the housing number for Cranbrook while sustaining the settlement already being delivered to an existing planning permission (03/1900/MOUT). There were three primary considerations:</p> <p>Attain the housing figure for Cranbrook in a sustainable development pattern</p> <p>Maintain the sustainability of the existing planning permission</p>	

Ensure the housing can be served by the existing and planned transport infrastructure.

1.15 The masterplan was designed around a network of routes that form the most sustainable links with those set within the existing planning permission and existing roads and settlements around Cranbrook.

1.16 A development block pattern was set up by this network of routes and housing densities were allocated to those blocks to identify the housing number for this expansion area. These densities are highest around the neighbourhood centre and along major routes through and past the expansion area.

1.17 Although a higher housing density, and therefore housing number, is achievable, the densities in the existing planning permission are relatively low and homogenous in comparison to more established towns. To maintain the attractiveness of the town centre for footfall dependent uses, the densities in the expansion areas are kept lower than they might otherwise be so that their neighbourhood centres do not take away trade from the town centre by being better supported by high surrounding housing density.

1.18 Housing numbers have also been kept to the figures required in the East Devon Local Plan as these have been tested against the capacity of the wider highway network around Cranbrook.

1.19 **What is the purpose of a Comprehensive Development Scheme in relation to this allocation?**

- 1.20 The Comprehensive Development Scheme (CDS) is a mechanism whereby all minimum use and infrastructure requirements identified within the policy can be found a “home” (location), and delivered in full whilst recognising existing Green infrastructure and the options for enhancement.
- 1.21 Within a number of responses that have been received it is noted that concerns regarding the implication of CDSs have been raised – most particularly the perception that these would otherwise require agreement between two or more land owners or developers. The CDS has the benefit of ensuring that all uses, infrastructure and requirements are addressed and that none are left to the last developer to bring forward.
- 1.22 The Policy requirement for the CDS does not set that there is a need for agreement between developers and as result it is possible for a developer to submit a CDS for the allocation without regard to other land owners. If this occurred then the Council would be able to consult with other relevant land owners and take a view on whether the plan demonstrates a suitable distribution. However it is also important to note that three of the expansion areas are, in a large part under the control of a single developer/owner - only Grange does not enjoy such a majority owner.
- 1.23 To ease the requirement where there is a majority land owner it would be possible to build into the policy a threshold which effectively allows developers, where they hold a significant controlling majority, to entirely manage their own CDS. If this threshold was set at 80% it would facilitate the delivery at Bluehayes, Treasbeare and Cobdens where the majority control all lie above this percentage. For such areas it is nonetheless less still appropriate to retain a requirement for a CDS, as

Q77 – Purpose of a Comprehensive development Scheme

<p>land ownership and control can change or become fragmented over time.</p> <p>1.24 If this modification is made to Policy it would have to recognise that where there is a large majority control, there is an expectation for the majority developer to be responsible for delivering all infrastructure that is already identified on their land through the masterplan (linked by Policy CB16), as well as all the remaining non-geographically identified infrastructure set out within the allocations policy.</p>	
<p>1.25 Mixed Use Is the allocation of mixed-use areas justified and effective?</p> <p>1.26 The mixed use areas at Cobden's are justified and effective.</p> <p>1.27 The indicated area and scale of the neighbourhood centre at Cobdens is justified.</p> <p>1.28 The Cranbrook Economic Development Strategy¹ (CEDS) requires 37,800m² floor space for town centre uses across Cranbrook. Of this, policy CB4 requires a minimum of 1250m² in floor space compatible with neighbourhood uses at Cobdens.</p> <p>1.29 The masterplan indicates a neighbourhood centre area of around 1.19 hectares that is greater than required to deliver this floor area. Additional community uses are identified along with other business uses that make up much of the additional area. However, the masterplan is designed to enable flexibility in the medium and long term, as other uses will be identified by the community living and</p>	<p>Q78 – Justification of mixed use area</p>

¹ <https://eastdevon.gov.uk/media/2260179/cranbrook-economic-development-strategy.pdf>

<p>working at Cranbrook which cannot at present be known or predicted. This flexibility is important to the ability of the community to have future autonomy, maintain good health and wellbeing, cohesion and identity as noted by the previous generation of new towns.</p> <p>1.30 Residential development can be included within the neighbourhood centre area as part of a mixed-use development design, though purely residential development would be resisted until such time as it can be proved that community needs have been satisfied with relevant neighbourhood centre facilities.</p>	
<p>1.31 Does reference to A5 Use Class premises accord with national policy in para 91c of the Framework? [applies also to CB3 and CB5]</p> <p>1.32 The Council consider that the inclusion of A5 use class premises would not undermine national policy as set out in para 91c of the National Planning Policy Framework and therefore accords with the policy framework for supporting healthy lifestyles.</p> <p>1.33 As well as providing much needed housing to meet the growing need of the population, The Cranbrook Plan looks to embed within it the principles of designing good health and well-being outcomes into the town and encouraging people to lead active lifestyles.</p> <p>1.34 To enable and support healthy lifestyles, especially where this would address identified local health and well-being needs, the plan seeks to provide accessible infrastructure to include facilities, local shops and as part of this access to healthier food. This is not to exclude A5 (Hot food takeaway) uses completely but to provide a focus towards good</p>	<p>Q79 - A5 use restriction and National Policy</p>

<p>health and well-being related food outlets in the town that will support residents in making balanced and healthier choices.</p> <p>1.35 The Government commissioned Foresight Report² of 2007 which examined the reasons for the rising and significant levels of obesity, concluded that there were a ‘complex web’ of factors involved ranging from unhealthy diets, low levels of physical activity as well as subtler causes such as societal influences and environmental factors which can make it difficult to make healthy choices.</p> <p>1.36 Recognising the relationship between the health impacts, nutrition and hot food takeaways, evidence suggests that the presence of hot food takeaways in high numbers has a relationship with increased levels of excess weight and obesity. The proposed policy approach therefore seeks to limit the amount of A5 uses to 1 unit of A5 use class for every 3 units of other A use classes within the neighbourhood centres. This will be a cumulative calculation, taking into account any existing premises. It is considered that this approach would not lead to an over concentration of A5 uses within any one individual centre.</p>	
<p>1.37 <i>New station</i> Would the allocation of housing in Cobdens be justified if a second station were not to be delivered?</p> <p>1.38 The Council consider that the allocation of Cobdens would remain as justified in the event that the second station is not delivered.</p>	<p>Q80 – Justification of allocation without new station</p>

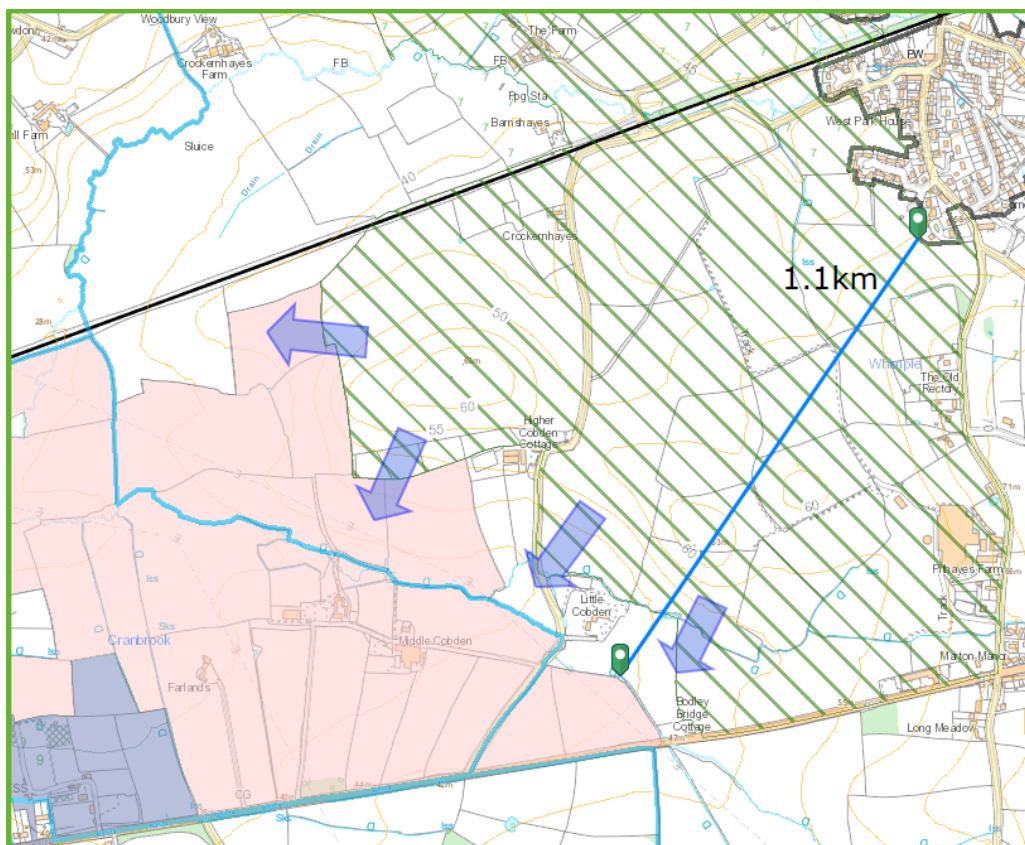
² <https://www.gov.uk/government/publications/reducing-obesity-future-choices>

<p>1.39</p> <p>1.40</p> <p>1.41</p> <p>1.42</p>	<p>The need for sustainability across the development as a whole is essential and to this end there is an expectation of a rail first approach and a station in the location of the safeguarded land would bring greater accessibility for residents in the east of the town to a station.</p> <p>However it is recognised that the greater benefit from improved rail services can only be delivered if a passing loop is delivered on the wider rail network between Pinhoe and Honiton. Such a requirement has potential consequences further up the line towards Salisbury and therefore it is impossible for a development scheme the size of Cranbrook to deliver these improvements. A significant proportion of the works required could only be picked up as a part of a National Improvement scheme and to predicate housing delivery solely on the delivery of these works is not reasonable.</p> <p>In such a scenario maximising the benefits of a reliable and frequent bus service along with permeability and therefore the ability for local residents to walk to services and facilities is absolutely paramount. Such an approach is recognised within the consultation response from Highways England where they see the potential for modal shift to rail as being an additional benefit rather than a necessity.</p> <p>It is in recognising this inherent difficulty that within the consultation response from the County Council they have sought a flexible approach to the spending of the transport contribution that has been sought within the IDP.</p>	
<p>1.43</p>	<p>What is the delivery mechanism for the second station?</p>	<p>Q81 – Delivery mechanism for new station</p>

<p>1.44 East Devon District Council continues to work closely with Devon County Council as the lead organisation for transport improvements in the region.</p> <p>1.45 The County Council recognise that the delivery of the second station is achieved firstly by the safeguarding of necessary land (with a requirement through a traditional Section 106 to transfer the land).</p> <p>1.46 Secondly it is acknowledged that a Section 106 offsite financial contribution would be used for the actual delivery of the station itself although it is hoped that this would be part of a much larger strategic rail improvement scheme for the Exeter To London Waterloo line.</p> <p>1.47 Fundamental to this upgrade is the provision of a passing loop and costs and locations for such works are currently being considered in a report which is due to be completed in the summer of 2020. As part of any funding bid for national infrastructure, it is helpful to demonstrate that funding for the local components is already achievable.</p>	
<p>1.48 Would the creation of a new station affect the timings of services at Whimple station due to capacity on the line; what consideration has been given to this issue in the planning of the second Cranbrook station?</p> <p>1.49 Devon County Council have advised that timetabling for services at Cranbrook, Whimple and other local stations in the area would ultimately be determined by the length and location of the passing loop. As there is no final design for such improvement works yet, such timetabling information is not available. However the basic premise that is sought is for a minimum hourly service to the second station and</p>	<p>Q82 – Impacts of a second station</p>

<p>Whimple and an hourly fast service stopping at a reduced number of stations.</p>	
<p>1.50 How will this land be treated (to what use will it be put) during the period which it will be safeguarded from other development?</p> <p>1.51 Currently the land is agricultural with no public access permitted. During the period of safeguarding it is anticipated that the appearance of the land would change very little – continuing to be agricultural in nature and either being as such or being available to be managed as additional informal public open space. Importantly, access across the land would be needed for design and construction purposes.</p>	<p>Q83 – Interim use of safeguarded land</p>
<p>1.52 <i>Settlement coalescence</i> How will development east of Cobden’s Lane ensure that there would be no risk of settlement coalescence with Whimple (including encroachment into Whimple Parish)?</p> <p>1.53 The eastern extent of the proposed Cranbrook expansion would not lead to coalescence with Whimple village.</p> <p>1.54 The inset plan shown below, demonstrates a 1.1km separation distance between the closest part of the village recognised by the village’s Built up Area boundary and the most easterly part of the previously adopted Cranbrook allocation (shown pink and adopted through the East Devon Local Plan Strategy 12).</p>	<p>Q84 – Means to prevent settlement coalescence</p>

- 1.55 In addition the 5m contours that are shown on the map demonstrate a ridge of high land which lies between Whimple and Cranbrook and as such contain development of the town.
- 1.56 Taken together there is a clear distinction between the two settlements, so that both by distance and topography the two settlements would not be read together.
- 1.57 The additional safeguard which remains unaffected by the renewed allocation (which only slightly amends the allocation in the existing Local Plan) is that of the Local Plan's Green wedge (also shown on the plan below as the green hatched area) This area remains subject to Strategy 8.
- 1.58 It is acknowledged that the plan proposes an ingress into Whimple Parish. Such a step was not taken lightly during the Local Plan but recognised the identity of the village and the place making agenda needed for the expanded new town; both aspects that remain fundamental to the current allocation and the Cranbrook Plan as a whole.
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1.59 **Would the allocation of a site at Cobdens reflect the provisions of Strategy 7 in the EDLP, with particular regard to criteria 1 to 3?**

1.60 The allocation of land at Cobdens, with the exception of the most northerly (central) field, reflects the allocation which has already been adopted under Strategy 12 of the Local Plan. As the Local Plan was found sound and adopted with both Strategy 7 and 12 being read together it is not considered that for the vast majority of the current allocation there is any conflict between the two.

1.61 The extension of the allocation between the Local Plan and proposed Cranbrook Plan is modest (northern central field only) and such an allocation needs to be considered on a strategic basis as part of this plan making process, rather than being read in the context of Strategy

**Q85 –
Relationship
between
allocation and
Strategy 7**

<p>7. Nonetheless this strategy which seeks to restrict development in the countryside requires recognition of landform, local features and views. All of these have been considered within the evidence base that underpins the Cranbrook Plan and it is not considered that wider harm would result from the strategic allocation now identified.</p>	
<p>1.62 Were any undertakings given in the EDLP that the area between Cranbrook and Whimple was to remain separate to provide a green buffer space between the settlements?</p>	<p>Q86 – Previous undertakings in respect of buffer</p>
<p>1.63 The Local Plan and the eastern allocation that was identified through that plan have been largely respected in the current allocation and the policies that comprise the Cranbrook Plan DPD (see inset map provided for question 84). It is not considered that any green buffer or settlement identity has been compromised by the current plans.</p>	
<p>1.64 What is the justification for development on land identified as green wedge within Strategy 8 of the adopted Local Plan?</p>	<p>Q87 – Justification for development on green wedge</p>
<p>1.65 No development (including any SANGS allocation) is proposed for the green wedge between Whimple and Cranbrook as recognised by the Strategy 8 of the Local Plan.</p>	
<p>1.66 Has full consideration been given to the impact of the development on archaeology and heritage assets?</p>	<p>Q88 – Consideration on archaeology and heritage assets</p>
<p>1.67 The site has been subject to an archaeological geophysical survey as well as a programme of archaeological field evaluation that has</p>	

characterised the nature and extent of the archaeology within the development site. In the light of the results of this work the Historic Environment Team at Devon County Council has recommended to the Local Planning Authority that a programme of archaeological work is to be undertaken in advance of any development to ensure any archaeological deposits are investigated and recorded. This work would be facilitated through the application of an appropriately worded archaeological condition on any consent granted.

- 1.68 In terms of heritage assets (listed buildings) it is recognised that these are limited to just Little Cobden which is Grade II and located to the east of Cobden Lane. Proper regard has been given to this cottage and the impact on its setting that development would have. It is recognised that that the house was probably built in the C16 as some form of open hall, maybe heated by an open hearth fire. While there have inevitably been some changes it is considered that the old layout is well preserved and therefore a good deal of 16th and 17th Century Structural detail is thought to exist.
- 1.69 The house is set back from Cobdens Lane with a wide flat lawn set behind a mature hedge. This view would not see direct change and therefore the backdrop of the cottage remain. To the south, development is proposed but a field has been retained to help act as a buffer, while the development that is proposed would be that associated with gypsy and traveller accommodation - single storey development that with careful landscaping can be adequately screened to further help offset any residual impact.
- 1.70 To the west of the house it is proposed to deliver SANGS (which by its nature would preserve the countryside appearance) while further to the south west would see development. While it would be possible to read
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these two in some views it is considered that the separation and broken nature of those views would be sufficient to ensure that there would be no adverse effect upon the setting of the asset.

1.71 ***Pylons***

What are the objective criteria behind the recommendation to underground only 1 of the two overhead lines?

1.72 The criteria to recommend only one of the two overhead lines be placed underground are:

- Cost and commercial viability;
- Consequential increases in developable land;
- Improvement in achievable settlement pattern.

1.73 The decisions were informed by the reports from Ben Tibbetts (2017, 2018 and forming evidence documents [Cran024](#)³ and [Cran031](#)⁴) which state that 2.9 hectares of developable land and 5.9 hectares of visually impacted land would be released by undergrounding the higher voltage (132kV) line. Cost calculations for undergrounding the lower voltage (33kV) line were not made as undergrounding this line would not release significant developable land areas and would therefore not be cost effective.

1.74 In looking at the masterplan design resulting from the undergrounding of the two cables it was clear that undergrounding the 132kV line would not only release a significant area of land for development and

Q89 – Criteria to recommend undergrounding of pylon

³ https://eastdevon.gov.uk/media/2268539/Strategy-Report-Cranbrook-Overhead-Electricity-Lines-September-2017_Final.pdf

⁴ <https://eastdevon.gov.uk/media/2760815/Overhead-lines-Strategy-Report-October-2018.pdf>

<p>enjoyment as SANGS, it would also enable a far better settlement configuration. Not undergrounding this cable would result in housing numbers only being achievable with a highly fragmented development pattern that would have much reduced sustainability.</p>	
<p>1.75 Is the undergrounding of pylons practical and viable for developers?</p> <p>1.76 Cost calculations for undergrounding the 132kv line have been factored into the viability assessment for the development as a whole (Cran063⁵ and Cran064⁶). In addition and to help ensure that proportionate costs are shared between the three developers affected, it is has also been considered through the Cranbrook IDP.</p> <p>1.77 In terms of practical considerations it is recognised that there is typically a two year delay in getting the pylons undergrounded. Such a period can be addressed within any phasing plan and adequately accommodated.</p>	<p>Q90 – Practicality and viability of undergrounding</p>
<p>1.78 In the event that pylons are not undergrounded how would this affect the robustness of this land as a housing allocation?</p> <p>1.79 The 2017 and 2018 reports from Ben Tibbets (Cran024 and 031) demonstrate the viability and cost effectiveness of undergrounding the 132kV line that crosses the Cobdens and Grange expansion areas through the release of land for development and for use as SANGS.</p>	<p>Q91 – Impact of not undergrounding pylon</p>

⁵ <https://eastdevon.gov.uk/media/2760827/East-Devon-CIL-Review-and-Cranbrook-Viability-Report.pdf>

⁶ <https://eastdevon.gov.uk/media/2760830/East-Devon-CIL-Review-and-Cranbrook-Viability-Annexes.pdf>

<p>1.80 If this line were not to be undergrounded it would result in housing numbers only being achieved through a highly fragmented development pattern in the Cobdens area which would result in the overall area being much less sustainable through increases in journey times to necessary social and community infrastructure, while also increasing the cost of servicing the dispersed houses.</p> <p>1.81 In addition, the existing pylons are a significant visual intrusion within the landscape, reducing the ability of the areas within the control of developers from providing an effective or desirable SANGS service to residents. As a result there would be a risk that developers at Cranbrook would be obliged to purchase additional land around Cranbrook to provide suitable areas for SANGS, thereby increasing costs and potentially undermining the viability of development in the Cobdens and Grange areas.</p>	
<p>1.82 How is the proposal to underground the overhead lines consistent with the Plan’s overall objectives 1- 3 (pg. 3)?</p> <p>1.83 Undergrounding the overhead line as proposed in the plan is consistent with the Plan’s overall objectives in the following ways:</p> <ul style="list-style-type: none"> • Enabling a more consolidated development pattern that makes active travel and social interaction more likely; • Removing a significant visual intrusion into outdoor spaces serving the community as SANGS, creating more attractive outdoor spaces that encourage more outdoor activity; • Delivering good quality outdoor space which improves mental health (studies suggest that larger areas, such as that provided by SANGS, have the greatest health benefits); 	<p>Q92 – Consistency between undergrounding OHL and plan objectives</p>

<ul style="list-style-type: none"> • Enabling good quality SANGS within the Cranbrook masterplan area increases the likelihood of residents using it and increasing the amount of time they spend enjoying outdoor activity. <p>1.84 Although evidence suggests that placing cables underground reduces exposure to Electric of Magnetic Fields (EMF) there is no evidence for there being a causal link with any health issues so this was not a consideration in undergrounding the cables.</p>	
<p>1.85 <i>Cobden Lane Closure</i> Has full consideration been given to the impact of the proposed development upon the highway network, in particular the closure of the southern end of Cobden Lane and the movement of farm vehicles?</p> <p>1.86 As noted within our response to Q75, The Council has no intention to close Cobden Lane to vehicular traffic although it is noted that its current junction with the B3174 (London Road) is substandard and as such needs improvement in some form. The lane itself can and should continue to provide a suitable vehicle route to Whimple which recognises the type and nature of vehicles that use it. Any modification of the junction and the resulting revised linkage between the London Road and the Lane would need to reflect this. As a relatively lightly trafficked and in places, narrow lane, there is no contradiction in setting out that it has the potential to serve as an important pedestrian and cycle route between Cranbrook and Whimple.</p> <p>1.87 Farm vehicles commonly pass through villages and rural towns and this route would be no exception. Its design and connections onto it would need to go through standard consultation procedures which</p>	<p>Q93 – Consideration of Cobdens Lane closure</p>

<p>would provide a far greater level of detail than can be set out within the Masterplan which is a higher level document.</p>	
<p>1.88 <i>Sports pitches</i> Would the siting of a Junior Sports Pitch (JSP) away from the main sports hub be justified and effective?</p> <p>1.89 The siting of the sports pitch within Cobdens addresses the need for an additional junior football pitch within the expanded Cranbrook. The sports hub for Cranbrook Phase 1 (known as Ingrams) is now up and running and located on the eastern edge of the existing town. This hub shares a hedgerow boundary with the Cobdens expansion area and therefore provided the pitch is sited adjacent to this boundary, with connecting access back through the hedge to other facilities, it simply forms an extension to the existing sports ground - n approach which further strengthens the offer of sports facilities in this location. The quantum is justified in evidence document Cran009⁷.</p>	<p>Q94 – Siting of Junior sports pitch</p>
<p>1.90 <i>Gypsy and traveller provision</i> What is the rationale for the siting of the 10 pitches at the Cobden Lane site to accommodate the gypsy and traveller community in respect of the sites’ location and accessibility to facilities and services?</p> <p>1.91 The Cobden Lane site was chosen because it lies on the periphery of the built-up area of Cranbrook and forms a transition between the urban area and the countryside beyond. The Cobden Lane site is particularly well-located for New Travellers and those wishing to pursue</p>	<p>Q95 – Rationale for siting of gypsy and traveller pitches</p>

⁷ <https://eastdevon.gov.uk/media/2302158/SLRC-Addendum-Report.pdf>

a less formal travelling lifestyle. Feedback from the consultation, and from development management records, indicates that there are several overcrowded families currently living on formal, fully hard surfaced sites, who urgently wish to pursue a more self-sufficient lifestyle, as well as a long-standing community of 4 New Traveller families on an unauthorised site who are subject to an enforcement notice but have nowhere to move to.

1.92 In response to the consultation, several families stated that their children's physical and mental health were being badly affected by living 'roadside' particularly where families have been repeatedly evicted without being offered pitches to move to. Even where pitches have been found, a lack of greenspace or anywhere to walk or play (e.g. as at Sowton, Exeter, where pitches are entirely concreted and located on an industrial estate adjacent to main roads) has led to the children leading a sedentary life and impacts on mental health from noise disturbance and industrial activity. The site at Cobden Lane is considered by these families to be an opportunity to provide a healthier lifestyle and a chance for their children to obtain an education and healthcare which they can't otherwise access, as detailed in the summary of consultation responses from the gypsy and traveller community as part of the Preferred Approach consultation⁸.

1.93 Visually, it is envisaged that the Cobden's site will be developed at a low density, with single storey structures and a high degree of planting so that it is unobtrusive in the wider landscape, especially given that the eastern part of the site can be used for informal recreation and animal grazing.

⁸ <https://eastdevon.gov.uk/planning-libraries/cranbrook-plan-pa-2017-18/eddcsummarygypsyandtravellerresponses.pdf>

<p>1.94 Functionally, the site lies immediately adjacent to a mixed-use allocation with a significant number of houses, and the facilities and services required by them, as well as the Cobden’s education land and the London Road retail and commercial facilities. Travellers will be able to access these services on foot as all are within a maximum 400-600m walk.</p> <p>1.95 There is a small, but important, demand for permanent pitches from very elderly local Travellers, one of whom is living road-side in a traditional horse-drawn vehicle. The Cobden’s Lane site would enable them to continue their lifestyle from a permanent base, and therefore access medical and nursing care which is not currently available to them.</p>	
<p>1.96 How does the location of the provision accord with government guidance on the provision of sites?</p> <p>1.97 The proposals have been formulated based on the evidence, government guidance and policy context available.</p> <p>1.98 “Planning Policy for traveller sites”⁹ sets out that the Government’s aims in respect of traveller sites:</p> <p>a. that local planning authorities should make their own assessment of need for the purposes of planning;</p>	<p>Q96 – Location of provision and National guidance</p>

9 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf

- b. to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
- c. to encourage local planning authorities to plan for sites over a reasonable timescale
- d. that plan-making and decision-taking should protect Green Belt from inappropriate development;
- e. to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
- f. that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective
- g. for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies. to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
- i. to reduce tensions between settled and traveller communities in plan-making and planning decisions;
- j. to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure.
- k. for local planning authorities to have due regard to the protection of local amenity and local environment.

1.99 The evidence provided in response to the Inspector's questions clearly demonstrates that the Cranbrook Plan has been produced with due consideration to the government's position on meeting the needs of travellers.

<p>1.100 The East Devon Gypsy and Traveller Site Design and Layout Guidance (Supplementary Planning Document, adopted 22nd February 2017)¹⁰ provides additional guidance on the provision of sites. Whilst based largely on the now-withdrawn “Designing Gypsy and Traveller Sites Good Practice (2008)’ it is evidence that the District Council take its responsibilities to facilitate provision seriously.</p>	
<p>1.101 How has the landscape impact of the expansion areas been fully considered by the Council?</p> <p>1.102 Landscape has been an important component of the evidence that the Council has considered in proposing the Cobdens allocation both within the East Devon Local Plan and the current slightly revised allocation in the Cranbrook Plan. Up-to-date evidence supporting the current allocation is set out within Cran051¹¹.</p>	<p>Q97 – Landscape impact of expansion area</p>
<p>1.103 Is the extent of the provision of Gypsy and Traveller sites in Cranbrook appropriate?</p> <p>1.104 The provision is appropriate because it strikes a balance between meeting the identified need and ensuring that sites are of a size which can be readily integrated into the surrounding community. The sites are intended to be of a size which can be assimilated into the nearby community and the wider landscape. The Local Plan requires up to 30 pitches to be provided but this met with considerable objection from the local settled community who were concerned that this represented a</p>	<p>Q98 – Extent of gypsy and traveller provision in Cranbrook</p>

¹⁰ <https://eastdevon.gov.uk/planning/planning-policy/other-plans/gypsy-and-traveller-plan/gypsy-and-traveller-site-design-and-layout-guidance-supplementary-planning-document/#article-content>

¹¹ <https://eastdevon.gov.uk/media/2760821/Landscape-and-Visual-Appraisal-of-Revised-Proposals.pdf>

disproportionately high concentration of Travellers in a small area and cultural differences could lead to social conflict and pressure on particular services.

- 1.105 The need for new pitches was calculated in the “Devon Partnership Gypsy and Traveller Accommodation”¹² and the findings of this assessment informed the spatial strategy in the Local Plan. At December 2019 the need position is as follows (figures have been adjusted in order to align with the Local Plan end-date):
34 new Gypsy and/or Traveller pitches are needed between 2014-2031, of which 22 are needed in the first 5 years (up to 2019).
- 1.106 Three permissions, totalling 6 pitches, have been granted since the needs assessment, leaving a requirement to allocate sites for 28 new Gypsy and Traveller pitches, 16 of which are needed in the first five years.
- 1.107 According to the Needs Assessment, and evidence from the Gypsy and Traveller Liaison Service provided by Devon County Council, most of the need arising in the first five years will come from newly formed families on existing sites in the District. Most of this need is immediate, from families already living in overcrowded accommodation or wishing to start their own families but lacking space to do so. As most existing sites are located to the west of the District, around Cranbrook, this is the area where most new pitches will be required. The two main sites are leased by Devon County Council and are constrained (either by surrounding development or conditions of tenure) from future expansion.

¹² <https://eastdevon.gov.uk/media/1298707/devon-partnership-2015-gtaa-final-report.pdf>

<p>1.108 The Cranbrook allocations will account for around half of the overall need in the District and will meet almost all of the immediate need identified in the assessment. In the longer term, the District Council has allocated a budget of £500,000 to acquiring and laying out Traveller pitches in the wider area and this should meet the remainder of the need in the Plan period.</p>	
<p>1.109 Does the distribution of Gypsy and Traveller pitches reflect the spatial strategy and the identified need within East Devon District?</p> <p>1.110 Yes. The extent of the provision of pitches at Cranbrook is considered to be appropriate and reflects both the spatial strategy and the identified need for pitches in East Devon, continues the requirement on from the adopted Local Plan when the range of development in Cranbrook was fully considered, as well as respecting the travelling culture that is a protected characteristic under equalities legislation.</p> <p>1.111 The adopted East Devon Local Plan 2013-2031 includes a spatial strategy focusing development in East Devon’s West End. This is enshrined in Strategy 1, “Spatial Strategy for Development in East Devon”, which states that a minimum of 17,100 new homes in the 2013 to 2031 period; around 150 hectares of land for employment purposes, and states “East Devon's West End will accommodate significant residential development and major employment development to attract strategic inward investment along with supporting infrastructure and community facilities”. Strategy 9 “Major Development at East Devon’s West End” notes Cranbrook as a “major new East Devon market town”. Strategy 12 “Development at Cranbrook” provides further detail and point 2 makes explicit reference to gypsy and traveller provision:</p>	<p>Q99 – Distribution of pitch provision within East Devon</p>

2. Gypsy and Traveller Provision - provision will be made for new gypsy and traveller sites to accommodate up to 30 pitches on land allocated for Cranbrook development. Provision will be required concurrently with (though in the early years of) the 'bricks and mortar' housing development of the allocated land.

1.112 The Local Plan does not allocate specific areas of land, at Cranbrook or elsewhere in the District, for new pitches. Instead it contains Policy H7 which will be used, along with other relevant policies, to assess planning applications for new pitches as and when they arise. These other Policies include, for example, Strategy 46, which requires development to be in keeping with the local character. Policy H7 states:

In the period up to 2034, 37 gypsy and traveller pitches and 3 plots for travelling showpeople should be provided. During the first 5 years, from 2014-2019, at least 22 of the gypsy and traveller pitches should be provided and 1 of the travelling showpeople's plots (with this to be accommodated on an existing permitted site with spare capacity at Clyst St Mary).

1.113 *Planning permission for a permanent or transit sites for gypsies and travellers will be granted if the proposal satisfies all of the following requirements:*

- 1. It has a satisfactory relationship with other neighbouring land uses.*
- 2. It has acceptable vehicular access and provision for on-site turning, parking and servicing.*
- 4. It contains satisfactory proposals for screening and landscaping.*

5. It has no significant adverse impact on the appearance or character of the landscape or amenity of occupiers of neighbouring properties and any impacts will be mitigated to an acceptable level.

6. In respect of proposals Outside Built-up Area Boundaries The local East Devon need has been proven and cannot be met elsewhere in the District.

7. Where sites already exist within the locality, new pitches should be accommodated through expansion/ increased use of these existing sites though as smaller sites can be more acceptable, site size restrictions could be applicable to ensure sites do not become too large. Where it is not possible to expand/intensify existing sites, the cumulative impacts of additional sites, particularly on the character of the local area and existing community, will be taken into account in addition to other considerations.

Permanent sites should be conveniently located for access to existing community services and facilities and within 30 minutes travel time by public transport, walking or cycling of a primary school.

1.114 The Cranbrook Plan is intended to supersede the adopted Local Plan in its references to the extent of development at Cranbrook. The Plan contains strategic policies which set out the nature of development in the expansion areas and specifically references, in Policies CB2 to CB5, CB3 (Treasbeare) and CB4 (Cobdens) containing reference to the provision of a gypsy and traveller sites.

1.115 The Cranbrook Masterplan, paragraph 2.11, states in relation to gypsies and travellers:

What does the evidence say?

Gypsies and Travellers are defined as "persons of nomadic habit of life, whatever their race or origin". There is a history of gypsies and travellers using the London Road as a route through the area and stopping in the area now occupied by Cranbrook. There have also been temporary encampments in the town in recent years. This highlights the need for provision in the area which is also established by the Devon Partnership Gypsy and Traveller Accommodation Assessment (GTAA) 2014. In response to this assessment the Local Plan identifies Cranbrook as a location for up to 30 pitches and a gypsy and traveller site design guide has also been produced and adopted as a supplementary planning document (SPD).

1.116 *How have we responded?*

The masterplan identifies two sites for the provision of gypsy and traveller pitches. These are to be located on the edges of the town where access to services and facilities as well as the wider road network are available. It is anticipated that the sites will accommodate a mixture of permanent and transit pitches but that the total number of pitches will be less than that envisaged by the Local Plan. shows the locations of both sites on the periphery of the development.

1.117 *There is an historical link between Travellers passing through East Devon and the area. They have used the London Road (the old A30) to travel through the District as part of their seasonal work patterns, stopping in the area from Daisymount at Whimble to Clyst Honiton and, for the few who could afford to purchase land, permanently settling in the Parishes nearby. Over the past twenty years this area has become increasingly developed as Cranbrook and nearby employment sites have become established, and the traditional stopping places have been blocked and are no longer tolerated by landowners. As a result, unauthorised encampments have increased significantly (with Devon*

County Council tolerating stopping at Daisymount and along the road to Hand and Pen due to a total lack of alternative sites) and the very limited number of permanent authorised sites are over capacity. The culture of travellers is being eroded without the availability of sufficient sites, and as noted in other answers there is clear evidence of need, with the Gypsy and Traveller Accommodation Assessment being the main documentary evidence.

1.117 What is the rationale for the split of 15 pitches over two sites within Cranbrook?

1.118 This split is based on advice indicating the scale of sites, along with the desire to provide choice to the travelling community about which size of site they would prefer to occupy.

1.119 The needs assessment suggests that sustainable, small, family sized sites are usually preferred by Gypsies and Travellers and that larger sites should not exceed 15 pitches. This is supported by Government research (Designing Gypsy and Traveller Sites (2008), now superseded) and the Council's SPD which found that residents and site managers alike considered 15 pitches to be the maximum conducive to providing a comfortable environment which is easy to manage.

1.120 Consultation feedback at the Preferred Approach stage from travellers and the wider community considered that sites of 6-10 pitches would be most appropriate at Cranbrook, and this was supported by Elim Housing, a Housing Association who have recently taken over management of the Sowton and Broadclyst sites leased to Devon County Council.

**Q100 –
Rationale for
split of pitches
within
Cranbrook**

<p>1.121 Travellers universally supported the principle of pitches at Cranbrook and agreed that at least two sites should be provided. In addition it would be better to separate Gypsies and New Travellers if possible due to their differing needs and lifestyles. If they are provided for on the same site, then they should be separately grouped so that their pitches can be appropriately maintained but with shared social facilities. However, this should be avoided if at all possible.</p> <p>1.122 The Treasbeare site is large enough to accommodate 5 pitches but the topography is better suited to the extended family groups preferred by Romany Gypsies, rather than New Travellers who require the land around their homes to be productive and capable of cultivation.</p>	
<p>1.123 Would the location of the Gypsy and Traveller site have an impact on the viability of Cobden’s allocation?</p> <p>1.124 Allocation/provision of gypsy and traveller sites should be based upon evidence. The Cranbrook Plan has been prepared on the basis of the evidence available. There is a perception put forward by land agents and developers whose main focus is on maximising land value/sale of dwellings that the provision of a traveller site impacts upon the viability of open market residential development in close proximity. This approach is based on furthering private financial interest rather than creating balanced, integrated communities where residents have access to a wide range of services and facilities in sustainable locations.</p> <p>1.125 The tangible evidence provided to support the financial impact of providing an appropriately located, well designed travellers site is limited. Letters from land agents state that the existence of an existing</p>	<p>Q101 – Impact of gypsy and traveller sites on viability</p>

or proposed site would impact upon the saleability of land/property in the vicinity. There are many factors that would/could impact upon the land value of particular parcels of land, and each parcel or dwelling needs to be considered on its own merits and within the context it lies.

- 1.126 The evidence available from financial institutions is very limited. There is a view that the existence of an allocation for a new traveller site, or an actual existing site, can impact on the ability of a purchaser to secure a mortgage, even making some properties illegible of a mortgage. Financial institutions operate on a risk-management basis and consider a very wide range of issues when considering the feasibility of making a mortgage offer. To deny a mortgage due to the existence/potential occupation of a particular race of people on a nearby parcel of land is discriminatory.
- 1.127 The evidence shows that traveller accommodation is needed. The Government guidance indicates that Councils should consider allocating sites, and that living in close proximity of the settled community can break down prejudices. It is entirely feasible that a well-designed, well located traveller site will have no impact whatsoever on the settled community, and that increased understanding between the two communities will increase tolerance.
- 1.128 From a financial perspective, the “CIL Review and Cranbrook Plan DPD Viability Study” January 2019 attributes a positive value of £55,000 per pitch (total of £825,000) based upon evidence of advertised traveller pitches (Annex C of the Report contains examples).
- 1.129 There is no objective and tangible evidence submitted relating to a negative impact on land value outside a site and it is incumbent on the local planning authority to act in the public interest and meet the needs
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of different groups in society, with particular reference to the protected characteristics¹³.

1.130 Is the allocation of the site at Cobden supported by evidence to demonstrate that safe and appropriate access for vehicles and pedestrians can be provided?

1.131 Where the allocation of Cobdens joins the existing Highway network, either through its frontage with the London Road (B3174) or along Southbrook Lane, the land has only limited level differences and often is at grade. The feasibility of getting access for both pedestrians and vehicles into and out of the site is considered to be achievable.

1.132 The greatest risk to safety comes from the speed of traffic using the B4174, as in its current form the road is very straight with good forward visibility in this location. However there is no suggestion that through design changes to the road, safe access for vehicles and safe crossing points for pedestrians can't be achieved.

1.133 It is also important to note that for Cobdens, the Local Planning Authority currently has two applications under consideration covering almost the entirety of this allocation. While both are in outline they include detailed access proposals with supporting technical work that both the Local Highway Authority and Local Planning Authority have had regard to and been able to appropriately critique through the standard development consultations. Work remains ongoing to finalise satisfactory junction arrangements for both, although there is confidence that this can be achieved.

Q102 – Evidence of safe and appropriate access for vehicles and pedestrians

¹³ <http://www.legislation.gov.uk/ukpga/2010/15/contents>

<p>1.134 Other queries</p> <p>Q103. Has full consideration been given to the impact of the development on archaeology?</p> <p>1.135 The site has been subject to an archaeological geophysical survey as well as a programme of archaeological field evaluation that has characterised the nature and extent of the archaeology within the development site. In the light of the results of this work the County Historic Environment Team has recommended to the Local Planning Authority that a programme of archaeological work to be undertaken in advance of any development to ensure any archaeological deposits are investigated and recorded. This work would be facilitated through the application of an appropriately worded archaeological condition on any consent granted.</p>	<p>Q103 – Consideration of development on archaeology</p>
<p>1.136 Is the siting of the cemetery provision justified and effective?</p> <p>1.137 The siting of cemetery provision has been identified in Cobdens on the basis of co-locating similar and appropriate uses and maximising accessibility. In this regard a cemetery is considered appropriate in the vicinity of the potential place of worship land which has also been identified for Cobdens. Importantly for a cemetery, regard must be given to the key issues which are set out in the supporting document Cran010¹⁴. This recognises there is a need for good accessibility, a relatively quiet location that is set away from flood risk and water</p>	<p>Q104 – Justification for siting of cemetery</p>

¹⁴ <https://eastdevon.gov.uk/media/2760788/burial-space-evidence-report.pdf>

<p>pollution issues and ideally facilitates room for future expansion. All these are found in the Cobdens area (located towards the north eastern part of the site) on rising land.</p>	
<p>1.138 Is the siting of the SEN education facility justified and effective?</p> <p>1.139 The siting of the SEN education facility is justified and effective.</p> <p>1.140 Devon County Council, as education authority, identified a need for an additional new SEN facility. Cranbrook itself generates a need for SEN provision although it is recognised that only a fair and proportionate contribution from the expanded Cranbrook development as a whole can be reasonably secured. Compensation for the “unjustified” residual land take associated with delivering the school is identified and managed through the Cranbrook IDP by reducing the construction cost component that would usually be sought. It is understood that Devon County Council as LEA would secure funding from other sources to complete the development.</p> <p>1.140 The location in Cobdens has been chosen for a number of reasons: The SEN facility can share playing fields and other facilities with the proposed primary school in the Cobdens area, making management of the resulting campus based approach more cost effective; The site is adjacent to wide areas of open space and natural landscape which has particular benefits to the wellbeing of pupils; The site at Cobdens is easily accessible from existing roads making it possible to deliver the school and SEN facility relatively early without the site opening costs otherwise associated with a less accessible site;</p>	<p>Q105 – Justification for siting of SEN education facility</p>

<p>Cobdens has a relatively large area of land, and the highest proportion of development for any of the four expansion areas;</p> <p>Cobdens is away from the airport and associated noise which would be of particular concern for an SEN facility.</p> <p>For these reasons the site at Cobdens is deliverable, justified and effective for an SEN facility.</p>	
<p>1.141 Additional Question: AQ9. Are any Main Modifications proposed in relation to Issue 9?</p> <p>1.142 1. Policy CB4 second paragraph to read:</p> <p>Unless there is sole control of at least 80% of the allocation area by a lead developer/land owner, a A comprehensive Development Scheme addressing the Cobdens 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.</p> <p>For allocations where there is such a lead developer, the Comprehensive Development Scheme need only address the land holding under the control of the lead developer, but as a result is expected to identify and deliver all uses, requirements and infrastructure listed below except where these are, either in part or in full, specifically located elsewhere within the Masterplan set out for this allocation shown (collectively) at Figure 8.</p>	<p>AQ9 – Main modification</p>

<p>The scheme shall be agreed in writing by the Local Planning Authority before any planning application for development in the CDS area of all or part of the expansion area is determined. Subsequent applications must comply with the approved comprehensive development scheme. Where land is allocated for specific uses on the policies map, the uses will fall on and within the designated areas:</p>	
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Appendices

Appendix 1: There are no appendices for this statement