

**Independent examination of  
the Cranbrook Local Plan –  
Stage 2 Questions**

**Response to Questions AQ17-  
AQ19 (Additional Highway  
Detail/Sustainable Transport)**

*Prepared For*  
**Cranbrook LVA**

**7348**  
**September 2020**



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## 1 ADDITIONAL HIGHWAY DETAIL / SUSTAINABLE TRANSPORT

### AQ17. ARE THERE ANY COMMENTS OR VIEWS TO TAKE INTO ACCOUNT FROM THE CLARITY PROVIDED IN TABLE 3.10 RELATING TO SECTION 278 COSTS RELATING TO HIGHWAY IMPROVEMENTS RELATING TO LONDON ROAD?

- 1.1 Cranbrook LVA LLP have obtained advice on the associated highway infrastructure and sustainable transport costs from their transport consultants, Awcock Ward Partnership (AWP). AWP have assisted with the preparation of the Farlands planning application and have reviewed the costs and evidence set out by Devon County Council in their supporting statement.
- 1.2 The Inspector will note that AWP have questioned the inclusion of S278 works within the Cranbrook Viability Report and IDP when much of the works outlined would be provided in any event as part of bespoke planning applications which will come forward to facilitate development within the expansion areas.

### AQ18. IS THE REVISED POSITION OF DEVON COUNTY COUNCIL IN RELATION TO SUSTAINABLE TRANSPORT CONTRIBUTIONS JUSTIFIED IN THE LIGHT OF THE AVAILABLE EVIDENCE? IF IT IS NOT, WHAT EVIDENCE DO YOU RELY ON TO SUPPORT YOUR COMMENTS?

- 1.3 Again, we would refer the Inspector to the accompanying response provided by AWP. Having reviewed the information presented, AWP are of the opinion that the sustainable transport contributions are not appropriately justified when considered against the CIL regulations.

Table 3.1 – Extract from IDP p35 Appendix 2

|    |   |   | Priority | Location                    | Type      | Item/ project  | Cost       |
|----|---|---|----------|-----------------------------|-----------|--|------------|
| 18 | 3 | - | 1 (C)    | Cranbrook - Expansion Areas | Transport | "Public transport" range of measures including bus services, enhanced rail frequency and 2nd train station | £6,378,000 |
| 19 | 3 | - | 2 (1)    | Cranbrook - Expansion Areas | Transport | Off site walking and cycling infrastructure  | £2,530,000 |
| 20 | 3 | - | 3 (D)    | Cranbrook - Expansion Areas | Transport | Car club vehicles and/or e-bike docking stations   | £300,000   |
| 21 | 3 | - | 2 (1)    | Cranbrook - Expansion Areas | Transport | Travel planning  | £285,000   |

Figure 1 - Extract from IDP - p35 Appendix 2 – taken from AWP representation



1.4 The new evidence from DCC amplifies the request and focusses primarily now on bus contributions setting out costs on a cost per bus basis. The IDP identifies 4 costs for Sustainability items related to transport as follows:

- Public Transport
- Off-site walking and cycling infrastructure
- Car club vehicles/e-bike docking stations
- Travel planning

1.5 Of the items listed within the table, public transport contributions are identified as a “critical” item of infrastructure. The remaining items of off-site walking and travel planning are defined as “important” with car clubs classed as “desirable.”

1.6 AWP have advised that the items identified as “Important” or “desirable” would not pass the tests of S106 (as set out in the CIL regulations) by being necessary to mitigate the impacts of development. If that were the case that should have been identified and Transport contributions all identified as “Critical”.

1.7 We would therefore ask the Inspector to consider whether the full suite of contributions set out by DCC are justified and appropriate in this instance. If not, the ISD should be amended with a reduced contribution toward sustainable transport sought.



## APPENDIX 1 – AWP REPRESENTATION



# Independent Examination of the Cranbrook Local Plan - Stage 2 Questions

## Response to AQ17 & 18 on behalf of Farlands LVA LLP

|             |  |
|-------------|--|
| Project No. | 0256   |
| Revision    | D1   |
| Date        | 28 September 2020  |
| Client      | Farlands LVA LLP   |
| Prepared    | I Awcock   |
| Checked     | A Wozniczko  |
| Authorised  | I Awcock   |
| File Ref.   | p:\0256 farlands, cranbrook\c documents\reports\2020\sept 20 lp reps\0256 farlands clpr aq17-19 tech note.docx |

## 1 Introduction

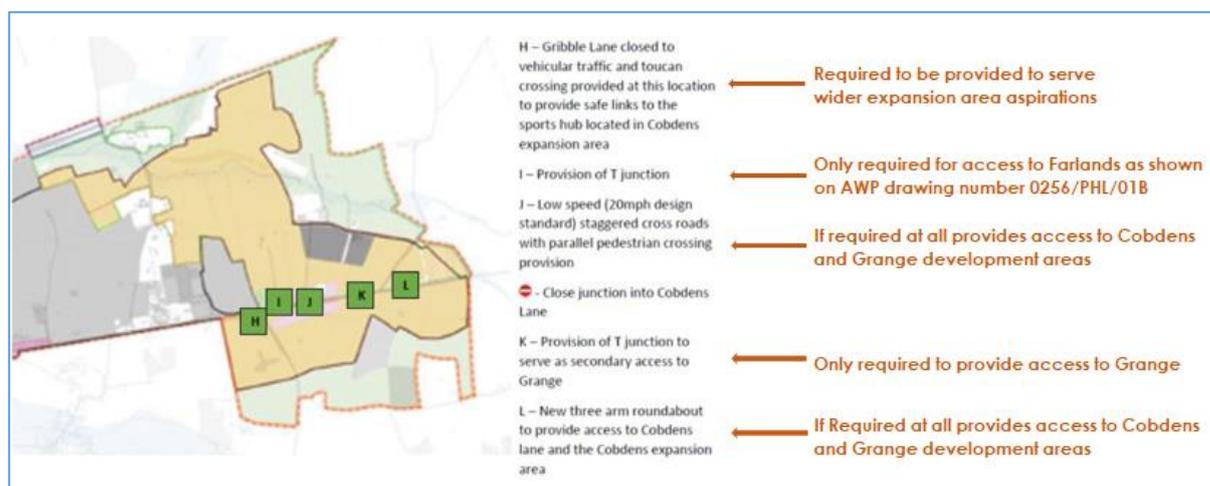
- 1.1 Land at Farlands is proposed for development as part of the Cobdens eastern expansion area of Cranbrook. A planning application was submitted in 2014 supported by a Transport Assessment which was understood to be satisfactory by Devon County Council officers.
- 1.2 Determination of the Application has been delayed by the local plan process which has delayed delivery of up to 250 dwellings in this sustainable location.
- 1.3 This note responds to the latest stage of the Cranbrook Local Plan review providing a response to Inspectors questions AQ17 & 18 relating to DCC requests for sustainable transport contributions.

## 2 AQ17. Are there any comments or views to take into account from the clarity provided in table 3.10 relating to Section 278

## costs relating to highway improvements relating to London Road 2011 Census Data

- 2.1 The clarity provided in Table 3.10 is welcomed and it is noted that this is further amplified in the updated IDP of July 2020.
- 2.2 It is recognised that much of the works will take place in existing public highway and therefore would require an Agreement under S278 of the Highways Act. Much of the works required will also need private land adjacent to the public highway and under developer control to build the necessary infrastructure. Works on that land would therefore need to be delivered under S38 of the Highways Act and so further detail identifying exactly the extent of works to be included as S278 works should be provided.
- 2.3 Table 3.10 lists the proposed works and costs and then provides a grand total for inclusion in the viability appraisal.
- 2.4 The IDP, in paragraph 2.28 with the attached figures specifically identifies the location of each of the works and helpfully gives them an identifying letter.
- 2.5 It is noted that works A-G are all related to the Bluehayes and Treasbeare parts of the expansion land and those annotated H-L are all related to the Grange and Cobden areas.
- 2.6 Much of the works included as “S278 Works” would normally be provided as part of a developer’s development infrastructure. The works proposed at the Cobdens expansion land is set out in a diagram on p15 of the IDP. The necessity for those works has been reviewed and a commentary (**in orange**), based upon the figure in the IDP, is set out in Figure 1.1 below:

**Figure 1.1 Cobden area S278 works**



- 2.7 The IDP then goes on to identify that the works to London Road fall into EDDC's category 2 works and so are defined as:

**Category 2 -Infrastructure which is site specific to a particular expansion area (under policies CB2 to CB5 inclusive)**

- r) Upgrading of London Road together with new junctions and new crossings

### Summary.

- 2.8 It appears that EDDC's documents are contradictory with Table 3.10 suggesting that the "S278 works" should be provided to the benefit of all developers and so included within the viability appraisal with a total cost of £12.865m (Cranbrook Viability Report 2020 para 3.6.5).
- 2.9 The IDP suggests, it is considered correctly, that much of those works would be provided as part of the development access proposals such as those set out on AWP's drawing number 0256/PHL/01/D for the Farlands development site.

## 3 AQ18. Is the revised position of Devon County Council in relation to sustainable transport contributions justified in the light of the available evidence? If it is not, what evidence do you rely on to support your comments?

- 3.1 The new evidence from DCC amplifies the request and focusses primarily now on bus contributions setting out costs on a cost per bus basis.
- 3.2 The IDP identifies 4 costs for Sustainability items related to transport as follows:

**Table 3.1 – Extract from IDP p35 Appendix 2**

|    |   |   | Priority | Location                    | Type      | Item/ project  | Cost       |
|----|---|---|----------|-----------------------------|-----------|--|------------|
| 18 | 3 | - | 1 (C)    | Cranbrook - Expansion Areas | Transport | "Public transport" range of measures including bus services, enhanced rail frequency and 2nd train station | £6,378,000 |
| 19 | 3 | - | 2 (I)    | Cranbrook - Expansion Areas | Transport | Off site walking and cycling infrastructure  | £2,530,000 |
| 20 | 3 | - | 3 (D)    | Cranbrook - Expansion Areas | Transport | Car club vehicles and/or e-bike docking stations   | £300,000   |

|    |   |   |       |                             |           |                 |          |
|----|---|---|-------|-----------------------------|-----------|-----------------|----------|
| 21 | 3 | - | 2 (I) | Cranbrook - Expansion Areas | Transport | Travel planning | £285,000 |
|----|---|---|-------|-----------------------------|-----------|-----------------|----------|

3.3 Of those 4 Transport elements item 18 public transport contributions are identified as “Critical”, Item 19 Off site walking etc and Item 21 Travel Planning as “Important” and item 20 Car clubs as “Desirable” .

3.4 It is considered that items identified as “Important” or “desirable” would not pass the tests of S106 as being necessary to mitigate the impacts of development. If that were the case that should have been identified and Transport contributions all identified as “Critical”.

3.5 The specific items are considered below

### Item 18 Public Transport Contributions

3.6 The new DCC data sets out a calculation of bus costs assuming £135,000 per bus; an increased number of buses and an investment period of 5 years.

3.7 There is no clarification on the role that existing and additional revenue plays in that calculation since the existing bus usage at Cranbrook should underpin the base costs for the additional services in the expansion land.

3.8 The DCC report identifies the potential for an additional 526 bus seats per hour from Cranbrook but with no indication in either the DCC work or the WSP documents supporting the planning application whether or not that number of seats is required or will achieve the sustainable mode choices to which DCC and policy aspire.

3.9 There is evidence from DCC themselves that the existing services can be expanded without developer subsidy as shown in the press extract below. It is therefore unclear what detailed work underpins the DCC request of developers and what may otherwise be delivered through government investment in development.

## East Devon and Exeter bus routes in line for improvements from county’s £1million of extra cash



By [DANIEL CLARK](#) 25th March 2020

**A host of bus routes in East Devon and Exeter are set to be improved thanks to £1million of extra funding poised to be splashed around the county.**

Routes serving Exmouth, Sidmouth, Honiton, Ottery St Mary, Budleigh Salterton, Seaton, Axminster and Cranbrook are among those in line for a boost.

Devon County Council (DCC) has spending plans for 18 routes in this financial year, subject to the Department for Transport (DfT) approval.

## **4 Exeter – Cranbrook – Ottery St. Mary – Honiton – Axminster.**

An additional peak-hour bus from Axminster and Honiton via Cranbrook to Exeter is proposed in response to passenger demand, especially on peak worktime buses to and from Exeter, where there is currently overcrowding. This particular service improvement will benefit the most people in the shortest time and the successful use of support funds towards bus services has generated in this area the highest proportion of sustainable travel in Devon.

3.10 The bus element of the requested contribution total £6,128,000. The remainder of the contribution of £250,000 is allocated to feasibility studies for the second rail station.

3.11 In their report DCC accept that the 2nd rail station faces many challenges to delivery and it is therefore considered that this £250,000 requested contribution does not pass the necessary tests and so is not appropriate at this time.

3.12 It is also noted that the initial feasibility studies for Cranbrook Rail station considered an alternate (second) location and so could be reviewed and updated at significantly reduced cost by DCC should they still wish to promote the second station.

3.13 It is therefore concluded that the Public Transport element of the Transport requested contributions is not sufficiently justified as to pass the necessary tests.

### **Off Site Walking and Cycling**

3.14 DCC additional information makes no reference to off-site walking and cycling improvements and there is no definition of what that contribution might be used for or how that mitigates impacts of the development.

3.15 It is therefore considered that this request does not pass the necessary tests.

### **Car club vehicles and / or e-bike docking stations**

3.16 This minimal request is likely to deliver significant benefits as the e-bike provision would be expected to enhance usage from properties in the eastern expansion of the existing and to be expanded rail station which is only 15 minutes cycle away.

3.17 If suitable locations are identified within development parcels it is anticipated that the infrastructure could be provided at minimal cost within each parcel by the developer as part of their normal development costs with an overarching fund used to purchase cars or bikes.

### **Travel Planning**

- 3.18 This request appears to be a catch all which it is expected would be used to fund officer time and small scale travel plan interventions so encourage new residents to adopt smarter choices as they move into Cranbrook.
- 3.19 Typically in the past DCC would request £500 per dwelling towards travel vouchers, however this approach was tested at Appeal and found not to satisfy the CIL regs. Whilst this contribution seems at first sight reasonable there is no justification and it may not pass the necessary tests.

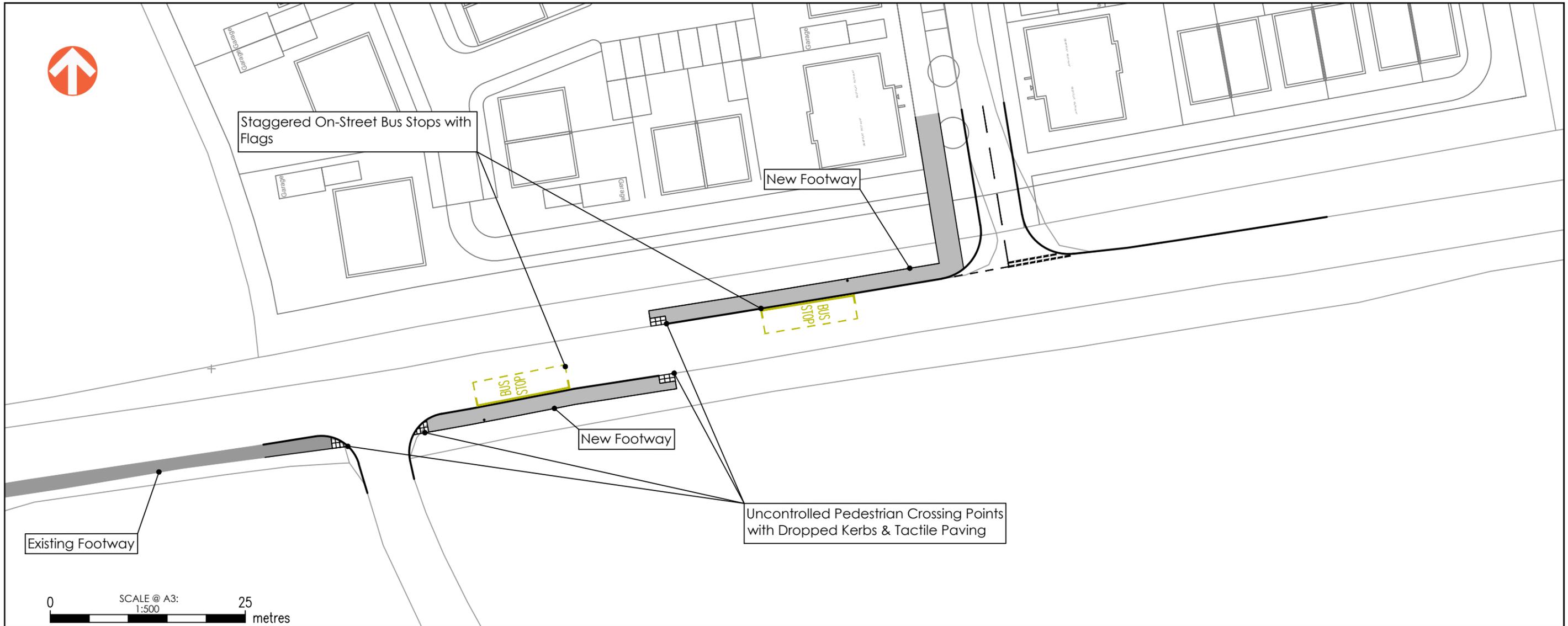
## **4 Summary**

- 4.1 It is considered that the DCC requests for sustainable transport contributions are still not justified.
- 4.2 Normally a Transport Assessment would include a full appraisal of multi modal travel opportunities identifying facilities available to residents within walking or cycling distance.
- 4.3 No such work has been presented and so the sustainability credential of the scheme remain illusory, aspirational, and not justified with any evidence.

### **AWP**



**Appendix A** Farlands Access Drawing AWP  
0256/PHL/01/B



| B                                       | 21.11.2014 | FOOTWAY & BUS STOPS | AC | AJW | IDA |
|---|------------|---------------------|----|-----|-----|
| A                                       | 14.08.2014 | INITIAL ISSUE       | JR | AJW | IDA |
| REV                                     | DATE       | DESCRIPTION         | BY | CHK | APD |
| CLIENT:<br>CRANBROOK LVA LLP            |            |                     |    |     |     |
| DRAWING STATUS:<br>FOR INFORMATION ONLY |            |                     |    |     |     |

|                                      |                       |           |
|--------------------------------------|-----------------------|-----------|
| PROJECT:<br>FARLANDS, CRANBROOK      |                       |           |
| TITLE:<br>PRELIMINARY HIGHWAY LAYOUT |                       |           |
| PROJECT No:<br>0256                  | DRAWING No:<br>PHL/01 | REV:<br>B |
| SCALE @ A3:<br>AS SHOWN              |                       |           |



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