

Cranbrook Plan 2013-2031 Examination

Matter 14: Infrastructure Delivery
11th February 2020

Devon County Council Position Statement

Statement Prepared 8th January 2020

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1. Introduction

1.1. Purpose of this statement

- 1.1.1. This statement has been prepared to answer questions and address the associated issues posed by the Planning Inspector in relation to Matter 14 (infrastructure delivery) for the Independent Examination of the Cranbrook Plan 2013-2031.
- 1.1.2. The comments set out in this further statement focus upon those issues in which Devon County Council (DCC) has a specific interest in order to fulfil its statutory responsibilities in terms of planning and infrastructure (in particular as the Local Highway Authority, Local Education Authority and Lead Local Flood Authority).

1.2. Summary of DCC approach and position

- 1.2.1. The County Council has worked closely with East Devon District Council throughout the preparation of the Cranbrook Plan including providing advice to inform the development of policies and proposals. This has included the attendance of numerous meetings, the preparation of evidence reports and the submission of representations at formal stages in the plan making process. This approach has drawn on the expertise of a number of county officers from various service areas including education, transportation, flood risk, waste management, adult, children's youth and library services

2. **Q163: Delivery of facilities to date have been slower than anticipated - what certainty is there around the delivery of further infrastructure and how will this influence future phasing? How realistic is it that all infrastructure would be delivered via contributions from new housing?**

- 2.1.1. In respect of education facilities Devon County Council disagrees that delivery has been slower than anticipated. The early delivery of education facilities has been achieved in the first phase of the Cranbrook development and this has been a significant selling point of the new homes. All education provision identified for the first 3,500 dwellings has been delivered.
- 2.1.2. Transport infrastructure has been successfully delivered to unlock housing, including the opening of the railway station, provision of strategic cycle routes and new bus lanes on London Road. Going forward, there is a high level of certainty of delivering walking/cycling infrastructure and bus service improvements given the demand for sustainable transport and DCC's record of delivering such items. Other highway infrastructure will be delivered through reserved matter consents.

3. Q164: What is the overall per home cost given the headline figures set out below? How would these costs affect the deliverability of any or all of the expansion areas? What proportion of these individual costs are reliant on sources other than residential developments and how will they be secured to ensure timely delivery?

a) Primary school 420 place – £7.2m

- 3.1.1. The cost of the 420 primary school needs to be fully funded by the expansion area development it serves. Comments 18 and 29 of DCC's consultation response to the Submission Draft requested this education cost to be index linked from March 2015 as per the DCC Education Infrastructure Plan¹, which would result in a figure of £8,666,667.
- 3.1.2. However, following subsequent discussion with EDDC, we have agreed a lower figure of £8,153,024. This represents £8,098,494 cost of a 420 school (based on Education Infrastructure Plan rates indexed to Q2 2019) + £50,000 community room cost + £4,530.20 indexation on the community room cost from Q1 2017 to Q2 2019.
- 3.1.3. Should the primary school not be provided directly by the developer as Category 2 infrastructure, DCC requires a proportionate financial contribution to be paid as S106 contributions, calculated in line with the county council's Education Infrastructure Plan.

b) Primary school 630 place - £10.8m

- 3.1.4. The cost of the 630 primary school needs to be fully funded by the expansion area development it serves. Comments 19 and 29 of DCC's consultation response to the Submission Draft requested this education cost to be index linked from March 2015 as per the DCC Education Infrastructure Plan, which would result in a figure of £12,963,889.
- 3.1.5. However, following subsequent discussion with EDDC, we have agreed a lower figure of £12,202,271. This represents £12,147,741 cost of a 630 school (based on Education Infrastructure Plan rates indexed to Q2 2019) + £50,000 community room cost + £4,530.20 indexation on the community room cost from Q1 2017 to Q2 2019.
- 3.1.6. Should the primary school not be provided directly by the developer as Category 2 infrastructure, DCC requires a proportionate financial contribution to be paid as S106 contributions, calculated in line with the county council's Education Infrastructure Plan.

¹ Devon County Council's Education Infrastructure Plan (revised) 2016 – 2033 is available at <https://www.devon.gov.uk/planning/planning-policies/pupil-place-planning>

c) Senior School expansion 4.3m

- 3.1.7. Devon County Council has identified that it will be necessary to provide enhanced secondary education provision in Cranbrook to support the town's growth. The Cranbrook Infrastructure Delivery Plan identified a total cost of £4,275,000 to expand the Cranbrook Education Campus to provide a total of 1,125 secondary places. These costs were taken from the East Devon Infrastructure Delivery Plan Review November 2017.
- 3.1.8. Following the Submission Draft consultation period, the County Council has had further discussions about viability of the Cranbrook Plan with East Devon District Council. We have agreed with EDDC to request a £2,598,992 S106 contribution towards secondary education provision arising from the 4,170 dwellings allocated in policies CB2, CB3, CB4 and CB5. This figure is based on the existing commitment within a Memorandum of Understanding with the East Devon New Community Partners to provide £1,534,985 index linked to provide for 7,500 dwellings to fund the fit-out of the remainder of the existing buildings which have already been constructed plus expansion of the school to provide for an additional 170 dwellings over this threshold. The figure has been calculated in the following way:

Contribution element	Cost £	Notes
Memorandum of Understanding (MOU)	1,534,985	MOU states this provides 1000 school places for 7,500 dwellings
MOU indexation	391,154	Q4 2014 259 to Q2 2019 325 BCIS
25.5 extra places @ £21,921 per place	558,985.50	170 dwellings above MOU 170 x 0.15 = 25.5 school places Place multiplier and cost per place identified in the Education Infrastructure Plan
Indexation for 25.5 places	113,867	Q1 2015 270 to Q2 2019 325 BCIS
Total secondary expansion cost	£2,598,992	

- 3.1.9. The actual cost of providing additional places required at the Education Campus is currently unknown and will depend on a number of factors including actual numbers of houses and school age residents. DCC as Local Education Authority will address any shortfall between the actual cost and the S106 contribution.
- 3.1.10. It should be noted that the County Council will require full contributions of £21,921 per pupil (index linked from March 2015) for any additional dwellings on top of the 4,170 houses allocated in CB2, CB3, CB4 and CB5, in line with our Education Infrastructure Plan.

d) SEN school - £1m contribution from Devon CC

- 3.1.11. This question refers to a £1 million contribution towards the SEN school from Devon County Council. This should refer to a £1 million contribution from the

Expansion Area developers to Devon County Council. This is required to provide 25 special places at a cost of £40,000 per place. Based on DCC's S106 request dated 11 January 2017, the Cranbrook Plan identifies the need for a 50 space SEN school to be provided on an area of land at least 1.2 hectares. This facility will meet the needs of Cranbrook and the surrounding area and cost £5.4 m. Devon County Council will need to secure the remaining £4.4 m funding required to deliver the new provision through a combination of developer contributions from outside of the town and DCC's own resources.

- 3.1.12. Should the SEN school not be provided as Category 2 infrastructure, then DCC will require proportionate contributions to the required land and £1m of build costs.

f) Highway Infrastructure

- 3.1.13. DCC has taken this question to relate to items 18, 19, 20 and 21 listed in Appendix 2 of the Cranbrook IDP. DCC believes that public transport enhancements are required to support sustainable housing at the expansion areas of Cranbrook. Cranbrook has a high proportion of travel to services and amenities in Exeter and without attractive sustainable transport choices these will be made by car. As explained in the S106 request and consistent with our position at the Local Plan hearings (using the DCC July 2013 Axminster-Honiton-Exeter corridor report)² and NPPF policies, to accommodate development beyond 6,500 dwellings (at Cranbrook and Redhayes) the County Council is seeking contributions towards sustainable infrastructure to encourage a significant shift to non-car modes. Central to this are improvements to public transport. This is required to ensure that the operation and safety of strategic highway infrastructure (including M5 Junction 29, Tithebarn Link Road, Moor Lane Roundabout and A30 Airport junction) is not compromised.
- 3.1.14. The infrastructure costs identified in the DCC July 2013 Axminster-Honiton-Exeter corridor report are based upon the expected cost of the Honiton Loop (£15M). Enhanced frequency to Honiton/Axminster was identified as providing capacity for 2,900/3,500 additional dwellings and therefore a pro-rata contribution (1,620 dwellings over 6,000 dwellings) is requested for public transport. It should be noted that the 7,620 dwellings was assumed to be the complete build out.
- 3.1.15. The most cost-effective opportunity for providing attractive public transport is a second station. As highlighted in Devon County Council's justification for the second railway station, it has been identified that 500 (one-way) daily trips will be taken off the highway network. The predicted cost of the second station was identified to be £6M, to be funded by Cranbrook expansion area S106 contributions. The rest of the pro-rata funding will be allocated to deliver enhanced bus services to Cranbrook (£2.38M) such as route

² Devon County Council. Axminster-Honiton-Exeter Corridor: Infrastructure Report for East Devon Local Plan. July 2013. Available at <https://www.devon.gov.uk/roadsandtransport/traffic-information/transport-planning/>

improvements, a 15 minute frequency service, and improved evening and Sunday services.

- 3.1.16. If a second station is not feasible, it would be instead necessary to use the S106 public transport contribution to deliver alternative public transport solutions. This could include further enhancements to bus services into Exeter and better connections from the expansion areas to the existing Cranbrook rail station. Potential options would evolve over time and our S106 request is proposed for public transport for the area to give some flexibility as future changes take place.
- 3.1.17. With regards to the offsite walking and cycling, cost estimates per metre have been based on schemes delivered by the County Council in 2013-2014. These identify a cost of £500 per metre for higher quality routes, and £250 per metre for a more modest trail.
- 3.1.18. Finally, to complement the public transport and to promote modal change, travel plan and shared mobility S106 contributions are requested. We have requested that the travel plan S106 contribution is provided in the same way as under the November 2014 S106 Deed of Variation. The money towards shared mobility is based on the costs of the equipment to implement the Co-Cars and Co-Bikes; the amount of which based on every 400 dwellings
- 3.1.19. The Cranbrook Infrastructure Delivery Plan Appendix 2 Item 18 also includes EV charging policy requirements at a cost of £590,000, however this is outside our S106 transport request.
- 3.1.20. Comments 21, 22, 23, 25, 26, 27 and 28 of the County Council's consultation response to the Submission Draft requested the costs identified in the IDP to be revised to include indexation. However, following further discussion with the District Council, we are reluctantly willing to agree to indexation of £238,140 for enhanced bus services but that backdated indexation will not be applied to rail transport, offsite walking and cycling, travel planning or shared mobility. However, DCC expects S106 agreements to provide indexation from IDP baseline of Q1 2019.
- 3.1.21. Should S106 money for sustainable transport not be provided as Category 3 equalised contributions, then DCC would require proportionate contributions based on the percentage of the total proposed expansion area dwellings (currently 4170 allocated houses).

i) Flooding

- 3.1.22. Based on the information provided to date, the Flood Risk Review and the Surface Water Drainage Strategy, evidence indicates sufficient space is available for sustainable drainage systems such as swales and detention basins. If there are any changes to the masterplan we would expect the changes to be reflected within the areas proposed for flood risk management to ensure that the proposal is feasible.
- 3.1.23. Sustainable drainage infrastructure may need to be included in the Cranbrook Infrastructure Delivery Plan if it is not being directly delivered and funded by a developer as part of a planning application for a particular

parcel. This may be the case where one basin serves several different parcels of land with different developers. In this case the funding would be secured through the S106 mechanism.

k) Extra Care housing 55 flats - £10.3 million

- 3.1.24. DCC's Extra Care Housing Strategy (August 2015 Refresh)³ specifies the need for a 55 unit facility to cater for 6,000 dwellings. Extra care facilities have a significantly higher capital development cost than general needs housing due to the extensive communal care facilities. Recent schemes in Devon indicate that the average cost of providing each extra care unit is £188,000, resulting in total scheme cost of £10,340,000. Funding for extra care housing (ECH) schemes is required from a number of sources to enable a viable development.
- 3.1.25. DCC has requested S106 contributions of £3,500,000 towards the cost of providing a 55 unit extra care facility at Cranbrook. Due to East Devon District Council's concerns about the viability of the Cranbrook Plan, DCC has reduced this request from £5,170,000. The remaining funding required for this scheme (£6,840,000) would need to be obtained from the provider and/or government grants. The County Council has previously found that Homes England expects to see a developer contribution on s106 sites as a main funding stream before it would consider whether any further grant funding could be provided by itself towards delivery of an ECH scheme.

n) Bus service - £1.7 million cost – £780,000 gap. How will these be funded.

- 3.1.26. The £1.7m cost is taken from the existing S106 agreement. The costings identified in the IDP which include Sky Park and Science Park are separate to this agreement and may be used to fund a separate bus service. The £2.38M requested for bus services to serve the new expansion areas was calculated on a pro rata basis as detailed in DCC's section 106 transport request (June 2018) and are included in the 'Public Transport' listed as item 18 of Appendix 2 of the Cranbrook IDP. This is discussed further in response to the 'Highway Infrastructure' part of Q164 above.

o) Traffic impact on M5 capacity

- 3.1.27. No costs are envisaged for improvements of the M5. The Local Highway Authority has already accepted the impact of the expansion areas on the capacity of the M5. The transport assessment that supported previous and live applications have included trip rates that take into account that sustainable infrastructure will be delivered i.e. rail, bus, walking & cycling routes, travel planning and shared mobility. The DCC justification for the second railway station states that trips will be removed from the highway

³ Devon County Council. **Extra Care Housing: Refresh of the Commissioning Strategy for Extra Care Housing (2009). August 2015.** Available at https://www.housinglin.org.uk/assets/images/ECHschemes/Quayside/150827_ECH-policy-refresh-FINAL.pdf

network (in particular the M5/A30 corridor). The implication is that if sustainable transport measures are not put in place, there will be an impact on the M5 with an unknown effect or indeed associated infrastructure cost.

4. Q165: How does the strategy for expansion address the “integrated community” aspirations of the plan given an apparent imbalance of the provision of facilities in the first phases of Cranbrook?

- 4.1.1. There were significant infrastructure projects provided for the first phase of Cranbrook. Looking forwards, there are also significant projects planned for the expansion areas. In terms of county infrastructure, these areas will be supported by appropriate and proportionate provision of education facilities with primary capacity provided within the expansion areas themselves. This position is also reflected for transport; the expansion areas will be directly served by pedestrian/cycle, bus, rail and highway improvements.
- 4.1.2. Where infrastructure provision to support the expansion areas was made in the first phase of Cranbrook, the Cranbrook master plan together with access and movement diagrams, show that all facilities are will be accessible to the wider new community by a variety of modes.
- 4.1.3. DCC believes provision of an extra care housing (ECH) facility within the town will contribute to creating a balanced and integrated community. The Council’s request for s106 funding towards the cost is essential to delivering this infrastructure.