

Statement for the examination of the Cranbrook DPD

Response to the Inspectors Matters Issues and
Questions

Matter 10: Specific Policies

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Issue 13: Built-up Area Boundaries

Response	Inspectors Question(s)
<p>1.1 Are the Built-up Area Boundaries defined in the plan consistent with the assessment undertaken in the Sustainability Appraisal?</p>	<p>Q134 - Consistency with sustainability appraisal</p>
<p>1.2 The Sustainability Appraisal (SA)¹ of the Cranbrook Plan forms an assessment of the plan and its policies, measured against defined sustainability objectives. The SA work was iterative in nature with separate assessments evaluating the evolving plan in its different stages of production. SA reports were published alongside consultation drafts of the plan and were also available for comment. The final SA report summarises work undertaken at earlier stages of plan making as well as at plan Publication.</p>	
<p>1.3 The submitted SA, dated February 2019 (Cran057), supports the Publication draft of the Cranbrook Plan. Paragraph 32² of the National Planning Policy Framework (NPPF) gives an overview of the role of SA, highlighting (amongst other matters) at Paragraph 32 that sustainability appraisal “<i>should demonstrate how the plan has addressed relevant economic, social and environmental objectives (including opportunities for net gains).</i>” The Cranbrook Plan Sustainability Appraisal undertakes this task. The Sustainability Appraisal is an evidence base document and resource to draw on that sits alongside other evidence and assessment work in informing and</p>	

¹ <https://eastdevon.gov.uk/media/2761733/sustainability-appraisal-of-publication-of-cranbrook-plan.pdf>

² <https://www.gov.uk/guidance/national-planning-policy-framework/4-decision-making>

establishing planning policy. Of critical importance the appraisal does not determine what any plan policy should ultimately say, or determine where policy boundaries are drawn.

1.4 The work undertaken on defining Built-up Area Boundaries (BuAB), as with other polices in the plan, was able to draw on the SA alongside other evidence and evaluation work to reach conclusions on preferred and appropriate policy choices, specifically including where the boundary lines are drawn.

1.5 The SA, at page 147, assesses in-principal considerations of having BuABs. For this stage of work the alignment of the boundary, i.e. which precise areas fall within and which outside, did not form part of the assessment. This phase of work considered three 'in-principal' alternative options, these were:

- a) To apply the boundaries as shown in the Cranbrook Plan (text advises "*boundary lines are drawn comparatively tightly around existing and planned development and allow potential for limited infill development*");
- b) To not have boundaries and instead rely on allocations only;
- c) To have far more loosely defined boundaries that would allow for greater outward expansion of Cranbrook.

1.6 The SA showed more positive benefits, in principle, in having tightly draw boundaries when compared against more loosely defined boundaries or not having boundaries at all. Though scores recoded showed degrees of uncertainty of impacts in not having boundaries or having more loosely defined boundaries.

- 1.7 The SA work in Chapter 10, from page 201, then goes into considerably more detail on site specific detail. Though it does this in respect of the potential suitability of sites for accommodating development rather than explicitly assessing the appropriateness of considering whether any given land area should or should not fall inside or outside of a BuAB. Whilst suitability for accommodating development may be seen as an important consideration in terms of determining relevance for inclusion in a BuAB there would have been a wider range of factors that would have been taken into account to determine final boundary choices.
- 1.8 Notwithstanding wider considerations taken into account in respect of boundary definition the sites scoring greater suitability for development, through the SA, are predominantly within the BuABs and those of lower suitability are outside. It should also be noted that the SA work was largely based on appraisal of sites that aligned with the areas that were submitted by interested parties promoting their land for development. The defining of BuABs in the plan provides scope to establish more precise boundary areas for development, in some cases by cutting through or across promoted land.
- 1.9 There are, therefore, no identified inconsistencies between the overarching SA work and the BuAB definitions in the plan. The SA performs a technical assessment of sites showing potential suitability, it was available to help inform policy, but not to determine it. The SA work is robust and objective specifically comparing alternative options against the SA defined objectives.
- 1.10 However, it should be noted that the SA work in respect of appraisal of site options was completed prior to the final draft of the Cranbrook

Plan. The assessment of sites in the SA work is valid and robust but there was commentary in the SA about inclusion or exclusion of some sites and parts of sites from boundaries that does not accurately record and reflect the final precise boundary alignments of the BuAB on the policies map.

1.11 The table below lists all sites that featured in the SA work and advises of where adjustment of SA wording in the next/final draft would be appropriate in respect of accurately recording status within the BuAB.

SA site	Comments	Changes to be made to final SA
A1	All bar the western part of this site falls in the Built-up Area Boundary. Overall it should be noted that the site performs well in terms of suitability for development.	The commentary on page 206 of the SA should be amended to note that a small part of the site falls outside of the BuAB.
A2	This site is outside of the BuAB and is not actually assessed in its own right in the SA work but it is referred to under Site A1 assessment.	No changes are proposed to the final SA.
B1	The bulk of this site falls in the BuAB (bar its western edge and some eastern parts). This site performs well in SA work.	The commentary on page 206 of the SA should be amended to note that small parts of the site fall outside of the BuAB.
B2	Site B2 has not been subject to appraisal in its own right as it is covered by the combined B1 and B2 assessment. A small part of the western edge of B2 falls inside the BuAB. Open space uses outside of the BuAB are allocated at the northern edges of the site.	The commentary on page 208 of the SA should be amended to note that a small part of the site falls inside of the BuAB, allocated for employment uses.

B3	It is a small western part of this site, not half as the SA says, that falls within the BuAB. The expectation is of non-built development on allocated land outside of the boundary.	The commentary on page 206 of the SA should be amended to note that most of the site falls outside of the BuAB.
C	This site is outside of the BuAB.	No changes are proposed to the final SA.
D	This site is outside of the BuAB.	No changes are proposed to the final SA.
E	This site is outside of the BuAB.	No changes are proposed to the final SA.
F	This site is outside of the BuAB.	No changes are proposed to the final SA.
G	The SA notes that most of Site G is allocated under Policy CB4 of the plan for built development.	No changes are proposed to the final SA.
H1	The SA work inaccurately advises that the northern part of the site is not allocated for development. This is not the case and the whole of H1 falls inside the BuAB.	The commentary on page 215 of the SA should be amended to note that site falls inside of the BuAB.
H2	The SA notes that most of Site G is allocated under Policy CB4 of the plan for built development.	No changes are proposed to the final SA.
I	This site is outside of the BuAB.	No changes are proposed to the final SA.
J	This site is outside of the BuAB.	No changes are proposed to the final SA.
K	The SA work does not refer to BuAB boundary though it does inaccurately advise of the most easterly part is shown for formal open space use, this is not the case and the most easterly part provides for gypsy use but not caravans/built development.	In the final SA amend the text to advise of land uses and BuAB alignment.
L1	This site is inside the BuAB.	No changes are proposed to the final SA.

L2	This site is outside of the BuAB.	No changes are proposed to the final SA.
M	The northern part of this site is inside the BuAB and the southern half not.	No changes are proposed to the final SA.
N	This site is inside the BuAB.	No changes are proposed to the final SA.
N Ext	Site N Extended area is outside of the BuAB.	No changes are proposed to the final SA.
O	This site is outside of the BuAB.	No changes are proposed to the final SA.
P	This site is outside of the BuAB.	No changes are proposed to the final SA.
Q	This site is outside of the BuAB.	No changes are proposed to the final SA.
R	This site is outside of the BuAB.	No changes are proposed to the final SA.
S	This site is outside of the BuAB.	No changes are proposed to the final SA.
T	Site T is outside of the BuAB. However a small part forms part of the gypsy and traveller allocation (which is also outside of the BuAB).	In the final SA note that a small part of the site is proposed for a gypsy and traveller allocation but that it does also remain outside of the BuAB.
T S W part	Site T – South west corner only - This site is outside of the BuAB.	The SA text on page 223 should be amended to refer to just a northern part of Site T – South west corner being a gypsy and traveller site allocation.
U	The SA text inaccurately records that the site is not inside the BuAB.	The SA text on page 224 should be amended to refer to the site being inside the BuAB.
V	This site is allocated in the plan for development and is inside the Broadclyst Station BuAB.	No changes are proposed to the final SA.
W	This site is outside of the BuAB.	No changes are proposed to the final SA.

X	This site is outside of the BuAB.	No changes are proposed to the final SA.	
Y	This site is allocated in the plan for development and is inside the Broadclyst Station BuAB.	No changes are proposed to the final SA.	
Z1	This site is outside of the BuAB.	No changes are proposed to the final SA.	
Z2	This site is inside the BuAB.	No changes are proposed to the final SA.	

1.12	Is the policy approach to BUABs robust and consistent with the EDLP and national policy?	Q135 - Consistency with East Devon Local Plan and National Policy
1.13	In defining a Built-up Area Boundary at Cranbrook, and at Broadclyst Station, the Cranbrook Plan draws the planning approach at and for the new town into line with the policy approach at all other East Devon towns as established in the adopted East Devon Local Plan.	
1.14	When the East Devon Local Plan was in early and midpoint stages of production, little of Cranbrook had been built and it was reasonable and appropriate for the Local Plan, through Strategy 12, to (just) allocate land for development at the new town. A policy approach of allocating a number of big strategic sites for development in what would otherwise be classified as Countryside is provided for under Strategy 7 of the Local Plan. This allocating of land for strategic scale development at Cranbrook was reasonable and appropriate for the initial stages of development of the new town and it gave a clear policy approach for determining large scale planning applications. However, as the town started to be built-out there have been increasing numbers of planning applications and queries relating to potential for smaller scale development at and around the new town. Some of the proposed sites for development are clearly well within the fabric of	

built/planned Cranbrook development and some are at the fringes or edges of the town.

1.15 To provide a clear policy basis for determining planning applications of all sizes at Cranbrook, and also to give clarity over where development will be encouraged and allowed and where it will be restricted and limitations on development will apply, it is now appropriate to define Built-up Area Boundaries at and around the new town.

1.16 Policy CB8 of the Cranbrook Plan provides the policy wording, with boundaries for both Cranbrook and Broadclyst Station. Within boundaries many forms of development will be permitted. The qualifying criteria for allowing for development under Cranbrook Plan policy CB8 are almost identical to those for Local Plan policy Strategy 6. There is, therefore, explicit consistency with the Local Plan policy. It should be noted that any land falling outside of the Cranbrook Plan Policy CB8 boundary falls under the coverage of Local Plan policy Strategy 7 which defines such land, in local plan planning terms, as “countryside”. Local Plan policy Strategy 7 establishes a much more restrictive range of uses that will be allowed in what is defined as the countryside in comparison with land inside boundaries.

1.17 The National Planning Policy Framework does not refer to defining Built-up Area Boundaries or settlement limits or other boundary based restrictive policies. They are, however, a very widely used and standard planning tool that is applied very consistently in local plans (perhaps other than in fully urban planning authority areas). Boundary definition provides clarity and certainty over what is likely to be acceptable.

1.18 Having Built-up Area Boundaries at Cranbrook can be seen, therefore, to be robust and logical. It follows an established pattern of application

for local plans across England and specifically applies the approach used directly in the adopted East Devon Local Plan for all other towns in the District. The actual boundary alignments at Cranbrook were directly informed by and encompass, for the most part, the strategic allocations made in the plan (though see commentary below). They also include land with extant permission for development and also land that has been built on to date. Within this context the means to define the exact alignment of boundaries used the approach to boundary definition that was successfully used in the adopted East Devon Villages Plan (paragraph 3.56 of the Cranbrook Plan refers to application of this approach).

1.19 The methodology for boundary definition was applied in the same way for every settlement in the villages plan, as a case example see the work for [Beer](#)³ at:

1.20 For Cranbrook there are, however, a number qualifying caveats and observations that need to be made where it might be perceived that boundary ‘anomalies’ could exist. These are illustrated on the map on the following page with the logic for boundary definition explained. A key factor was that the boundaries, for the most part, were initially drawn against the Cranbrook Masterplan and then transposed onto the actual policies map. There are parts of the masterplan that show open space uses (areas not proposed for buildings and built development) that none the less, form part of Cranbrook Plan allocations and are shown as such on the policies Map. In some cases the allocation denotation (on the Policies Map) spills over the BuAB. In these cases the BuAB is the policy determinant of physical development (or non-development) that is critical.

³ <https://eastdevon.gov.uk/media/1996932/beer-site-by-site-assessment-publication.pdf>

The BuAB cuts through the gypsy site allocation with land inside the boundary being identified as suitable for development purposes. The eastern land area is outside boundaries, it is beyond overhead power lines and is in a floodplain. It may have potential as open space use or for horses but not built development, hence its exclusion.

These playing fields are excluded from the BuAB as they are visually open and prominent.

In the Cranbrook Masterplan this land is show for accommodating attenuation basins and allotments and is not favoured for built development. It was deemed appropriate for exclusion from boundaries.

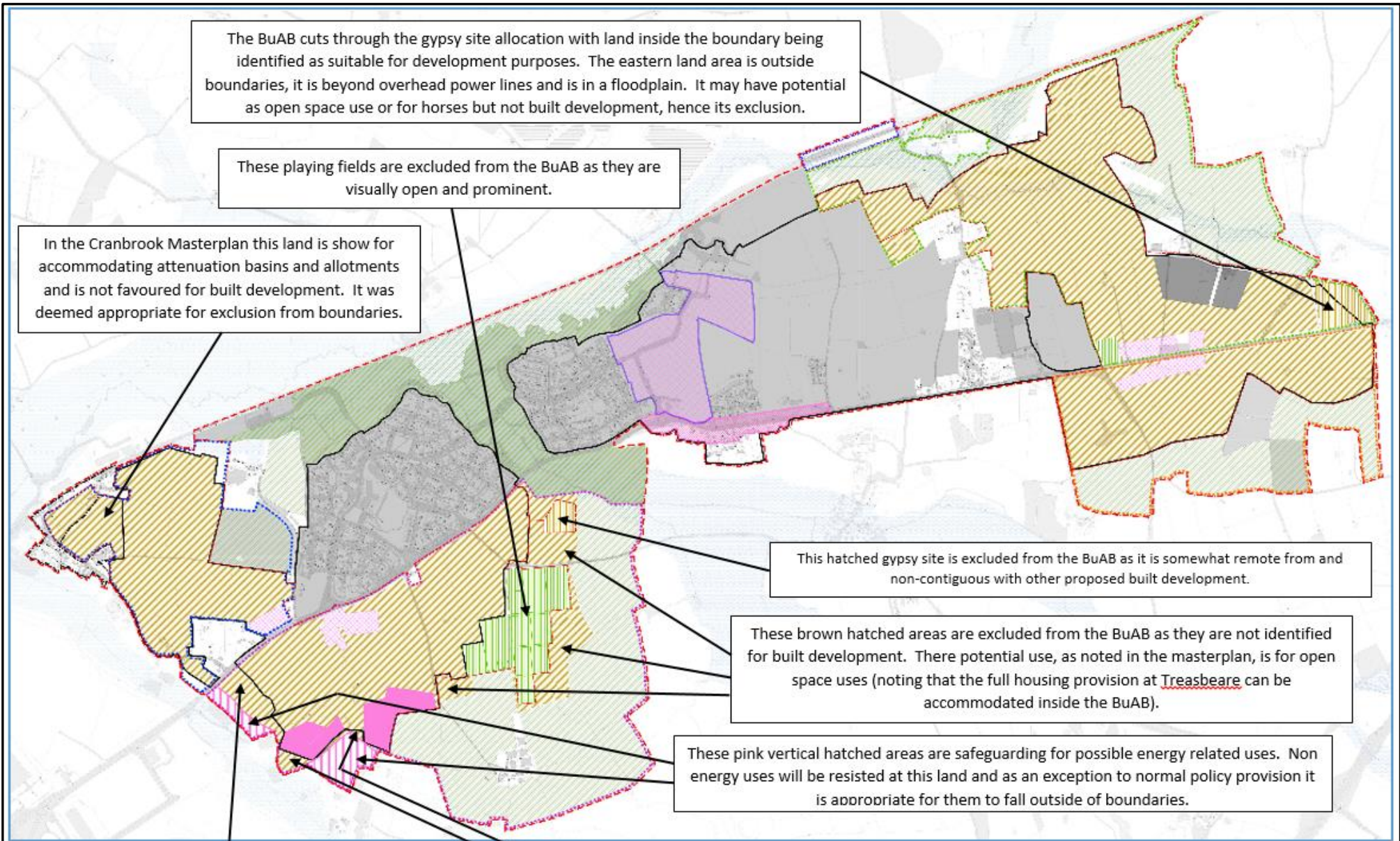
This hatched gypsy site is excluded from the BuAB as it is somewhat remote from and non-contiguous with other proposed built development.

These brown hatched areas are excluded from the BuAB as they are not identified for built development. Their potential use, as noted in the masterplan, is for open space uses (noting that the full housing provision at Treasbare can be accommodated inside the BuAB).

These pink vertical hatched areas are safeguarding for possible energy related uses. Non energy uses will be resisted at this land and as an exception to normal policy provision it is appropriate for them to fall outside of boundaries.

In the Cranbrook Masterplan this land is show for accommodating attenuation basins and is not favoured for built development. It was deemed appropriate for exclusion from boundaries.

A mistake/drafting error was made in allocating these land areas for development. They should fall outside of the BuAB (as shown) but should not fall under the 'Non-specific use allocation' category.

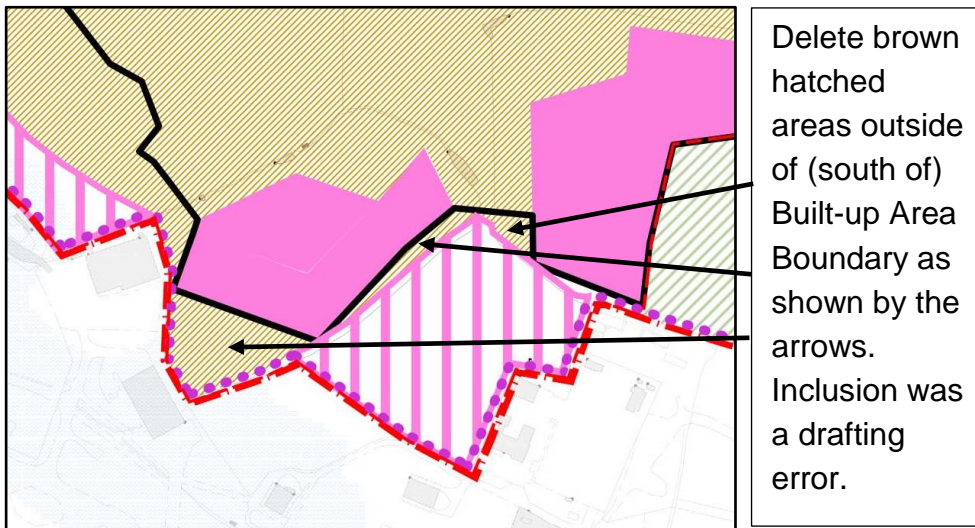


1.21 **Additional Question:**

Are any Main Modifications proposed in relation to Issue 13?

**AQ13 - Main
modification**

- 1.22 At Treasbeare, under Policy CB3, there has been a drafting error and land shown as 'Non-specific use allocations' should be deleted from the Policies Map and should not form an allocation, as illustrated below.



- 1.33 Whilst not an amendment to the Cranbrook Plan it is noted that (subject to BuABs and strategic allocation policies not seeing further change) the SA work in the next iteration should be amended to note and correct errors relating to whether identified land areas fall inside or outside of BuABs.

Issue 14: Public transport enhancement

Is the public transport enhancement policy justified and effective (CB9)?

Response	Inspectors Question(s)
<p>2.1 What is the delivery mechanism for rail and bus infrastructure improvements outlined in this policy?</p>	<p>Q136 - Delivery mechanism</p>
<p>2.2 The Cranbrook Infrastructure Delivery Plan specified Sustainable Transport including cycle network, rail Improvement bus network improvements as desirable. This is infrastructure which forms common infrastructure and is necessary for the proper functioning of the town but which is not necessarily attributable to a single expansion area.</p>	
<p>2.3 Three Dragons with Ward Williams Associates were commissioned by East Devon District Council to undertake a viability assessment at a strategic level.</p>	
<p>2.4 Based on the viability testing and with suitable buffers and reasonable tests the Consultants have recommended a set of general residential CIL rates that represent an increase on the current indexed rates, but still are comfortably within the viability headroom. Contributions for sustainable transport has been included within this work.</p>	
<p>2.5 The rail frequency enhancement would be delivered as part of a series of infrastructure improvements to improve line capacity, journey times and resilience on the Exeter to Waterloo Line. Specifically a long passing loop through Cranbrook or Whimple enabling a more frequent local train services between Axminster and Exeter. These are expected to be delivered by Network Rail in the next Control Period (2024-2029).</p>	

<p>2.6 Bus Infrastructure is provided in two ways. The roads and bus stop facilities that services would run on would be delivered by the developer as part of the build out of the development. It is expected that the consortium will provide Bus stops, capable of displaying real time data to promote the use of the bus, in line with the sustainable mantra that Cranbrook should be setting.</p> <p>2.7 New bus services will be provided at early stages of build out. Early provision helps to ensure good travel patterns are formed from early stages of the development, although reflecting lower population at this time financial support is required to initially pump prime services until they become viable. This financial support is provided from the S106 contribution and included within the Three Dragons viability work.</p> <p>2.8 Devon County Council works directly with the operators to identify viable long term service options, and there is strong track record of achieving this across the Exeter and East Devon Growth Point area in recent years.</p> <p>2.9 Typically bus contributions are staggered upon the number of completions at a certain phase to reflect the road infrastructure being delivered (i.e. so that buses can find an appropriate route). It is anticipated that Devon County Council as the transport lead will consult the operators to ensure that appropriate timetabling is achieved.</p>	
<p>2.11 Are any Main Modifications proposed in relation to Issue 14?</p> <p>2.12 At this stage of the Examination, in respect of matters arising in the above questions, no Main Modifications are proposed.</p>	<p>AQ14 - Main modification</p>

Issue 15: London Road Commercial and Retail

Are the London Road Commercial and Retail Proposals in Policy (CB24) deliverable given the alternative retail allocations in the Plan?

Response	Inspectors Question(s)
<p>3.1 What is the justification for the allocation as a commercial zone given the proximity to the Town Centre allocation? How would the promotion of this area as commercial/retail ensure that the town centre facilities are not undermined?</p>	<p>Q137 - Justification for commercial zone</p>
<p>3.2 The allocation of the London Road area as a commercial zone is required to enable the flexibility necessary in the long term development of Cranbrook for businesses and the community to take advantage of the opportunities that exist at Cranbrook.</p>	
<p>3.3 The area designated as Town Centre at Cranbrook was set as part of the original planning application (03/1900/MOUT) and refined through a later application (13/1752/MFUL). The town centre at Cranbrook is expected to host a wide range of activities including retail, light industrial, leisure, cultural, community and residential. To help businesses become established in the town centre it has received Enterprise Zone status.</p>	
<p>3.4 The evidence from Space Syntax⁴ analysis of the masterplan suggests that the London Road Commercial and Retail area remains a strong</p>	

⁴ <https://eastdevon.gov.uk/media/2260206/space-syntax-masterplan-option-testing.pdf>

<p>location for footfall dependent businesses and has the ability to signpost to the Town Centre area. Given the wide range of businesses and other uses that are expected at Cranbrook Town Centre, providing a diversity of locations for activity to take place in and providing an ability to strengthen the arrival to the town centre is seen as vital to the long-term sustainability and diversity of activities available at Cranbrook.</p>	
<p>3.5 How would these commercial provisions relate to Rockbeare and/or Cranbrook?</p> <p>3.6 The provisions provided under this policy relate closely to the Cranbrook Town Centre which they help support. The location provides a visible introduction to the town centre along the most trafficked road within the masterplan area helping to draw people into the town centre which lies to the immediate north.</p> <p>3.7 It is envisaged that the uses that come forward in this area, along with those in the town centre, will serve the community at Cranbrook as well as smaller communities around it, including Rockbeare.</p> <p>3.8 Whilst fringing into the Rockbeare Parish the location is clearly set apart from Rockbeare village itself, maintains a physical and visual separation from the village and ensures that settlement coalescence would not occur.</p>	<p>Q138 - Relationship to Rockbeare & Cranbrook</p>
<p>3.9 Are any Main Modifications proposed in relation to Issue 14?</p> <p>3.10 At this stage of the Examination, in respect of matters arising in the above questions, no Main Modifications are proposed.</p>	<p>AQ15 - Main modification</p>

Issue 16: Upgrade the London Road

Is the proposal to upgrade the London Road through Policy CB25 appropriate and deliverable?

Response	Inspectors Question(s)
<p>4.1 Is the priority given to the upgrading of London Road appropriate and would it be deliverable given the competing demands on the use of funding generated from the development?</p>	<p>Q139 - Deliverability</p>
<p>4.2 Yes - The London Road was historically a trunk road so has been designed for high traffic volumes and relatively high speeds and therefore the treatment of the road is crucial in making Cranbrook a town and to promote sustainability to the site. As development takes place in Treasbeare and Grange it will become part of the urban space within Cranbrook and the design must change to it being a place for people using Healthy Street principles and guidance, particularly where it runs through town and neighbourhood centres.</p>	
<p>4.3 The current speed limit on the London Road through Cranbrook masterplan area is 60mph at its eastern end reducing to 40mph from the eastern sports pitches through to its western extent. To bring the road into line with the rest of Cranbrook and to create a safer environment for all users, the speed limit should be reduced to 30mph between the eastern and western entry points to the town with a design speed of 20mph using high-quality public realm around the neighbourhood and town centre areas where there will be active frontage.</p>	

<p>4.4 The Cranbrook Infrastructure Delivery Plan highlights that the combined improvements needed to London Road are classified as Priority Level Two which is infrastructure that is important to deliver specific schemes whose precise timing is less critical however the new junctions and crossings are classed as critical and will need to be delivered as part of applications for the new phases of development and therefore have been costed as part of viability work by Three Dragons and is considered to be deliverable by the developers. It is anticipated that developments provide the necessary improvements during the reserved matters stage of applications.</p>	
<p>4.5 What is the timing of delivery and on what phase of development is it primarily dependant?</p> <p>4.6 Delivery would be based on the reserved matters submissions under Section 278 of the Highways Act 1980 which allows for items such as priority junctions, improved facilities for pedestrians and cyclists, improvements to existing junctions and traffic calming measures.</p> <p>4.7 Access arrangements and crossing points will be required as part of the delivery of specific parcels of development as they submitted for approval. The delivery of safe access is paramount and will need to be delivered in advance to enable the developer to unlock the individual expansion area.</p>	<p>Q140 - Timing and phasing</p>
<p>4.8 How will proportionate financial contributions be defined?</p> <p>4.9 The development proposes significant changes to the B3174. These changes and other measures on and/or adjacent to the public highway</p>	<p>Q141 - Financial contributions</p>

should be provided through highway works undertaken as part of the application (under a highways agreement as highlighted in Q140).

- 4.10 Three Dragons were commissioned by East Devon District Council to undertake a viability assessment at a strategic level. Development of the expansion areas for Cranbrook has been viability tested within [this document](#)⁵ and based on the requirements in the draft DPD and [masterplan](#)⁶. The testing suggests that the development will be viable with a lower rate of affordable housing (15%).
- 4.11 Importantly the viability work made assumptions on the likely costs for new roundabouts and crossing points to ensure that safe and suitable access can be obtained into the 4 expansion areas and that good connectivity can exist between areas and across the London Road. This includes an allowance for the connecting bridge. Taken together these components help to address the need to upgrade the London Road and ensure that it becomes more pedestrian friendly without fettering vehicle access or its function as an alternative route to the A30.
- 4.12 Costs for the range of work identified within the viability testing are transposed to the draft IDP (the updated version for which has been attached as an appendix to the Council statement on Matter 9). The identified costs for the specific areas of work have been apportioned to specific allocation areas and through the mechanisms set out within Policy CB6 and the IDP equalised across all the development areas.

⁵ <https://eastdevon.gov.uk/media/2760827/east-devon-cil-review-and-cranbrook-viability-report.pdf>

⁶ <https://eastdevon.gov.uk/media/2780127/cranbrook-masterplan-2019.pdf>

4.13 **Are any Main Modifications proposed in relation to Issue 14?**

**AQ16 - Main
modification**

4.14 At this stage of the Examination, in respect of matters arising in the above questions, no Main Modifications are proposed.