

Agenda for Strategic Planning Committee Thursday, 23rd July, 2020, 5.00 pm



East Devon District Council
Blackdown House
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Members of Strategic Planning Committee

Councillors: N Hookway, M Allen, P Hayward, M Howe, D Ledger (Chairman), A Moulding, E Rylance, P Skinner, P Arnott, S Chamberlain, K Blakey, O Davey (Vice-Chairman), B Ingham, K McLauchlan and I Thomas

Venue: Online via the zoom app. All councillors and registered speakers will have been sent an appointment with the meeting link.

Contact: Wendy Harris;

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(or group number 01395 517546)

Tuesday, 14 July 2020

IMPORTANT – this meeting will be conducted online and recorded by zoom only. Please do not attend Blackdown House.

Members are asked to follow the [Protocol for Remote Meetings](#)

This meeting is being recorded by EDDC for subsequent publication on the Council's website and will be streamed live to the Council's YouTube Channel at <https://www.youtube.com/channel/UCmNHQruge3LVI4hcgRnbwBw>

Public speakers are now required to register to speak – for information please use the following link: <https://eastdevon.gov.uk/council-and-democracy/have-your-say-at-meetings/all-other-virtual-public-meetings/#article-content>

1 Public speaking

Information on [public speaking](#) is available online

2 Minutes of the previous meeting (Pages 3 - 9)

3 Apologies

4 Declarations of interest

Guidance is available online to Councillors and co-opted members on making [declarations of interest](#)

5 Matters of urgency

Information on [matters of urgency](#) is available online

6 Confidential/exempt item(s)

To agree any items to be dealt with after the public (including the Press) have been excluded. There are no items which officers recommend should be dealt with in this way.

7 Greater Exeter Strategic Plan: draft policies and site options consultation (Pages 10 - 26)

To seek Members support for the on-going engagement of East Devon District Council in the production of the Greater Exeter Strategic Plan.

8 Greater Exeter Strategic Plan Statement of Community Involvement (Pages 27 - 31)

To explain how the proposed Joint Statement of Community Involvement has been amended in light of the responses to the 2017 consultation and to take into account of Covid-19 restrictions on social interaction.

9 Garden Communities and Delivery Vehicles (Pages 32 - 58)

To set out the findings of the work commissioned through Local Partnerships to explore different delivery vehicle options.

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Members of the public exercising their right to speak during Public Question Time will be recorded.

[Decision making and equalities](#)

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EAST DEVON DISTRICT COUNCIL**Minutes of the meeting of Strategic Planning Committee held at Council Chamber Blackdown House on 25 February 2020****Attendance list at end of document**

The meeting started at 10.00 am and ended at 12.25 pm

39 Public speaking

A member of the public commented on item 44, as follows

Mrs Hilary Kirkcaldie speaking on behalf of Axminster Town Council thanked the Committee for supporting the position of the Town Council and suggested an additional sentence to explain that the upfront provision of the relief road was vital to ensure that vehicles delivering materials required for the development do not use Stoney Lane as the road goes past the primary and secondary schools.

Councillor Blakey as Ward Member for Cranbrook commented on item 46, and referred to a letter submitted by David Lock Associates Ltd., raising concerns that the proposal for a Cranbrook Town Centre SPD would undermine all that the Cranbrook Strategic Delivery Board had achieved with the Consortium in recent months and would jeopardise the delivery of a Cranbrook Town Centre which was to include a major brand supermarket as well as provision of public space. He advised Members that the Consortium would like to present to the Strategic Planning Committee a full proposal and proposed an urgent meeting should take place before the next Strategic Planning Committee to consider this.

40 Minutes of the previous meeting

The minutes of the Strategic Planning Committee held on 9 December 2019 were confirmed as a true record with the following amendment on page 6, item 36 which should read:

RESOLVED:

- 2. To re-engage the consultants for the Axminster Urban Extension Masterplan to review options to enable the forward delivery of the relief road in its entirety and that a Members Advisory Panel be set up as soon as the consultant's report is received.**

41 Declarations of interest

Minute 46. East Devon Local Development Scheme.
Councillor Eleanor Rylance, Personal, Greater Exeter Strategic Plan Forum Member.

Minute 46. East Devon Local Development Scheme.
Councillor Kevin Blakey, Personal, Cranbrook Town Councillor.

Minute 46. East Devon Local Development Scheme.
Councillor Kevin Blakey, Personal, Cranbrook Strategic Development Board Member.

Minute 46. East Devon Local Development Scheme.

Councillor Paul Hayward, Personal, Clerk to Newton Poppleford and Harpford Parish Council.

Minute 46. East Devon Local Development Scheme.

Councillor Paul Hayward, Personal, Has family that live in Cranbrook and daughter's partner has interest in the development of the town centre as this could provide commercial development potential.

42 **Matters of urgency**

There were no matters of urgency discussed.

43 **Confidential/exempt item(s)**

There were no items that officers recommended should be dealt with requiring exclusion of the public or press.

44 **Axminster Masterplan - Letter to Neil Parish MP**

The Service Lead – Planning Strategy and Development Management updated Members on the progress made since the last Strategic Planning Committee on 9 December 2019 and sought Members views on the wording of the draft letter to Neil Parish MP to seek assistance to progress matters and to secure money in an acceptable way from Homes England.

Ward Members discussed the following:

- Councillor Hall said it was imperative to seek assistance from the local MP for the delivery of the relief road and sought Members support for the letter. He said he wanted Axminster to become a resilient town in the future and raised concerns for the need for extra employment land to bring much needed jobs to the area and the climate declaration.
- Councillor Jackson disagreed with the wording and content of the letter raising concerns with the land valuations and questioned whether Members had seen the Land Valuations and the Viability Assessments highlighting that Members should not vote without knowing all the information. Cllr Jackson raised concerns about discrepancies between the original valuation and the independent valuation. In response the Service Lead – Planning Strategy and Development Management advised that the fundamental issue with the HIF fund was the disagreement with values of the land. He explained that this needed to be addressed in the letter to explain that Homes England believed the HIF money could be repaid by paying a lower value for the land, however the Council's independent valuation showed that their valuation was wrong. The Service Lead – Planning Strategy and Development said Members were welcome to view the valuations but did not see a need as it was the principle that was important.
- Councillor Moulding advised the delivery of the Axminster Masterplan and relief road was essential for the future of Axminster and essential for East Devon District Council as the five year land supply could be compromised and supported the draft letter to Neil Parish MP.

Points raised during discussion included:

- General support was shown to send the letter to Neil Parish MP to get his support.

- Clarification sought on who authorised the independent valuation to be done. The Service Lead – Planning Strategy and Development Management advised it had been done under officer's delegated powers.
- Concerns raised about the valuation and content of the letter and if it had been done by officers how can an agreement be reached by Members if they had not seen the reports. In response the Chief Executive advised officers were entrusted to take the necessary steps to implement the Masterplan and to deliver the relief road.
- Clarification sought on who would be invited to attend a meeting with Neil Parish MP. In response the Chief Executive suggested the Chairman of the Committee, the Service Lead – Planning Strategy and Development Management and the three Ward Members.
- Concerns raised that the information contained in the letter was inaccurate.
- The need to recommend to go to Part B or defer the decision until the information on the viability and land value had been seen by Members.
- Councillor Arnott advised that if the letter was sent today he would personally send a letter to Neil Parish MP reflecting what had been discussed today and advised it would be published.

Councillor Hayward requested a recorded vote. The Chairman put to Members that a recorded vote take place. This was agreed by a show of hands.

The Chief Executive read out the names of all councillors present to record who voted for or against the motion, or abstained from voting.

The Councillors against the motion comprised; Paul Hayward, Geoff Pratt, Tony McCollum, Dan Ledger.

The Councillors in support of the motion comprised; Sam Hawkins, Fabian King, Mike Allen, Olly Davey, Andrew Moulding, Mike Howe, Philip Skinner, Susie Bond.

There was two councillor abstaining from the vote, Eleanor Rylance and Nick Hookway.

The Chairman stated the outcome of the recorded vote as being 8 in favour, 4 against and 2 abstentions.

RESOLVED:

That the draft letter to be sent to Neil Parish MP be agreed.

45

Glover Review special meeting

The report presented to the Committee advised Members of the potential scope, format and invitees to a special meeting open to all Members and members of the public to discuss the findings of the Glover Review and proposals for a National Park.

The Service Lead – Planning Strategy and Development Management drew Members attention to the list of potential issues for consideration that had been set out under the 4 main priorities in the Council Plan to help focus on what the council was aiming to achieve.

Members noted the proposed list of invitees contained in the report including the following additional invitees suggested by the Economic Development Team:

Exeter & Heart of Devon Employment and Skills Board
South West Business Council

Exeter Airport
South West Rail
East Devon Excellence
Highways, DCC
Heart of the South West Growth Hub
Blackdown Hills Business Association
Devon & Exeter Chamber of Commerce
Jurassic Fibre

Discussion covered:

- Concerns raised about the impact this would have on affordable housing and other housing to meet the needs of our rural communities.
- Concerns raised about the Exe Valley Ward facing repercussions of large protected areas across East Devon by becoming a depositing ground for housing requirements. In response the Chief Executive acknowledged the concerns raised advising the council would need to consider the implications of other parts of the district if a National Park was declared for East Devon AONB.
- Concerns raised about who amongst the invitees would be looking after the wider interest. In response the Chief Executive advised there would be a supporting report from officers addressing the wider issues.
- A suggestion was received to invite the Woodland Trust and Sport England.
- A suggestion was received to invite the larger housing developers in the district.
- The need to look at the impact on areas outside of the National Park area.

Members noted there may be some financial implications for the need to hire a bigger hall.

RESOLVED:

That the proposed arrangements for a special meeting of the Strategic Planning Committee as detailed in this report be agreed.

46 **East Devon Local Development Scheme**

The Service Lead – Planning Strategy and Development Management presented the East Devon – Local Development Scheme (LDS) outlining the programme and timetable for production of future planning policy documents.

Members noted some amendments to the new Local Development Scheme (LDS) document as detailed below:

- Page 9, paragraph 4.1; Point c) of the Cranbrook Development Plan
The adoption of the timetable for production will now be September 2020 due to mediation recommended at the Hearing.
- Page 11, paragraph 5.5 of the Cranbrook Development Plan
An additional point be added to the list of additional guidance in relation to the production of a Cranbrook Town Centre Masterplan which should read: A Masterplan to show how it is envisaged the Cranbrook Town Centre should come forward indicating the appropriate layout and mix of uses as well as guidance on design and development form.

Members noted that the Local Development Scheme would need to be approved by Council and the Service Lead – Planning Strategy and Development Management proposed to change the recommendation to read **‘that committee recommends that**

Council adopts the proposed new Local Development Scheme as appended to this report.'

Ward Members discussed the following:

- It was claimed viability had been a point of contention since May 2019.
- Concerns raised about the SPD.
- It was queried whether the timescale of September 2020 realistic for a SPD.
- The developers have the power and it is not a great place to be.
- It was claimed that Cranbrook had a different demographic to the rest of East Devon.

Points raised during discussion included:

- Advice sought on making the right decision. In response the Chief Executive advised Members would need to consider whether they were able to properly consider the Consortium's offer in the context of the council's policies.
- Concerns raised about the timelines that the Service Lead – Planning Strategy and Development Management had proposed.
- Facts were needed from both sides before a decision could be made.
- Clarification sought about why the Strategic Delivery Board were against a SPD. In response the Chairman briefed Members on the background of the Delivery Board.
- Concerns raised that Cranbrook had very limited shared facilities where people can meet.
- Members need to consider ways to improve public perception and the media image of Cranbrook.
- It was suggested that a copy of the letter received by Members from David Lock Associates Ltd be available in the minutes as a link.

The Chairman put to Members Councillor Howe's proposal which was seconded by Councillor Allen to hold a special meeting of the Strategic Planning Committee to speak to the developers about their proposal. This was agreed by a show of hands.

RESOLVED:

That Committee hold a special meeting to consider and debate the developer's proposal be agreed.

Further discussions covered:

- Concerns raised about the timescale of the GESP and the Local Plan.
- It was suggested that the GESP would need to come to either Strategic Planning Committee or Full Council at various points to keep Members informed. The Service Lead – Planning Strategy and Development Management advised the committee dates would be recorded in the Corporate Work Programme.
- Concerns raised about the Local Plan and the growing evidence that shows councils splitting their Local Plan so that they can get ahead of the GESP if it was delayed. This council should be pushing on with parts of the Local Plan we can do now so we are fully prepared. In response The Service Lead – Planning Strategy and Development Management advised he had concerns and referred Members to page 20, paragraphs 2.12 and 2.13 of the report.
- Members welcomed the Chief Executive suggestion for the Service Lead – Planning Strategy and Development Management to prepare a report for the Committee in April to give Members a better understanding on the timescales.

RESOLVED:

That subject to the amendments detailed for the date for adoption for the Cranbrook Plan DPD and the insertion of the Cranbrook Town Centre Masterplan as a SPD the Committee recommend that Council adopts the proposed new Local Development Scheme as appended to this report.

RECOMMENDED TO COUNCIL:

That Council adopt the proposed new Local Development Scheme, as appended to this report subject to the date for adoption of the Cranbrook Plan being amended to September 2020 and the insertion of the Cranbrook Town Centre Masterplan SPD.

47

Summary of self-build monitoring report and review of local connection test for self-build register

The Committee considered the Service Lead – Planning Strategy and Development Management report outlining the latest self-build monitoring report and which sought Members guidance on whether to introduce a financial test or to charge a fee to join the register.

The Committee were supportive of the recommendations and comments included:

- Self-build was welcomed to help build better houses.
- Keen to see local jobs for local people and to give people an opportunity to raise their aspirations.

RESOLVED:

1. That 29 individuals added to the self-build register during the latest monitoring period (31/10/18 to 30/10/19) be noted;
2. The need to permission 19 plots suitable for self-build between 31/10/19 and 30/10/22 to meet the level of demand between 31/10/18 and 30/10/19 shown on Part 1 of the self-build register be noted;
3. That the local connection test for inclusion on Part 1 of the self-build register be retained;
1. That no registration fee is introduced to join the register be approved.

Attendance List

Councillors present:

S Bond (Chairman)
N Hookway (Vice-Chairman)
M Allen
O Davey
S Hawkins
P Hayward
M Howe
F King
D Ledger
T McCollum
A Moulding
G Pratt
E Rylance
P Skinner

Councillors also present (for some or all the meeting)

P Arnott
K Blakey
C Brown
P Faithfull
I Hall
S Jackson
G Jung
K McLauchlan
H Parr

Officers in attendance:

Ed Freeman, Service Lead Strategic Planning and Development Management
Chris Rose, Development Manager
Shirley Shaw, Planning Barrister
Mark Williams, Chief Executive
Richard Cohen, Deputy Chief Executive
Wendy Harris, Democratic Services Officer

Councillor apologies:

F Caygill

Chairman

Date:



Report to: **Strategic Planning Committee**
Date of Meeting: 23 July 2020
Public Document: Yes
Exemption: None
Review date for release None

Subject: **Greater Exeter Strategic Plan (GESP): Draft policies and site options consultation**

Purpose of report: This report seeks Members support for the on-going engagement of East Devon District Council in the production of the Greater Exeter Strategic Plan through agreeing to consult on draft policies and sites options for inclusion in the plan. The report details the content of the consultation and seeks agreements for this to proceed to consultation in September.

The report also identifies a need for additional funding to bolster the GESP officer team to support future work on the plan and seeks the committee's support for these proposals.

Recommendation: **It is recommended that:**

- 1. The GESP Draft Policies and Site Options consultation document attached at Appendix A is approved for public consultation;**
- 2. The GESP Draft Policies and Site Options Sustainability Appraisal Report attached at Appendix B is approved for public consultation;**
- 3. The Initial Habitat Regulations Assessment Report attached at Appendix C is approved for public consultation;**
- 4. The content and conclusion of the GESP Equality Impact Assessment Screening Report attached at Appendix E are noted;**
- 5. Delegated authority is given to the Leader, in consultation with the Portfolio Holder and Chief Executive, to agree changes to the above documents arising from decisions by the other GESP authorities before they are published for consultation;**
- 6. A further 'call for sites' process, to be held alongside the consultation on the GESP Draft Policies and Site Options document, is approved;**
- 7. The content of the consultation statement for the 2017 Greater Exeter Strategic Plan Issues consultation attached at Appendix D is noted;**
- 8. That it being recommended to Cabinet that the GESP team is brought up to 8 full time equivalent members of staff and that local planning authority staff resources are provided equitably to the team through equalisation arrangements. For EDDC, subject to**

confirmation of the additional GESP staff roles that will be required, this is likely to equate to a total contribution of approximately £62,000 per annum towards staff costs, or an additional c.£23,025 per annum on top of existing contributions.

Reason for recommendation:

Consultation is a legal requirement of plan preparation. The first Issues consultation on the GESP was held in 2017. Subsequently there has been significant work undertaken to develop evidence, draft policies and consider site options. It is appropriate to consult on this work so that communities and stakeholders have an opportunity to provide comments and shape the development of the plan.

In order to proceed with GESP it is necessary to have adequate staff resources to undertake the required work.

Officer:

Ed Freeman – Service Lead – Planning Strategy and Development Management

Portfolio Holder:

Portfolio Holder Strategic Planning

Financial implications:

Financial implications are considered and contained within the appendices of the report.

Legal implications:

As set out in more detail within the report as a local planning authority, party to the GESP, the council is required to carry out its own consultation and take into account any representations made together with consideration of the environmental assessments and appraisals prior to submission to the Secretary of State. Sufficient resources to be able to progress the GESP are for Cabinet to approve.

Equalities impact:

Low Impact

Under the Equality Act 2010, the vision and draft policies of the GESP consultation document have been considered through a screening process which has identified that the content does not require a full equality impact assessment (see section 7 of this report).

Climate change:

High Impact

The GESP incorporates a target that carbon emissions from the Greater Exeter area are net zero by 2040 at the latest. This is ten years earlier than the national target and reflects the priority given to the climate emergency by the Greater Exeter Councils. Furthermore, the draft policy goes on to state that decisions on infrastructure investment and development applications will consider their impact on achieving this target. More widely, the draft policies contain significant requirements for new developments to be carbon neutral, together with proposals for a low carbon transport strategy which would provide a significant contribution to meeting the target. Site options have been selected in large part because of their potential to minimise carbon emissions due to location and the potential to minimise the need to travel. It should be noted that planning decisions are just one of the actions needed to proceed to a carbon neutral area and country. Individual Councils may proceed faster towards carbon neutrality in accordance with their own individual policies.

Risk:

Low Risk

The GESP is being jointly prepared by four Local Planning Authorities. This means that Committee decisions are required from the four LPAs to enable milestones such as consultations to be reached. There is a risk that one or more of the LPAs does not approve the GESP consultation or associated recommendations. However, significant steps have been taken to avoid this eventuality; Members from each of the LPAs have been involved in developing the GESP and given significant opportunities to shape the consultation documentation. It is acknowledged that revisions to the consultation material could be proposed through the Committee processes of the four LPAs. Recommendation 5 requests delegated authority for the Leader, in consultation with the Portfolio Holder and Chief Executive, to agree changes to the consultation material so that the consultation can be held in a timely manner. This same approach will be taken for all of the four LPAs.

Links to background information:

National Planning Policy Framework – Section 3 – Plan Making: <https://www.gov.uk/guidance/national-planning-policy-framework/3-plan-making>

Planning Practice Guidance – Plan Making: <https://www.gov.uk/guidance/plan-making>

GESP website: www.gesp.org.uk

Key SPC reports on GESP:

12/07/16 – <https://bit.ly/2BfdCnJ>

17/01/17 - <https://bit.ly/3i6wE01>

24/04/18 - <https://bit.ly/3g7ab1l>

04/09/18 - <https://bit.ly/2Zh7enU>

20/08/19 - <https://bit.ly/383JxUc>

22/10/19 - <https://bit.ly/2VqHZ1v>

Draft policies & site options consultations – [Appendix A](#)

Sustainability Appraisal Report – [Appendix B](#)

Habitats Regulations Assessment & Mitigation Strategy for the Greater Exeter – [Appendix C](#)

Greater Exeter Strategic Plan – Issues Consultation: 2017 Statement of Consultation – [Appendix D](#)

Equality Impact Assessment – Screening Report – [Appendix E](#)

Future Options – [Appendix F](#)

Link to [Council Plan](#):

Outstanding Place and Environment
 Outstanding Homes and Communities
 Outstanding Economic Growth, Productivity, and Prosperity
 Outstanding Council and Council Services

Report in full**1. Purpose**

This report seeks approval from Strategic Planning Committee to consult on the Greater Exeter Strategic Plan (GESP) draft policies and site options consultation document and associated reports, hold a further 'call for sites' to inform the plan making process and increase staff resources in the GESP team.

2. Introduction

The Greater Exeter Councils are the local planning authorities of East Devon District Council, Exeter City Council, Mid Devon District Council and Teignbridge District Council, together with Devon County Council as a key infrastructure provider and the Minerals and Waste Planning Authority for the area. The Greater Exeter Councils formally agreed to prepare a statutory joint plan at various meetings during 2016 and incorporated the GESP into their Local Development Schemes accordingly. This was agreed at the Strategic Planning Committee meeting on the 12th July 2016 where the case for the GESP was made. The main points are as follows:

The Case for a Joint Plan

A joint plan has a number of clear benefits aside from simply meeting the duty to co-operate and the policy vacuum formed by the withdrawal of the RSS and Devon Structure Plan. The cross border co-ordination of issues particularly those associated with the growth of Exeter as the region's city is going to be key for Exeter and its neighbouring authorities. The impact of Exeter is felt beyond the boundaries of the city on a regional scale in terms of economy, housing need and transportation pattern. This area of influence has expanded to encompass East Devon, Mid Devon and Teignbridge. Together with Exeter City itself, this wider area can now be regarded as 'Greater Exeter' and therefore there is a clear benefit of planning across functional geography.

How growth is accommodated and how this is co-ordinated between the authorities will be key moving forwards as will the need to co-ordinate the delivery of infrastructure to support the development that is needed. Infrastructure such as the main road network for example runs between the different authorities and impacts on each area and so how the pressures that are placed on this infrastructure is dealt with is important to each authority and needs to be co-ordinated. Clearly Devon County Council also has a key role in terms of transport infrastructure, education and social care and proposes acting in a partnership role to support the Greater Exeter authorities in strategic plan making. Economic, environmental and other planning pressures and processes do not respect administrative boundaries and joint decision-making on these strategic matters will enable us to better plan for the future of the area.

A co-ordinated approach is also necessary when looking to secure government funding and investment. Individual authorities can no longer access the funding required to deliver the necessary infrastructure for large scale developments such as a new community like Cranbrook on their own. Such funding no longer exists with the government now expecting a co-ordinated approach between authorities and devolution bids to secure large scale funding. A joint plan will give a clear strategy for the area that will assist in accessing funding for infrastructure. In addition it would provide a clear strategy for growth to support the emerging devolution bid should this proceed. The Heart of the South West devolution bid highlights a number of challenges facing the LEP area which planning has a key role in addressing. These are:

- Comparative productivity is 29th out of 39 LEP areas
- An aging workforce and major skills shortages reported in every sector of the local economy
- Our performance remains low on key productivity measures: wages, innovation, inward investment exports and global trade
- Disproportionate growth in our older population is placing unsustainable burdens on our services
- Strategic infrastructure has good coverage, but is incomplete
- Insufficient capacity of the road network and motorway junctions

- Uncompetitive travel times to London and the south east
- Incidents and extreme weather threatens transport resilience
- Housing supply not keeping up with demand
- Threats to National Parks and Areas of Outstanding Natural Beauty

These challenges are common to the Greater Exeter area as they are to the wider LEP area and can only really be resolved by working together.

A further major benefit of joint working on plan preparation is the cost savings that this presents. Whilst traditionally some local plan evidence has been jointly commissioned, such as the Strategic Housing Market Assessment (across the housing market area), a joint strategic plan would present an opportunity to take this further through the pooling of resources for the commissioning and preparation of evidence. This could lead to significant savings over individual authorities each making separate commissions or separately producing the work. There is also potential for skills and specialisms within the individual authorities to be shared for the benefit of the partnership.

Other authorities have already undertaken joint plan making and it is understood that many of the plans that are currently in production are being produced in partnership between neighbouring authorities. Examples that are similar to the proposed approach for the Greater Exeter area include a joint plan for the Gloucester, Cheltenham and Tewkesbury area which was adopted in 2017 and also a plan for the Plymouth and South West Devon area which was adopted in 2019.

Joint plans are finding favour with local plan inspectors indeed 15 Local Plans have either been withdrawn or recommended for withdrawal by the Planning Inspectorate since the duty to co-operate was introduced showing how hard it has become to meet the duty with a standalone district wide local plan. The government's Local Plan Experts Group (LPEG) has also expressed a preference for this approach. The group was established in September 2015 to consider how local plan making can be made more efficient and effective. When the group reported they highlighted the importance of joint working particularly in city regions where the administrative boundaries of the principal urban area mean that it cannot meet its housing needs. The Greater Exeter area is an example where this is increasingly the case and joint working will be necessary to address this issue.

The advantages and disadvantages of undertaking GESP to address strategic planning issues followed by a Local Plan to address non-strategic issues versus a traditional local plan approach are summarised in the table below:

Advantages
<ul style="list-style-type: none"> • GESP provides a sub-regional strategy to help frame the Local Plan
<ul style="list-style-type: none"> • Addresses duty to co-operate requirements with other Greater Exeter authorities and provides a co-ordinated approach to addressing the duty with authorities outside of Greater Exeter
<ul style="list-style-type: none"> • Joint plans are encouraged by government
<ul style="list-style-type: none"> • Greater Exeter brand has traction with government and gives greater access to funding
<ul style="list-style-type: none"> • Planning based on the functionality of the area rather than administrative boundaries makes sense
<ul style="list-style-type: none"> • Enables better co-ordination of the delivery of infrastructure (eg. Transport) and we have a louder voice in discussions with providers through GESP

<ul style="list-style-type: none"> • By addressing common issues such as the climate change emergency and habitat protection together we can achieve much more
<ul style="list-style-type: none"> • More efficient and effective with significant cost savings by jointly commissioning evidence and joint team etc.
<ul style="list-style-type: none"> • Continuing with GESP is likely to be the quickest way to develop an up to date strategy for growth in East Devon
<ul style="list-style-type: none"> • Access to greater resources, knowledge and expertise through joint working on the plan
<ul style="list-style-type: none"> • Greater opportunity to influence the growth strategy of other administrative areas within Greater Exeter
Disadvantages
<ul style="list-style-type: none"> • Perceived loss of control
<ul style="list-style-type: none"> • Lack of control over the rate of progress and risk of delay if partners cannot agree
<ul style="list-style-type: none"> • Recently some joint plans prepared elsewhere have not been found sound at examination
<ul style="list-style-type: none"> • Perceived delay to production of a new Local Plan while we wait for GESP
<ul style="list-style-type: none"> • Potential for the approach to consultation to be more locally based and tailored to our communities
<ul style="list-style-type: none"> • Increased potential for political change to occur and impact on the process
<ul style="list-style-type: none"> • Need to compromise to accommodate partners individual ideas
<ul style="list-style-type: none"> • Complexities around which policies/part of policies within the adopted Local Plan are superseded by GESP leading to a potentially complex picture until new Local Plan adopted

Members should note that aside from the above there are specific issues with disengaging from the GESP process at this stage specifically the need to disentangle the East Devon elements of the evidence base from the wider Greater Exeter assessments that have so far been carried out before a full Local Plan could be produced. There is also a significant issue in that currently only 1 member of EDDC staff is part of the GESP team and so there would need to be a process of the Local Plan team familiarising themselves in greater detail with the evidence base before a Local Plan without GESP could proceed.

The case for undertaking the GESP is considered to remain compelling and continuing with its preparation is considered to be the most appropriate way of delivering a development plan for East Devon.

The GESP will cover the local planning authority areas of East Devon, Exeter, Mid Devon and Teignbridge (excluding Dartmoor National Park). It is being prepared jointly by those four local planning authorities with the support of Devon County Council under Section 28 of the Planning and Compulsory Purchase Act. It will:

- Set an overall vision and strategy for the area in the context of national and other high level policy and in particular climate emergency declarations and the NPPF;
- Contain policies and proposals for strategic and cross boundary issues where these are best dealt with on a wider geography;
- Set the overall amount of development for the period 2020 – 2040;
- Promote the Liveable Exeter vision by allocating urban regeneration sites in the city of more than 100 dwellings;

- Implement the overall vision and strategy by allocating strategic sites of 500 or more homes outside of the city which may include urban extensions and new settlements, together with strategic employment sites; and
- Provide district and city council local plans with targets for non-strategic development.

The GESP was subject to an early round of public consultation during February to April 2017. That 'Issues' consultation launched the concept of the GESP and explored the key issues that the plan should address. Responses to the comments provided during that consultation are set out within the GESP Issues consultation statement at Appendix D.

The adopted Local Development Schemes (LDSs) of the Greater Exeter Councils set out the formal timetable for the GESP. The LDSs identify that the next round of public consultation on the GESP - the draft policies and site options consultation - was due to have commenced in June 2020. However, the COVID-19 pandemic has necessitated deferring the start of consultation until September 2020. In the future, the Councils' LDSs will need to be updated to reflect both this change and the longer term impacts of the pandemic on the GESP timetable.

The purpose of the draft policies and site options consultation is two-fold. Firstly, to invite comments on a number of draft strategic planning policies which would apply across the Greater Exeter area. These policies are limited to those which cover issues that are better dealt with consistently across the area, rather than on a district-by-district basis in local plans. Secondly, to discuss the proposed spatial development strategy for the area and provide the first indication of the potential housing and employment site options which may form part of the GESP. The proposed consultation document contains a total of 39 site options on which comments will be sought.

3. Content of the GESP draft policies and sites consultation document

The four Greater Exeter Councils are being recommended to publish the draft policies and site options document for an 8 week period of consultation, commencing in September 2020. Because it is a joint plan, the document must be agreed by all four Councils before it is finalised.

The consultation document is divided into three main sections as follows:

- **Section A: Purpose**
This describes why the GESP is being prepared and how it relates to local plans and neighbourhood plans. This was an issue raised during the earlier Issues consultation.
- **Section B: Policies**
This section includes the draft vision for the Greater Exeter area. It has been revised to take account of comments received during the Issues consultation and work undertaken subsequently. The vision is split into three sections: 'the plan' which summarises the purpose of the GESP; 'the place' which explores the future of Greater Exeter; and finally a section on the 'priorities' for the area. The rest of Section B is divided into a series of thematic chapters which include the draft policies for the GESP and provide the associated explanatory text. The following thematic chapters are included:
 - Climate emergency;
 - Prosperity;
 - Homes;
 - Movement and communication;
 - Nature; and
 - Quality places and infrastructure.

- Section C: Spatial development strategy and site options
This final section includes the spatial element of the GESP, setting out the amount of development required, a spatial development strategy and how this could come forward through a series of potential site options. The following elements are included:
 - The number of homes;
 - Existing housing sites and the number of houses on GESP allocations;
 - The spatial development strategy and associated map;
 - Four strategic growth areas covering the central, northern, southern and eastern areas of Greater Exeter;
 - The relationship with local plans and smaller sites; and
 - A series of 39 site options for housing and employment development which fall within the strategic growth areas.

It should be noted that not all of the site options will be required for further consideration and inclusion in the next stage of the GESP.

Spatial development strategy

As set out above, an important element of the draft policies and site options consultation document is the spatial development strategy contained in Section C, from which the 39 site options have been identified. The spatial development strategy is based on the following key themes, which are themselves informed by the draft vision:

- Protecting key environmental assets;
- Recognising the impact of development distribution in terms of carbon production;
- Identifying accessible and well connected development locations;
- Seeking increased densities in our urban areas and around transport hubs;
- Connecting settlements by IT and other infrastructure, reducing the need to travel and minimising grey infrastructure requirements; and
- Ensuring growth has a clear purpose, leading to individual character.

Driven by these themes, the spatial development strategy focuses strategic development:

- On brownfield and greenfield land in Exeter and other main towns where there is an easily accessible range of jobs, services, transport facilities and the potential to enhance these factors; and
- In new or expanded settlements of scale on key transport corridors, particularly the rail corridors which extend out from Exeter, ideally where cycling is also a feasible option to access key jobs and services.

Members should note that in addition to strategic development allocations made in the GESP, local plans and neighbourhood plans will have a role to play in allocating smaller sites in accordance with locally determined priorities and needs. Such allocations will be necessary to ensure that the housing and economic development needs of the four Councils are met.

Some Members have already noted that Policy GESP 16: Housing Target and Distribution states that the Housing Delivery Test and five year housing land supply calculations would be assessed on a Greater Exeter area wide basis from the date of adoption of GESP. Members will understand the consequences of not maintaining a 5 year housing land supply position. Whether measured simply based on what is happening in East Devon or across the wider GESP area the housing land supply position is heavily dependent on the actions of developers both in terms of the build out of new homes and in them seeking consent for housing sites without which an adequate supply cannot be maintained. The control of any local authority is limited to its ability to allocate and grant consent for sites and in so doing ensure that they are viable and deliverable.

Working in partnership always requires an element of trust on both sides and so the policy anticipates that all partners will act responsibly to try and maintain a 5 year land supply position across the Greater Exeter area. Members should however note that the sensitivities of this approach are understood and the governance measures that would be put in place to oversee delivery of housing across the area are for discussion later in the development of GESP. In the meantime as with all of the proposals in the document it is simply proposed to seek views on this approach with no commitment needed by Members to the approach at this stage. It is not a requirement of a joint plan that housing delivery be jointly monitored, but as part of a co-ordinated approach to delivery this approach does make sense in planning terms.

After explaining the derivation of the spatial development strategy, the consultation document identifies four potential strategic growth areas located across the Greater Exeter area where development would fit with the strategy. These strategic growth areas - central, northern, southern and eastern - have been assessed in the GESP Sustainability Appraisal (see section 5 of this report), which concludes that they offer the most appropriate combination of economic, social and environmental benefits (or minimised negative impacts) in terms of development. The four strategic growth areas also reflect the vision of an accessible and networked city region of linked and distinct communities. The site options contained in the consultation document are all within one of these strategic growth areas. The strategic growth areas are summarised below.

Central strategic growth area

This large area includes Exeter and immediate surrounds, the “West End of East Devon” and the Tarka Line railway corridor as far as Crediton. It comprises the focal point of the Greater Exeter area’s transport connections. Much of the Central area has seen very substantial planned growth and investment. It contains the growing new town of Cranbrook, the Science and Sky Park economic hotspots (designated as an Enterprise Zone) and a number of major urban extensions to the city. It is a sustainable transport node with four railway lines, a series of stations (with additional stations planned), excellent bus and cycle provision and an emerging cycle and car club infrastructure. It is also the focus of the strategic road network, while major institutions such as the University of Exeter and the Met Office provide continued economic impetus. These conditions converge to drive significant demand for new homes and economic investment.

Within Exeter there is large brownfield regeneration potential for high quality sustainable development, as articulated in the Liveable Exeter vision for the city. The Central area also offers locations for further urban extensions and new settlements with good sustainability credentials. However, there are environmental sensitivities to consider, including the high quality historic environment and the internationally important Exe Estuary, Dawlish Warren and Pebblebed Heaths, which are potentially vulnerable to visitor pressure. High quality development, green infrastructure and habitat management will be key mitigation requirements, whilst an innovative and multi-modal transport strategy will support development. There are 26 site options within the Central strategic growth area.

North strategic growth area

Towards the northern boundary of the Greater Exeter area, about half way between Taunton and Exeter, the Northern strategic development area stretches from Tiverton to Cullompton. The existing mainline station at Tiverton Parkway combines with two motorway junctions to give excellent access and there are fewer national or international environmental sensitivities than in many other Greater Exeter locations. Proposals within the Mid Devon Local Plan Review include significant economic and housing expansion, with a new tourist and leisure hub at Junction 27 of the M5 and the initial phases of the Culm Garden Village, to the east of Cullompton. Improvements to the motorway junctions and a new railway station at Cullompton are key infrastructure requirements. There are 3 site options within the North strategic growth area.

South strategic growth area

Near the southern extent of Greater Exeter, Newton Abbot, Kingsteignton and Kingskerswell create a significant employment and housing area. This wider urban area has good transport links including the Great Western mainline railway, access to the strategic road network via the A38 and the recently completed South Devon Highway to Torbay. There is the potential to continue to develop the area's role with additional homes and employment, following on from the strategic development allocated on the edge of Newton Abbot in the existing local plan. There are sensitivities to consider in this location; Dartmoor is within proximity of the northern part of the area, there are internationally important bat habitats and considerable reserves of the nationally significant ball clay mineral. Development impact would require mitigation, with green infrastructure likely needing to play an important role. There are 4 site options within the South strategic growth area.

East strategic growth area

Within the eastern part of the Greater Exeter area, the Waterloo Line provides a mainline rail service from Exeter to London together with important local connectivity between towns and to Exeter. The corridor is also well served by the strategic road network, including the A30 which provides good links east and west. The market towns of Honiton and Axminster have economic and housing potential, while settlements with existing stations may provide the opportunity for strategic expansion accompanied by sustainable transport options. Plans to improve frequencies along the Waterloo line would enhance the sustainability of proposals in this area. A key environmental consideration in the area is the presence of Areas of Outstanding Natural Beauty which would need to be protected. There are 6 site options within the East strategic growth area.

Summary

The significant work that has been undertaken on the GESP forms a tangible further stage in the project. The draft vision, draft policies, suggested spatial development strategy and site options require consultation in order that views of the community and stakeholders can be gathered, understood and used to inform the next stage of the GESP. An engagement strategy will be produced to set out how the consultation for this stage of the GESP will be undertaken. This will be in accordance with the revised Joint SCI for the GESP, which is being brought to this Committee for approval in a separate report, and will need to respond to the current Covid-19 situation.

Recommendation 1 requests approval for consultation on the GESP draft policies and site options document.

It should be noted that each of East Devon District Council, Exeter City Council, Mid Devon District Council and Teignbridge District Council need to approve the consultation on the GESP draft policies and site options document and associated documents from September 2020. Consistent recommendations will be considered by the relevant decision-making body of each Council. During this process, there is the potential for some revisions to be identified by each Council. In order to enable such revisions to be considered through the democratic process in a timely manner, recommendation 5 requests that the Leader be given delegated authority, in consultation with the Portfolio Holder and Chief Executive, to agree changes to the consultation documents which may arise from decisions by the other GESP authorities, before they are published for consultation.

4. Evidence

In order for a local plan or a strategic plan such as the GESP to be adopted, it must first be examined by an independent planning inspector and found 'sound'. The National Planning Policy Framework (NPPF) sets out four tests of soundness. One such test is that the plan must be 'justified'. This means that it must include '...an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence' (NPPF, paragraph 35). On the basis of the need for firm evidence, a range of studies, assessments and research has been undertaken during the preparation of this consultation document.

The evidence base for the GESP is continually evolving and is made available online at www.gesp.org.uk/evidence/. The evidence base currently covers a variety of themes including housing, economic development, transport, digital connectivity, retail and environmental matters. Additional evidence will be added to the GESP website when the consultation starts and as the plan progresses. This will include the reporting of the housing and economic land availability assessment (HELAA) which considers sites put forward during a 'call for sites' process held in 2017. It is important to recognise that there is no need to have all the evidence for the plan completed at this stage and that the evidence currently compiled is sufficient for this stage of the plan.

5. Sustainability Appraisal/Strategic Environmental Assessment

One of the key evidence documents which will support the GESP as it progresses is the Sustainability Appraisal (SA)/Strategic Environmental Assessment (SEA). Preparing and consulting on the SA/SEA is a legal requirement of preparing a plan.

SA and SEA are similar processes. The SA process involves appraising the likely social, environmental and economic effects of the policies and proposals within a plan from the outset of its development while the SEA process focusses on environmental impacts. Because of the cross-over of these processes, they have been undertaken together for the GESP and are covered by the 'SA Report'.

The SA Report has been prepared to assess the GESP draft policies and site options consultation document. This is attached at Appendix B. The SA Report has been undertaken by 'LUC', an independent consultancy. It follows on from the SA scoping report which set out the way in which the Councils proposed to undertake SA and which was consulted on in 2017 alongside the GESP Issues consultation. The SA approach was subsequently refined to reflect consultation comments received and also to ensure that the assessment objectives reflect each of the topics required by the SEA regulations.

The current SA Report assesses the potential environmental, social and economic impact of the key elements of the draft policies and site options consultation document. In particular, it assesses the vision, draft policies, spatial development strategy and site options. It also assesses 'reasonable alternatives' to the draft policies and site options to ensure that the GESP is progressing with an appropriate strategy. A key feature of the assessment of reasonable alternatives is the consideration of a longer list of 78 potential residential and employment sites. These sites derive from the 2017 call for sites submissions, the associated housing and economic land availability assessment (HELAA) and a wider assessment of potential development locations from within the strategic growth areas. The site options in the main GESP consultation document are considered to be the most appropriate to take forward for further consideration.

The SA Report concludes that the GESP draft policies and site options consultation document provides a basis to ensure that the level, type and location of growth in the plan area is appropriately balanced between the need to maintain and enhance the natural and built environment, to support economic aspirations for the Greater Exeter area and improve health and social wellbeing.

Recommendation 2 seeks approval for consultation on the SA Report alongside the GESP draft policies and site options consultation document.

6. Habitats Regulations Assessment

In addition to the SA, a further key piece of evidence which will inform the preparation of the GESP is the Habitat Regulations Assessment (HRA). Undertaking this process is a legal requirement of preparing a plan to ensure that it does not adversely affect the ecological integrity of a European site. European sites include Special Protection Areas (SPAs), which are classified for their bird populations of European interest, and Special Areas of Conservation (SACs), which are designated for habitats and species of European interest. There are various European sites in the local area which could be affected by the content of the emerging GESP including the Exe Estuary SPA, Dawlish Warren SAC, the East Devon Pebblebed Heaths SPA/SAC, the South Hams SAC and the River Axe SAC.

An initial HRA report has been prepared to assess the GESP draft policies and site options consultation document. This initial HRA Report has been prepared by 'Footprint Ecology', an independent consultancy who have been involved in HRA work within the Greater Exeter area historically. The initial HRA Report is attached at Appendix C.

Producing an HRA is not a legal requirement at this stage of the plan-making process, because the content of the GESP is not yet established. However, consideration of HRA matters at this initial stage enables an early understanding of any likely impacts which the emerging GESP may have on European sites, what evidence we might need to gather to understand potential impacts on sites and what amendments to the GESP might be necessary to reduce or remove these impacts.

The initial HRA Report first includes an initial screening of the policy content and site options in the GESP consultation document for likely significant effects on the European sites. It then provides recommendations to clarify points that are related to HRA. These have been incorporated in the GESP consultation document. Following the screening, topics for the subsequent 'appropriate assessment' stage of the HRA (to be undertaken alongside later stages of the plan) are highlighted with any further evidence which will be needed as the plan progresses. A full HRA, informed by the initial HRA and consultation responses to its contents, will be prepared to support the next version of the GESP.

In summary, the initial HRA report flags the draft policies which could have an impact on European sites. These policies cover housing, economic and employment targets, the airport, gypsy and traveller accommodation and some of the transport policies. The report also identifies that the site options could have an impact on European sites when considered alone or in combination. The initial HRA will enable appropriate evidence gathering to ensure that impacts on European protected sites are minimised and appropriate mitigation is identified.

Recommendation 3 seeks approval for consultation on the initial HRA Report alongside the GESP draft policies and site options consultation document.

7. Equality impact assessment screening report

Under the Equality Act 2010, local authorities have a legal duty to eliminate discrimination and promote equality within service delivery. Local authorities are required to have 'due regard' to the need to:

- Eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- Advance equality of opportunity (remove or minimise disadvantage, meet people's needs, take account of disabilities, encourage participation in public life); and
- Foster good community relations between people (tackle prejudice and promote understanding).

The protected characteristics under the Equality Act are:

- Age;
- Disability – including physical disability, mental health;
- Gender reassignment;
- Marriage and civil partnership;
- Pregnancy and maternity;
- Race;
- Religion or belief;
- Sex/Gender; and
- Sexual orientation.

In accordance with the Equality Act, the GESP consultation document has been subject to an equality impact assessment. A screening exercise has considered whether the vision and draft policies are likely to have an impact, either positive or negative, on the protected characteristics above. The purpose of this screening stage is to assess whether or not it is necessary to carry out a full equality impact assessment.

The screening report is attached at Appendix E. It concludes that the equality impacts of the vision and some of the draft policies will be positive, and that the remaining draft policies are likely to have no impact due to neutral or negligible effects on groups with the protected characteristics. Therefore the screening report concludes that a full equality impact assessment of the GESP consultation document is not required.

Recommendation 4 requests that the content and conclusion of the Equality Impact Assessment Screening Report attached at Appendix E is noted.

8. Call for sites

A call for sites invites landowners, land agents, planning consultants and the wider public to identify sites which they consider are appropriate and available for development. This evidence is vital in the plan-making process as it helps Councils to demonstrate that the sites included in a plan have a realistic prospect of coming forward. In this regard, call for sites information is critical in ensuring that a plan is 'deliverable over the plan period'. This is a central element of the 'effective' test of soundness identified in the NPPF and against which a planning inspector will ultimately consider the plan.

A call for sites was held in early 2017 alongside the GESP Issues consultation. This work has informed the site options included in the GESP consultation document. However, because circumstances regarding land availability change over time, through for example, the buying and selling of land, it is necessary to update the evidence by holding another call for sites. This will demonstrate the deliverability of the site options and potentially result in further sites being proposed. It is therefore proposed that a second Greater Exeter-wide call for sites be held concurrently with the GESP consultation in the autumn. The call would be a web-based process hosted on the GESP website, requiring basic site information and a plan to be provided. The information provided will be used as evidence for both the GESP and also the individual local plans of the four Greater Exeter Councils.

Recommendation 6 requests approval to hold a further call for sites, to be held alongside the GESP draft policies and site options consultation.

9. Issues consultation

In addition to a range of evidence, the progression of the GESP has been informed by the initial Issues consultation which was held in 2017. The issues consultation document can be found at <https://www.gesp.org.uk/consultation-phases/issues/> together with the public comments received. These comments have been considered and, where appropriate, a response provided.

A variety of matters were raised in answering the six Issues consultation questions including:

- The need to clarify the role of the GESP, local plans and neighbourhood plans;
- The relevance and importance of the “duty to cooperate”;
- The role of government policies relating to housing need;
- The need for significant community involvement in preparing the GESP;
- Health and wellbeing;
- Environmental issues;
- Transport and other infrastructure provision;
- Housing matters;
- Employment issues; and
- The development strategy and the forms of new development.

It is a requirement that a statement is produced detailing the responses received during consultation and the way in which the preparation of the GESP has been informed by such responses. This consultation statement should then be made publicly available. The consultation statement for the previous GESP Issues consultation is therefore included at Appendix D. This will be made available on the GESP website.

Recommendation 7 requests that the content of the Issues Consultation Statement is noted.

10. Councillor involvement

Member involvement has been an important part of the work undertaken to develop the GESP. To facilitate Member engagement, the four Councils set up a Member Reference Forum to discuss and consider the GESP and its evidence as it was prepared. The Forum originally comprised 5 members per authority, but this was extended to 10 members per authority in 2019 to allow for greater representation of the wider Council membership. In its first format, the Forum met five times between April 2017 and March 2019. Once reconstituted, it met a further five times between November 2019 and March 2020.

Forum Members have inputted to the general strategy to consider growth constraints and opportunities, the implications of the climate emergency, transport strategy and housing need. In the last three of the Forum meetings, Members have considered the draft policy wordings and the site options. Suggested changes by Members at these Forum meetings have been considered and taken into account in the GESP consultation document.

11. Future resourcing of the Greater Exeter Strategic Plan team

The GESP team was established in 2017 and is hosted by Exeter City Council at the Civic Centre in Exeter. It comprises planning officers from East Devon, Mid Devon and Teignbridge District Councils, Exeter City Council and Devon County Council. The team is established on an informal basis, with each officer continuing to be employed solely by their contractual employer.

From the outset, it was informally agreed by the authorities that each would contribute two officers to the team. However, due to individual authority demands this has not been consistently provided and the professional level and respective salary of individual officers provided by the different authorities varies. When established in April 2017, the GESP team included approximately 8.5 full time equivalents (FTEs). Over time this level of resource has fluctuated and as of March 2020, the

number of staff had decreased to approximately 5.2 FTEs. In addition, in March 2020, the established team leader left the project. There are a number resourcing issues which currently need resolving:

- The staff contributions to date have not been split equally between the 4 local planning authorities and remain unequal within current arrangements;
- The current staffing levels have reduced by around 40%, significantly impacting on the ability of the GESP team to deliver the plan within identified timescales;
- There is no dedicated/appointed team leader responsible for project management, staff management (even if informal), Member liaison and wider engagement for the GESP (currently the team is being led by two principal planning officers); and
- There is no planning technician resource to assist with mapping and general IT/administration support.

Financing the staff resource is a particular consideration. Currently, each staff member is paid for by their respective authority. Because the professional level of the officers varies, there are different financial implications for each authority. It has been identified that there is a need to evenly distribute the financial costs relating to overall staffing between the four Local Planning Authorities. This will have budget implications for each of the authorities.

It should be noted that the County Council sits outside of this discussion because it is not a LPA for the purposes of the GESP. The County Council does however continue to support an informal arrangement for the input of its resources and has provided consistent staff resources since the GESP team was established.

Going forward, there is a need to resolve the GESP team staffing resources in order to progress the plan. A detailed analysis of likely future staffing requirements for the GESP team has been undertaken and is provided in Appendix F. Although there will be some fluctuations in future workload, the analysis demonstrates that it is appropriate for the GESP team to increase staffing levels to 8 FTEs to steer the project forwards. There is also a need to discuss the composition of the team to consider the potential for a dedicated team leader and technician. Looking more widely, it is necessary to evenly distribute the overall staff costs between the four LPAs.

A range of staffing options have been discussed with the Leaders of the Local Planning Authorities and are summarised below.

Option 1: Maintain the status quo

This option would see the GESP team remain at 5.2 FTEs, with each team member continuing to be employed solely by their individual authority. Under this option, there would be no financial equalisation agreement and a lack of resource in the team which would affect the GESP timetable.

Option 2: Option 2: Retain existing staff and identify additional resource to bring staffing levels up to 8.0 FTEs

There are 3 scenarios under this option:

2a. Identify resource from within the existing planning teams and, subject to how these staffing contributions come forward, agree financial equalisation arrangements as necessary between the four LPAs covering the full LPA resource. Officers would continue to be employed solely by their individual authority. This would require all LPAs to reprioritise current plan programmes in order to divert staff to the GESP.

2b. Recruit additional staffing resources through a competitive recruitment process. The full costs of LPA staff in the team would be apportioned equally between the four LPAs by way of a financial equalisation agreement, payable to a host authority. New officers appointed would be employed by a single host authority. This would improve the contractual management arrangements for the GESP team.

2c. A hybrid between 2a and 2b whereby additional resources are obtained through a combination of existing team members and external recruitment. All contributions, whether financial or existing officers, would be balanced equitably through a financial equalisation agreement for the four LPAs. New officers appointed would be employed by a single host authority.

Option 3: All GESP team members (excluding DCC officers) to be hosted by a single LPA

This would comprise both existing and new GESP team members who would be seconded to a host authority, with all financial contributions underpinned by an equalisation agreement. As per option 2, additional staff members would be recruited to bring staffing levels up to 8.0 FTEs.

The financial implications of options 2 and 3 are summarised in the table below, which shows that the total GESP team staffing costs for each LPA would be approximately £62,000 per annum for a team of 8 FTEs.

Options 2 and 3 – Equalisation (future only)			
	Estimated annual existing staff cost/contribution (£)	Annual equalised contribution or equivalent resource cost of the additional staff (£)	Total annual equalised staff cost/contribution (£)
Staff costs (TOTAL)	145,952	103,000	248,952
East Devon	39,213	25,750	£62,238
Exeter	28,670	25,750	£62,238
Mid Devon	44,933	25,750	£62,238
Teignbridge	33,136	25,750	£62,238

Following the analysis of staffing options, recommendation 8 requests approval to increase staffing levels in the GESP team to 8 FTEs and for the total staff resource provided by the local planning authorities to be provided equitably, supported by an equalisation arrangement.

12. Financial implications of the GESP draft policies and site options consultation and future GESP team staffing arrangements

Each of the Greater Exeter local planning authorities have currently agreed to total budget contributions of £170,000 for the preparation of the GESP. The Council budget contributions are being used mainly for evidence preparation which is necessary for the production of a sound plan. The budget also covers public engagement and therefore there is no need for further funding to be provided to cover the draft policies and site options consultation.

The budget contributions do not cover staffing. Having considered the potential future staffing arrangements for the GESP team as outlined in section 12, staff or financial contributions would be required from each local planning authority to bring the staffing levels up to 8 FTEs. Although the specific costs of this staffing would be determined in future once the composition of the team

emerges, it is likely that the total staff costs for each local planning authority will be approximately £62,000 per annum.

Looking at the wider GESP budget, additional budget contributions are not currently being sought. However, once the GESP has gone through its various consultation stages and has been submitted, an Inspector and Examination will be required and this could cost in the order of £150,000 which would require additional, equal budget contributions of around £37,500 from each of the four local planning authorities. This cost would be likely to be incurred in 2022/23. A further report to Cabinet will consider this matter further in due course.

13. Legal implications of the GESP draft policies and site options consultation

Section 19 of the Planning and Compulsory Purchase Act 2004 sets out a statutory requirement for local planning authorities to prepare development plans. These plans must identify the priorities for the development and use of land in the authority's area. This stage of the plan-making process is under "Regulation 18" of the 2012 Local Planning Regulations. The four LPAs formally agreed to prepare the GESP as a statutory joint development plan at various meetings during 2016 and the GESP is incorporated into their Local Development Schemes accordingly.

Under relevant legislation, development plans must be accompanied by a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) (see section 5 of this report). These similar requirements are usually integrated into one document/process which considers the effects of the plan on the environment, people and the economy, considers reasonable alternatives, propose measures to mitigate harmful effects, and proposes monitoring measures. The SA Report is provided at Appendix B.

Legislation also requires that a plan will not adversely affect the ecological integrity of European wildlife sites. This is considered through a Habitats Regulation Assessment (HRA). The Initial HRA for this stage of the GESP plan-making process is included at Appendix C and is discussed in section 6 of this report.

Consultation on the GESP will be carried out in accordance with the Joint GESP Statement of Community Involvement, which is recommended for adoption under a separate report to this committee after being consulted on in 2017. Further details about the specific approach to consultation on the GESP draft policies and site options consultation will be included in an engagement strategy. This will specifically consider the current COVID-19 pandemic.



Report to: Strategic Planning Committee
Date of Meeting: 23rd July 2020
Public Document: Yes
Exemption: None
Review date for release None

Subject:

GESP: Statement of Community Involvement

Purpose of report:

Statements of Community Involvement (SCI) are produced by local authorities to explain to the public how they will be involved in planning matters. This report concerns the proposed Joint Statement of Community Involvement (Joint SCI) that has been prepared for the Greater Exeter Strategic Plan (GESP). The Joint SCI sets out the proposed approach to public consultation on the GESP as it progresses through its statutory plan-making stages towards adoption.

Whilst there is no legal requirement to do so, a draft of the proposed Joint SCI was itself subject to public consultation in 2017. This report explains how the proposed Joint SCI has been amended, both in light of responses to the 2017 consultation and to take account of Covid-19 restrictions on social interaction.

The proposed Joint SCI will cover the four Greater Exeter local planning authorities of Exeter City, East Devon District, Mid Devon District and Teignbridge District Councils. If approved by all four local planning authorities, the Joint SCI will become a Local Development Document.

Recommendation:

It is recommended that:

- 1: The Strategic Planning Committee recommends that Council approves the contents and adopts the Joint SCI that has been prepared for the Greater Exeter Strategic Plan (GESP); and**
- 2: The Strategic Planning Committee recommends that Council gives delegated authority to the Leader, in consultation with the Portfolio Holder and Chief Executive, to agree changes to the Joint SCI arising from decisions by the other GESP local planning authorities and to approve it as a Local Development Document, noting that it will apply jointly to East Devon District, Exeter City, Mid Devon District and Teignbridge District Councils.**

Reason for recommendation:

To ensure a consistent and co-ordinated approach to consultation on the GESP. The alternative option is for the Committee not to support the content of the Joint SCI and for the authority to instead consult on the GESP in accordance with the previously adopted SCI. Each of the other Greater Exeter authorities would then also consult on the GESP in accordance with their individual adopted SCIs. The risk of potential inconsistencies and public confusion that this option could cause means it is therefore not appropriate.

Officer:	Ed Freeman – Service Lead – Planning Strategy and Development Management
Portfolio Holder:	Portfolio Holder Strategic Planning
Financial implications:	Financial implications are considered and contained within the appendices of the report.
Legal implications:	<p>It is important that Statements of Community Involvement are kept up-to-date to ensure effective community involvement at all stages of the planning process. Therefore, a local planning authority should regularly review and update their Statement of Community Involvement to reflect any changes to engagement such as the current Covid 19 pandemic and its effects on the plan making process.</p> <p>A local planning authority may review and update their Statement of Community Involvement at the same time as reviewing and updating a plan such as the GESP to reflect what action is taken to involve the community in any change to that plan. This GESP Statement of Community Involvement will only apply to the development of the GESP and not to any other East Devon related consultation requirements. There are no other legal comments other than as set out within the report.</p>
Equalities impact:	<p>Medium Impact</p> <p>Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:</p> <ul style="list-style-type: none"> • Eliminate discrimination, harassment, victimisation and any other prohibited conduct; • Advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and • Foster good relations between people by tackling prejudice and promoting understanding. <p>In order to comply with the general duty, authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.</p> <p>In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.</p> <p>It is considered the Joint SCI will have a positive impact on people with protected characteristics. This is because, in setting out a range of methods of consultation, it seeks to ensure (as far as possible, taking</p>

cost and resource constraints into account) that all members of the community are able to engage in the preparation of the GESP.

Climate change: Low Impact

There are no direct climate change/environmental impacts arising from the recommendations. However, the Joint SCI includes the potential use of significant electronic, online and social media platforms which will help minimise the carbon impact of future GESP consultations.

Risk: Low Risk

Each of the four local planning authorities in the Greater Exeter area are making appropriate arrangements for approving the Joint SCI. There is a risk that one or more of the Councils does not approve the Joint SCI. This would mean that such an authority would instead consult on the GESP in accordance with their existing SCI. This would increase the likelihood of inconsistent consultation and public confusion across the Greater Exeter area which could lead to challenges as the plan progresses and it is therefore not appropriate.

There is also a risk that revisions to the Joint SCI are made at Committee. This would then require each of the other local planning authorities to approve the revised versions. To overcome this potential issue, approval is sought to give the Leaders of the Greater Exeter local planning authorities, in consultation with the Chief Executives and Portfolio Holders, delegated authority to agree changes to the Joint SCI a part of the approval process.

Links to background information: Appendix 1 – [Greater Exeter Strategic Plan Joint Statement of Community Involvement: summary of representations](#)
Appendix 2 – [Greater Exeter Strategic Plan Joint Statement of Community Involvement 2020](#)

Link to [Council Plan](#): Outstanding Place and Environment
Outstanding Homes and Communities
Outstanding Economic Growth, Productivity, and Prosperity
Outstanding Council and Council Services

MAIN BODY OF REPORT

1. Introduction

The 2004 Planning and Compulsory Purchase Act requires local planning authorities to prepare an SCI. Each of the Greater Exeter local planning authorities already have their own SCIs containing different consultation requirements. In order to overcome any difficulties with aligning these individual existing SCIs, a single Joint SCI specifically for the GESP has been prepared, which will only apply to consultations on that plan. The authorities' existing SCIs will remain in force for any other planning consultations.

Although consultation on SCIs and their revision is not legally required, a draft Joint SCI was published for consultation in 2017. Representations were received from 13 respondents and these are published at <https://www.gesp.org.uk/consultation-phases/procedural-documents/statement-of-community-involvement/>

A summary of the representations, together with responses, is attached at Appendix 1 to this report.

2. The Proposed Joint SCI

The proposed Joint SCI is attached at Appendix 2 to this report. The proposed Joint SCI balances the representations received in 2017 against the need to progress with the preparation of the GESP during the ongoing uncertainties of the COVID-19 pandemic. The main changes that have been made since consultation took place on the draft Joint SCI are as follows:

- Clarification has been provided that Devon County Council does not need to adopt the GESP, which is a matter for the four local planning authorities;
- It is recognised that consultation methods for the GESP must be chosen by balancing cost and time constraints;
- Whilst the statutory consultation period for plan making remains as 6 weeks, the standard consultation period for the GESP has been increased to 8 weeks;
- A clear explanation has been added that respondents' personal contact details will be retained in order to inform them about progress with the GESP, in line with the Data Protection Act 2018 and the EU General Data Protection Regulations;
- An additional requirement has been added to prepare a communication and engagement strategy with more specific proposals for each stage of consultation;
- It is now stated that paper copies of consultation documents will be made available at council offices and libraries where possible (see final bullet point below)
- It is also stated that electronic copies of consultation documents (or paper copies, on request) will be made available to community groups, councils and statutory organisations;
- It is stated that other requests for paper copies will be met, but at a price that reflects publication costs. This is necessary to help ensure that the local authorities can cover the costs of consultation costs;
- It now clarifies that, where resources allow, consultation documents will be made available in alternative formats upon request;
- More detail has been provided on the stages of plan preparation; and
- It is specified that some consultation methods (such as public exhibitions involving face-to-face contact and making paper copies of consultation documents available in public places) will be undertaken 'where possible' to reflect the ongoing uncertainties and implications of the COVID-19 pandemic.

It should be noted that there is no requirement to consult on a revised SCI before adoption.

3. Implications

Of the amendments listed above, two key changes have been made to the Joint SCI since draft stage. The increase in the consultation period from 6 to 8 weeks will help to ensure that individuals and organisations are more able to prepare thoughtful and well evidenced comments. This includes organisations who need to take comments through a committee structure. The reference to some consultation methods taking place 'where possible' enables greater flexibility to progress the plan during the uncertain period of COVID-19. If some events such as face-to-face public exhibitions cannot take place, meaningful engagement will still be ensured using alternative means such as social media and online exhibitions. This flexible approach is supported by Government guidelines that urge local authorities to progress plan-making during the coronavirus pandemic (see <https://www.gov.uk/guidance/plan-making#covid19>).

Other changes made to the Joint SCI are generally fairly minor and improve the readability of the document.

4. Conclusion

The GESP Joint SCI will provide the framework for consultation on the GESP as it progresses. It is recommended that Members approve the content of the document and adopts the joint SCI.

During July and August 2020, support for the GESP Joint SCI will also be sought from the relevant decision making body/ies of each of the other Greater Exeter local planning authorities. Should any one of the Greater Exeter local planning authorities suggest a change to the Joint SCI, there will need to be a meeting of the council Leaders, in consultation with Portfolio Holders and Chief Executives or equivalent, to agree a consolidated version of the document. Recommendation B, sets this out formally.



Report to: **Strategic Planning Committee**

Date of Meeting: 23 July 2020

Public Document: Yes

Exemption: None

Review date for release None

Subject: **Garden Communities and Delivery Vehicles**

Purpose of report: This report follows on from one considered by Cabinet in November 2019 on the same topic. It starts to fulfil the terms of the resolutions of this meeting by setting out the findings of the work commissioned through Local Partnerships to explore different delivery vehicle options. It also provides an update on the Expression of Interest submitted to the MHCLG New Development Corporation Competition.

In the context of the forthcoming Greater Exeter Strategic Plan site options consultation and lingering uncertainty regarding the progression of national initiatives, the report seeks support for a recommendation to Cabinet to agree a budget to progress key technical work, including the development of a business case, over the next three years. Finally the report recommends that the Committee receive further reports at key stages as the work progresses.

Recommendation:

That Members;

- 1) Acknowledge the importance of having effective delivery vehicles/mechanisms in place at the earliest stage possible in order to support the development of high quality places**
- 2) Consider the findings of the Local Partnerships study and accompanying future routemap**
- 3) Notes the Expression of Interest that has been submitted to the MHCLG New Development Corporation Competition**
- 4) Recommend to Cabinet that a budget of £300k over a three year period is established to progress key technical work including the development of a business case for the establishment of a locally led development corporation**
- 5) Receive further reports at key stages as the work progresses**

Reason for recommendation:

To ensure that the Council has the necessary vehicle, tools and resources in place to support the delivery of well designed, high quality and sustainable places.

Officer:

Andy Wood, Service Lead Growth, Development and Prosperity, email adwood@eastdevon.gov.uk, Tel 01395 571743

Financial implications:

This is a significant request for funding of £300,000 which would require Council approval.

The need for this technical work is outlined in the report and could be seen as sensible investment to help determine a delivery model that financially aids the Council in the future. There is a risk that if approved it could negate funding bid to Homes England/MHCLG and confirmation

is being sought on this matter. In our current situation assuming an even call on the funding this increases the gap in our current year funding by £100,000 and adds £100,000 to each of the next 2 years of our Medium Term Financial Plan gap. If approved then any opportunities that arises giving the Council the ability to set aside one off sums to meet this costs will be considered and reported to members in order to addresses this ongoing call on the Council's revenue budget over the medium term.

Legal implications: There are no direct legal implications requiring specific comment at this stage. The budgetary request (currently being made to Cabinet) will ultimately need Council approval. There is likely to be the requirement for legal input as this moves forward in terms of the potential governance arrangements and creation / operation of an appropriate delivery vehicle and advice and assistance will be provided as and when required.

Equalities impact: Low Impact

Climate change: High Impact
The form and location of development has a direct impact on its carbon footprint. There is a long standing ambition to achieve the delivery of zero carbon development in the West End of the District. It is reasonable to expect that future major development proposals should at least meet this standard. The ability to achieve sustainability objectives is also directly relevant to the consideration of different delivery options/ vehicles. This is includes in terms the ability to ensure that future development directly contributes to the Council's net zero ambitions by 2040.

Risk: Medium Risk
The establishment of a delivery vehicle to support future strategic growth in the District is not without risk. The development of the business case will ensure that key risks are both identified and managed over time.

Links to background information:

- [Principles For Accommodating The Future Growth Needs Of East Devon](#)
- [Future Housing Needs and Requirements in East Devon](#)
- [Guidance on the New Towns Act 1981 \(Local Authority Oversight\) Regulations 2018](#)
- [Garden Communities Prospectus](#)
- [Independent Review of Build Out: Final Report](#)
- [MHCLG New Development Corporation Competition guidance](#)
- [Cabinet Paper November 2019 Agenda Item 16](#)

Link to Council Plan: Encouraging communities to be outstanding; Developing an outstanding economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding Council

1 Introduction

- 1.1 The District Council has a track record of bringing forward and delivering large scale development proposals. In particular the West End of the District is due to accommodate over 10,000 homes in the period 2011 to 2031 alongside strategic employment sites.

Cranbrook alone will provide over 60% of the District's strategic housing requirement. This is part of a deliberate spatial strategy enshrined within the Local Plan which in turn is a product of the distinctive characteristics and qualities of the District, not least the fact that two thirds is within designated Areas of Outstanding Natural Beauty.

- 1.2 This report follows on from a paper considered by Cabinet in November 2019. This considered the scenario that, if there is to be further large scale development, how this can best be delivered. The report considered what is needed to ensure the delivery of great places within the District alongside the local planning process. There is considerable learning from the current generation of strategic development sites in this respect. The report reflected on this learning, considered the current direction of government policy and contemplated the potential for the Council to adopt a more proactive approach going forward. The report assessed the different delivery options available to the Council and the type of delivery vehicle that could be established.
- 1.3 The report went on to set out a number of recommendations including to acknowledge the importance of having effective delivery vehicles/mechanisms in place at the earliest stage possible in order to support the development of high quality places. It was resolved to support the District's status within the Government's Garden Community programme and to submit an Expression of Interest to MHCLG's New Development Corporation Competition. Finally it was resolved that Cabinet should receive a further report on the options for constituting an effective delivery vehicle up to and including the establishment of a Locally Led New Town Development Corporation. This report brings to fulfil this resolution and is a precursor to a further report to Cabinet.

2 Background and current position

























- 2.1 Subsequent to the November 2019 Cabinet paper Local Partnerships (a consultancy joined owned by the LGA, HM Treasury and Welsh Government) were appointed to undertake a review of potential delivery vehicles. Given the cross boundary implications when planning for strategic growth, this work was commissioned on a Greater Exeter basis with financial support from the Garden Communities programme and the Future Place initiative.
- 2.2 The study work initially focused on defining specific development outcomes and objectives that a delivery vehicles or vehicles would need to play a primary role in achieving. These centred on the qualitative and environmental requirements for new development, the ability of growth to meet local need (housing and economic) and the ability of growth to provide resilience and be able to respond to changes over time.
- 2.3 These objectives were drawn from and tested with officers from the Greater Exeter Authorities at an options workshop. They have been used in discussions and subsequent work to test the delivery options and are set out below;
 - A. Homes
 - Pace and scale to meet planned trajectories
 - Types, sizes and tenure to meet the needs of the current population
 - Homes meeting new design standards including internal space and environmental standards
 - B. Infrastructure
 - Delivery of the full range of infrastructure.
 - Delivery programme to support pace of development and the economic and social development of new communities
 - Funding model to support the agreed programme
 - C. Community

- Capable of providing a place-based approach which strengthens existing communities and provides resilient new communities
- Deliverable masterplans with the full range of uses incorporated
- Incorporating room for change and flexibility
- Clear links to non-physical elements including skills, social care, and economy
- D. Climate emergency
 - Fully incorporating climate change into physical and stewardship plans
- E. Place Making
- F. Delivery
 - Allow the delivery of a full range of development types and products
 - Encourage a wide range of delivery partners to meet local need and support the local economy
 - Provide opportunities for direct delivery by local authorities and their companies.
 - Make full use of public sector land and powers that the public sector has to accelerate and control development through its ownership of land
 - Enable the coordination of delivery at the local, regional and national level.

2.4 Four options, in terms of delivery approaches, were then considered in terms of their ability to meet these objectives. These were as follows;

- Informal Partnership / business as normal
- Joint committee (land use strategy) and increased use of development agreements with partners (delivery)
- Structural change within Local Authorities (strategy) and extensive /full use of joint ventures and other corporate solutions
- Development Corporation (this could have a strategic planning role but would have a broad delivery role).

2.5 The results of the comparison of the options are set out in the table below;

Comparison-of-options						
Option	Homes	Infrastructure	Communities	Climate-emergency	Place-making	Delivery
1.→Informal-partnership						
2.→Joint-committee						
3.→Combined-authority						
4.→Development-corporation						

- 2.6 The report concluded that to deliver the desired strategy outcomes and objectives it was clear that the current or 'business as normal' approach was unlikely to be successful. The clear gaps in this approach related to lack of control over delivery and the delivery programme. Whilst the statutory planning system can set the expected policies and some standards and can be used to monitor delivery, it cannot cover all of the necessary elements required to deliver place and successful new communities.
- 2.7 The development corporation solution scored well, in that it is capable of bringing together planning, infrastructure and development. However, this is dependent upon the corporation being able to buy land or exert control in other ways, for example through development agreements. Whilst a development corporation was considered as a preferred option at this stage, it was emphasised that the ability to deliver successful outcomes would be dependent upon its ability to acquire or invest. This would be a key consideration for the next stage of a business case.
- 2.8 The full Local Partnerships report is contained at Appendix A.

3 New Development Corporation Competition

- 3.1 MHCLG's New Development Corporation Competition was launched in October 2019. The prospectus made it clear that the Government was looking for up to 10 transformational housing and economic growth opportunities nationally and that MHCLG was interested in speaking to areas that have innovative, bold and ambitious proposals. Funding would then help them to explore delivery models that have been less commonly used in a contemporary context, such as development corporations.
- 3.2 The specific eligibility criteria for the competition were as follows;
- demonstrate that they can use the requested funding to progress work and generate proposals for innovative delivery models such as development corporations
 - demonstrate that the delivery models being explored are intended to deliver a transformational housing or regeneration project
 - endeavour to make key learnings from the funding available to other local areas and to central government in order that best practice and lessons learned can be disseminated, not including commercially sensitive information
- 3.3 Leading from the conclusions of the Local Partnerships work, an Expression of Interest to the competition was developed for the Greater Exeter area. This sought to align proposals to create a City Development Fund to support the delivery of major brownfield sites in Exeter with the exploration of assertive delivery vehicles to underpin delivery of major greenfield sites outside of the City. The Expression of Interest was submitted in February and sought £1.6m of funding over three years to support the progression of the necessary work. Of this £400k was focused on the establishment of a delivery vehicle(s) including options appraisal, business case development and vehicle set up. A decision was expected during April but this has been delayed by the Covid-19 situation and there are currently no timescale for this.

4. Routemap

- 4.1 The final stage of the Local Partnerships work has been to develop a routemap for how the Greater Exeter authorities can move forward. This acknowledges the current uncertainty around the MHCLG Competition and charts a course forward. Specific recommendations from the report are reproduced below;
- I. That partners agree to commence work on the preparation of a full business case to consider delivery options for Greater Exeter. The brief for the business case will cover full options appraisal, the full costs of the chosen option, how the option will be resourced, the full financial, economic and social benefits that would be delivered

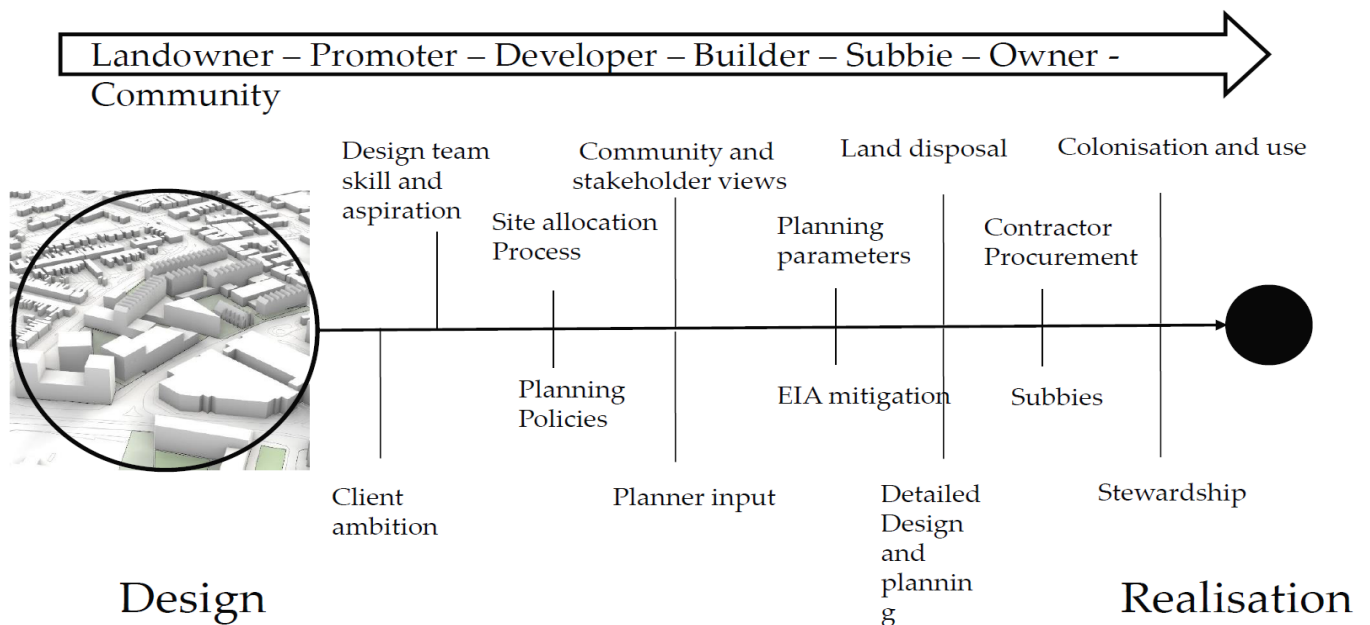
along with how the option was to be governed and managed. It would also have to consider the risks associated with the option and how partners are going to manage these risks.

- II. That the illustrative preferred option to be considered is based on a Development Corporation, as illustrated [in the report] but that no other options are excluded at this stage.
- III. That a small officer team is set up to lead on this work (to be based on the officers working group and involving the officers responsible for developing the Development Corporation Competition Eol). That the work is overseen by the Greater Exeter's Principals Group.
- IV. That the Greater Exeter Principals Group develops a 'political' engagement strategy to enable senior politicians from all partner authorities to feed into the business case development process.
- V. That the officer team works with Local Partnerships to develop a programme for developing the business case and for potential early stages of implementation. This programme should consider a programme with and without the MHCLG Development Corporation funding.
- VI. That the officer team works with Local Partnerships to prepare a resource plan. This resource plan should consider the budget with and without the MHCLG Development Corporation funding.

The full report is contained at Appendix B.

5 Assessment

- 5.1 As planning horizons are rolled forward to 2040 and the process of identifying the next chapter of strategic sites is begun, it is important to reflect on the lessons learned from experience of delivering the current generation, notably Cranbrook. This has been delivered through a commercially-led model with a consortium of developers. Key learning points include;
 - 1) Control of land is critical – if there is no public control of land the ability to flex and adapt plans over time is extremely limited, particularly where land prices have been fixed at aspirational values.
 - 2) Need for effective long term stewardship arrangements to be integrated from the start – this is critical to ensuring that assets and services can be delivered in affordable and timely way in step with a growing population. The most effective models involve some form of reinvestment from capturing the increase in land value at the outset.
 - 3) The importance of the master developer role- this is the equivalent to the role performed by the Duchy of Cornwall at Poundbury in terms of controlling the quality of development and the timing of the delivery, particularly non-residential development including community infrastructure.
- 5.2 As the local planning authority it is tempting to assume the predominant importance of setting planning policies and determining planning applications. The reality of moving from concept and design through to delivery on the ground and ongoing use is far more complex as the diagram below illustrates;



Source: LDA Design

- 5.3 The experience with the development of Cranbrook highlights the need to set an assertive and enduring delivery model from the outset. This is reinforced by the findings of the Local Partnerships work which concludes that a business as usual approach is the least likely to actually achieve key objectives moving forward.
- 5.4 The conclusions of the Local Partnerships study emphasise the need to progress the development of a business case to test different delivery options. It is frustrating in this respect that there is currently no timescale for when decisions will be made in relation to the MHCLG Development Corporation Competition work. Nevertheless in the context of work progressing to development the Greater Exeter Strategic Plan and Local Plan it is essential that progress is made. This includes in relation to the potential for a second large new community in the District.
- 5.5 Cabinet is due to receive a report to note the use of an Exemption from Contract Standing Orders in relation to the appointment of a consultancy team to progress the development of a vision for a second new community in the west of the District. To have confidence that an ambitious vision is capable of actually being realised over time we must also have the appropriate delivery vehicle in place. The two have to be progressed hand in hand.
- 5.6 It is specific recommendation of this report that the Strategic Planning Committee recommended to Cabinet that a sum of £300k is committed over the next three years to develop the options, produce a detailed business case and to enable the formation of a suitably constituted delivery vehicle. This would be alongside undertaking any site specific technical work.
- 5.7 The conclusions of the Local Partnership work are clear that the preferred option should be based on a locally led Development Corporation. MHCLG guidance emphasises that the Secretary of State would need to be satisfied that the new town designation and the creation of a locally led development corporation would represent the best route to securing expedited delivery of a high quality, sustainable new development with the necessary supporting physical and social infrastructure and a plan for the long term stewardship of assets.
- 5.8 Given the cross boundary implications of planning for growth potential and the potential economies of scale in terms of marshalling resources, it would be logical to progress this work the business case work for establishing a development corporation in conjunction with

our Greater Exeter partners. But if this didn't prove to be possible, the work is considered to be of such importance for the District as to warrant being progressed in any event.

- 5.9 A specific consideration for the next stages of the delivery vehicle work will be to understand the optimal geographical scope. Whilst we start to contemplate the next generation of strategic sites across the Greater Exeter area, the development of Cranbrook is far from complete. Indeed there are immediate challenges not least in relation to the delivery of the town centre. The development to date has benefited from the land largely being in the control of a single Consortium. By contrast the Cranbrook expansion areas are all in the control of separate, unconnected developers. This will make the timing and coordination of infrastructure delivery much more challenging. There is a logic therefore in testing whether some form of delivery vehicle could be also retrofitted to encompass Cranbrook and support the growth of the town up to the circa 8,000 homes anticipated in the current Local Plan.
- 5.10 Finally it is a recommendation of this report that the Committee receives further reports at key stages. This will enable the further technical and feasibility work to be guided and steered to a successful conclusion. It will also allow consideration to be given to governance structures at the appropriate juncture.

6 Conclusion

- 6.1 We have significant experience of delivering major proposals in the District up to and including a new town. It is important to reflect on what we have learnt during this process and to ensure that robust delivery vehicles are in place to give us greater influence and better tools to achieve our quality and sustainability objectives and to support the creation of great places.
- 6.2 Our experience together with the direction of government policy points to the need to adopt a more proactive and assertive approach. This is reinforced by the findings of the Local Partnerships work which points to the need for a development corporation type vehicle. This would bring the focus, coordination and consistent delivery of a dedicated body as well as broad powers to facilitate delivery of the project. As such it would enable an ambitious vision to be realised.
- 6.3 Finally it is important to emphasise that the delivery of major strategic developments is a long term endeavour. Even when the development of individual homes has finished it is essential that there are robust and cost effective stewardship arrangements in place to ensure the ongoing delivery of assets and services that continue to meet the needs of the residents over time. Ensuring that such arrangement are in place is again one of the leading objectives for development corporation status.

Summary Report - Greater Exeter development vehicle options

Version No: 1.0

Issue Date: 17th April 2020



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1 SUMMARY REPORT

Purpose of Report

The purpose of this report is to enable Greater Exeter Partners to start the process of signing off this stage of work and the recommendations that it contains. The key recommendations (set out in section 1.9) focus to the stages of work and business case process that will need to be started. Whilst the recommendations point to a preferred delivery option, at this stage this option is only identified for the purpose of further testing.

If Greater Exeter Partners are successful in getting funding from the MHCLG 'Development Corporation Competition' the next stages and business case development will need to be in line with the programme and resource plan contained in the Expression of Interest for this competition. If unsuccessful (or if the competition is significantly delayed) Partners will have to consider how the work is taken forward without the additional resource.

1.1 Background

Local Partnerships has been appointed by the Greater Exeter Delivery Partners (East Devon, Exeter City, Teignbridge, Mid Devon and Devon County Councils) to consider the options to deliver their development ambitions to 2040.

The conclusions of the work need to be acceptable to all partners and capable of delivering the housing and employment growth that meets local need and delivers the quality of new development and communities that partners expect. The work has taken into account the delivery approaches already in place but reflects the challenge and gaps in the current approach.

The work is being carried out on behalf of Greater Exeter using joint funding and with the support of Homes England.

1.2 Approach

The method used reflects the approach that would be required in a strategic or outline business case. Based on an assessment of current approaches to development, decision making and wider governance the work has considered;

- The strategy to be delivered including the partners objectives,
- The range of options open to partners and how each could deliver the strategy and objectives
- Selection of an option for further testing,
- Consideration of the commercial and financial implications.
- Consideration of the management and governance implications.

This is a summary report. The full report containing the detailed assessment is currently being finalised.

1.3 MHCLG Development Corporation Competition

Following the finalisation of the project brief MHCLG announced its Development Corporation Competition (titled 'Development Corporation' but to support local bodies in considering a range of innovative delivery solutions).

Local Partnerships has supported the preparation of the Expression of Interest for this competition (submitted in February 2020). Elements of the EOI are reflected in this report.



In the light of the current Covid19 crisis it is understood that MHCLG has put the competition on hold. The recommendations and conclusions contained in this report therefore consider the implication of not having the resources available through this competition.

1.4 Strategy

Exeter is the fastest growing city in the UK (Centre for Cities) with the area having the 6th highest growth in GVA. The Greater Exeter area contains 4 interdependent district council areas which collectively form a distinct and compact travel to work and housing market area. The vision for the area recognises that a coordinated approach to growth and development will enable the delivery of individual council's objectives, those of the Greater Exeter area, and Heart of the South West area. Greater Exeter also has a significant role to play in contributing to the National economic agenda.

Greater Exeter's development strategy is set out in the emerging Greater Exeter Strategic Plan which will have the role of identifying sites and planning for the development of 50,000 new homes as well as doubling the size of the economy.

The 50,000 homes will be focused in Exeter City, Cranbrook Garden Village, a number of other Garden Communities as well as strategic urban extensions.

There are two key components to the emerging GESP strategy;

1. Liveable Exeter– a transformational programme that will deliver 12,000 homes on key urban, brownfield and edge of city sites. This will be supported with the Exeter City Fund (a related strand in the MHCLG Eol).
2. Garden Communities outside Exeter comprising Cranbrook Garden Town in East Devon, Culm Garden Village in Mid Devon and Newtown Abbot Garden Town in Teignbridge. This is predominantly greenfield development

The GESP Partners have already taken a proactive approach to planning these new communities - reflected in being successful in receiving funding from the Government's Housing and Infrastructure Fund and Garden Communities Programme.

1.5 Key Outcomes and objectives

Based on the strategies for Greater Exeter joint work has identified more specific development outcomes and objectives. These centre on the qualitative and environmental requirements for new development, the ability of growth to meet local need (housing and economic) and the ability of growth to provide resilience and be able to respond to changes over time.

These objectives were drawn from and tested with Greater Exeter partners at an options workshop. They have been used in discussions and subsequent work to test the delivery options.

A. Homes

- Pace and scale to meet planned trajectories
- Types, sizes and tenure to meet the needs of the current population
- Homes meeting new design standards including internal space and environmental standards

B. Infrastructure

- Delivery of the full range of infrastructure.
- Delivery programme to support pace of development and the economic and social development of new communities
- Funding model to support the agreed programme

C. Community



- Capable of providing a place-based approach which strengthens existing communities and provides resilient new communities
 - Deliverable masterplans with the full range of uses incorporated
 - Incorporating room for change and flexibility
 - Clear links to non-physical elements including skills, social care, and economy
- D. Climate emergency
- Fully incorporating climate change into physical and stewardship plans
- E. Delivery
- Allow the delivery of a full range of development types and products
 - Encourage a wide range of delivery partners to meet local need and support the local economy
 - Provide opportunities for direct delivery by local authorities and their companies.
 - Make full use of public sector land and powers that the public sector has to accelerate and control development through its ownership of land
 - Enable the coordination of delivery at the local, regional and national level.

1.6 Current Decision making and delivery Position

Local Authority led

The key Strategic Planning document for Greater Exeter is the Greater Exeter Strategic Plan. The plan is being prepared by a dedicated officer team and is overseen by the Exeter Principals Group. The statutory responsibility for plan making still rests with the individual local authorities with decision making remaining with individual committees.

A joint committee does exist for a significant part of the area to consider habitat mitigation – the scope of this Joint Committee is very limited.

Liveable Exeter - Exeter City Futures with Exeter City Council and Devon County Council have taken a lead in planning for growth centred on the existing City communities. They have created an innovative and high-powered partnership with key institutional leaders including those from the health, education and private sectors. As well as being focused on new sustainable development this partnership is responsible for considering the implementation of the zero-carbon agenda, the contribution that surplus public sector land can make to the vision, and the role of an Exeter City Fund in unlocking development, infrastructure and capturing development value for reinvestment.

The MHCLG Development Competition EoI clearly sets out that while the City Fund is focused on Exeter City lessons from its development and implementation are relevant for the wider area.

The coordination of the delivery of Cranbrook will be overseen by the recently instigated Cranbrook Strategic Delivery Board bringing together Members from the County, District and Town Councils.

Market engagement

The majority of development in Greater Exeter is being delivered using conventional delivery models.

A significant amount of work has been carried out, in partnership with Homes England, in planning new communities and setting quality standards. However, delivery is largely being carried out using the statutory planning system as the main control.

Housing is largely being developed by conventional house builders who are developing the standard products, responding to the limited sectors of the housing market that they understand. Commercial development has similarly concentrated on the main commercial sectors – largely delivered in separate locations and not as part of mixed-use communities.

The outcome of this is that the ability of the Local Authorities to create mixed use communities providing for the wide needs of existing population has been limited.



It has become apparent that if this continues the quality and community standards set out in current planning documents will not be delivered. In addition the full range of local needs will not be met. Similarly, without change it will be very difficult to deliver the emerging standards that will be required to deliver environmental goals.

1.7 Options development

The options developed at this stage of work are intended to be illustrative. There are many detailed options that could be considered, ranging from variations on what partners are already doing through to a development corporation.

At this stage it was considered most useful to develop four options representing different points on a scale ranging from the most conventional (what partners are already doing) through to the most unconventional (in this case a development corporation). The approaches are illustrated at two levels - strategic planning and delivery.

Although each of the points could be represented by a number of delivery approaches the following four have been chosen.

- Informal Partnership / business as normal
- Joint committee (land use strategy) and increased use of development agreements with partners (delivery)
- Structural change within Local Authorities (strategy) and extensive /full use of joint ventures and other corporate solutions
- Development Corporation (this could have a strategic planning role but would have a broad delivery role).

1.8 Options

Table 1. Illustrative Options for Delivery Vehicles

ILLUSTRATIVE OPTIONS FOR DELIVERY VEHICLES

CONVENTIONAL

←

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UNCONVENTIONAL

STRATEGIC BODY			
Informal Partnership	Joint Committee (land use strategy)	Unitary authority (combining powers) Combined authority (combining geographies) <i>Note: these illustrate possibilities, not options being considered.</i>	Development Corporation
DELIVERY BODY			
Informal Partnership	Development agreement Joint Committee (DM)	Corporate JV Housing/Development Company Arms length vehicle (Devolution Deal)	Development Corporation
GENERIC FEATURES			
<ul style="list-style-type: none">• Representative• Non contractual• No additional powers• No additional resources	<ul style="list-style-type: none">• Contractual• Clearly defined and limited delegation of powers and decision making• Potential to make more efficient use of internal resources	<ul style="list-style-type: none">• (for UA and CA) new and additional corporate body• Contractual• Broader delegation of powers and decision making• Control through vehicle set up and approval of annual business plan• More efficient use of existing resources• Potential access to additional public sector resources• LA borrowing available largely based on existing capacity• Access to private sector investment	<ul style="list-style-type: none">• Delivery and planning powers passed on• Broader acquisition powers• Greater opportunity for 'land value capture'• Potential access to additional public sector resources and private sector investment• Development Corp can borrow

Table 2 Assessment of Options



The following table summaries the options appraisal, considering the features of each against its ability to deliver the strategic objectives set out above.

The assessment of the two middle options is made in reference to business as normal and the development corporation approach.

Table 2

Option	Assessment against Objectives	Conclusion
Informal Partnership (business as normal / current approach)	<p><u>Homes</u></p> <p>Will not deliver the pace of development required</p> <p>Will not meet full housing and employment needs of the local population</p> <p>Will not deliver quality standards set out in current documents</p> <p><u>Infrastructure</u></p> <p>Unable to plan for full range of infrastructure</p> <p>Unable to fund full range of infrastructure</p> <p>Disconnect between infrastructure and housing building / other development programmes</p> <p><u>Community</u></p> <p>Links with wider community requirements difficult to deliver</p> <p>Difficult to deliver full masterplans with current delivery partners</p> <p><u>Climate emergency</u></p> <p>Additional standards are not included in current policy / permissions and therefore cannot be delivered.</p> <p><u>Delivery</u></p> <p>Little control over type and tenure of homes (beyond conventional affordable housing).</p> <p>Little influence over who delivers.</p> <p>Limited opportunity for encouraging local developers / suppliers</p> <p>Limited ability to incorporate infrastructure delivery with regional and national programmes.</p>	<p>This approach relies entirely on the commercial market and statutory planning system.</p> <p>GEP control over pace of development and quality of development is limited to statutory planning and informal partnerships.</p>
Develop formal structures currently available (Could involve Joint Committee at the strategic level and legal agreements / partnerships at	<p><u>Homes</u></p> <p>Minor impact on pace of development</p> <p>Minor impact on additional types and tenures of property</p> <p>Minor impact on quality</p> <p><u>Infrastructure</u></p> <p>The additional control on planning for infrastructure will only apply to the limited opportunities available</p>	<p>At the Strategic level there could be advantages in considering Joint working and potentially committees. This could lead to more efficient strategy development and planning but on its own would not impact directly on delivery.</p>



the delivery level)	<p>Will only be able to influence programme for a limited number of sites and other development opportunities.</p> <p><u>Community</u></p> <p>Limited opportunities to integrate and deliver community considerations</p> <p><u>Climate emergency</u></p> <p>Limited opportunities to consider additional standards</p> <p><u>Delivery</u></p> <p>The control over objectives will be minor</p>	<p>At the delivery level this option will only have a limited impact. To enter development agreements and partnerships the local partners will have to have a current interest in land or money to invest.</p> <p>Partners are already considering these options and therefore this option is unlikely deliver significantly more than the business as normal / current approach</p>
Structural change / new corporate body	<p><u>Homes</u></p> <p>Dependent upon the extent of land acquisition or investment along with the powers that are used behind the body.</p> <p><u>Infrastructure</u></p> <p>Dependent upon the extent of land acquisition or investment along with the powers that are used behind the body.</p> <p><u>Community</u></p> <p>Dependent upon the extent of land acquisition or investment along with the powers that are used behind the body.</p> <p><u>Climate emergency</u></p> <p>Dependent upon the extent of land acquisition or investment along with the powers that are used behind the body.</p> <p><u>Delivery</u></p> <p>Impact would vary significantly depending on the scope and resourcing of the approach.</p>	<p>Structural change at the strategic level could lead to more efficient planning and potentially more efficient delivery of some infrastructure.</p> <p>However, on its own it may not deliver much more than partners can currently achieve.</p> <p>The ability of this options to deliver more in terms of the development objectives would be dependent upon the scale and geographical scope of the body.</p> <p>At the 'unconventional' end of the scale, if the body included all authorities with agreement to fully use their resources and powers the impact could be significant (and similar to a Development Corporation). However, a limited scope would in effect only be an expansion of what a number of authorities are already doing.</p>
Locally led Development Corporation	<p><u>Homes</u></p> <p>This option has the potential to allow partners to control the pace of development, type of development and quality of development.</p> <p>However, underpinning this ability to control is the assumption that the Development Corporation will own land and bring significant resources to bear.</p>	See conclusion section



	<p><u>Infrastructure</u></p> <p>This option has the potential to deliver the full range of infrastructure required and link the development and infrastructure delivery programmes.</p> <p>Strategic infrastructure will still require significant partnership working with providers although it would be easier to plan and fund such infrastructure</p> <p><u>Community</u></p> <p>Delivery of community outcomes will require partnership working with external organisations. This is likely to be easier to achieve.</p> <p><u>Climate emergency</u></p> <p>With land and other investment, the corporation will have greater control over all standards including design and environmental standards.</p> <p><u>Delivery</u></p> <p>Greater control over all aspects of delivery including suppliers and products.</p> <p>Ability to deliver economic outputs</p> <p>Ability to link delivery programme with national and regional programmes.</p>	
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Conclusion

To deliver the strategy outcome and objectives set out above it is clear that the current or 'business as normal' approach is unlikely to be successful.

The clear gaps in this approach relate to lack of control over delivery and the delivery programme.

Whilst the statutory planning system can set the expected policies and some standards and can be used to monitor delivery, it cannot cover all of the necessary elements required to deliver place and successful new communities.

The development corporation solution scores well, in that it is capable of bringing together planning, infrastructure and development. However, this is dependent upon the corporation being able to buy land or exert control in other ways (i.e. development agreements).

Whilst the development corporation can be considered as a preferred option at this stage, whether it will deliver successful outcomes will be dependent upon its ability to acquire or invest. This is a key consideration for the next stage of a business case.

Control over Development Corporation

In addition to variations in powers and resources there are many ways that a development corporation could be developed. In a locally led Development Corporation either one of the Greater Exeter Local Authorities, or a grouping of authorities, would act as oversight authority. The table below illustrates different options and levels of control that the oversight authority could have over the Development Corporation.

The table below illustrates the range of potential involvement by an oversight authority ranging from hands off to hands on control. This table covers how local authorities could be involved in their oversight role from the perspective of

- Geography,

- Board membership
- Control and strategy
- Resourcing.

Table 3

IMPLEMENTATION OPTIONS FOR A DEVELOPMENT CORPORATION
(SHARED WITH OTHER CORPORATE STRUCTURES)

LESS

←

INVOLVEMENT BY OVERSIGHT AUTHORITY

→

GREATER

GEOGRAPHY

Single area identified on day one including all development areas and likely development areas (but covering a broader area).	Single areas are identified. Boundary coterminous with development areas and likely development areas.	Definite development areas included - clear indication of additional development areas to be included at agreed point in planning process.	Definite development areas included. Expansion entirely left for future decision.
All areas signed up.	All areas signed up.	All councils signed up to process, not outcome.	Limited sign up to process and outcome.

BOARD MEMBERSHIP

Skills led board. Professionals with delivery experience covering the key delivery requirements of the organisations. Low LA representation.	Skills and representative balanced board. Or Agreed approach to move from representative to skills board when trust developed between board and oversight authority.	Representative led board (within LLNTDC rules). Members from each council supplemented by other local and government nominated members.
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CONTROL

Strategy the responsibility of the Development Corporation.	Strategy developed by LAs (with the Development Corporation). Development Corporation responsible for delivery agreed strategy.
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TEAM RESOURCING

New separate team set up for Development Corporation. All management within Development Corporation.	New delivery team set up that is managed by the Development Corporation. Some services provided by LAs or other partners.	Key services (i.e. development management provided by existing growth team and local authorities. Managed via service level agreement or similar.
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NOTE: this table uses the issues raised by a Development Corporation and the starting point. The level of involvement by the partner authorities can be assessed in a similar way for other delivery vehicles. The principles remain the same but terminology different.

Initial conclusions from the officer's workshop indicated that the willingness to take forward the development corporation approach would most likely have to be balanced with control over the development corporation via partner authorities' oversight role.

This is clearly a sensitive and political issues and is reflected in a recommendation to engage with senior politicians early in the business case development process.

1.9 Conclusions / recommendations

- I. That partners agree to commence work on the preparation of a full business case to consider delivery options for Greater Exeter. The brief for the business case will cover full options appraisal, the full costs of the chosen option, how the option will be resourced, the full financial, economic and social benefits that would be delivered along with how the option was to be governed and managed. It would also have to consider the risks associated with the option and how partners are going to manage these risks.



- II. That the illustrative preferred option to be considered is based on a Development Corporation, as illustrated in section 1.8 above, but that no other options are excluded at this stage.
- III. That a small officer team is set up to lead on this work (to be based on the Greater Exeter Growth team and involving the officers responsible for developing the Development Corporation Competition Eol). That the work is overseen by the Greater Exeter's Principals Group.
- IV. That the Greater Exeter Principals Group develops a 'political' engagement strategy to enable senior politicians from all partner authorities to feed into the business case development process.
- V. That the officer team work with Local Partnerships to develop a programme for developing the business case and for potential early stages of implementation. This programme should consider a programme with and without the MHCLG Development Corporation funding.
- VI. That the officer team work with Local Partnerships to prepare a resource plan. This resource plan should consider the budget with and without the MHCLG Development Corporation funding.

NOTE: This report represents a strategic options appraisal. The recommendations contained in this report suggest a way forward including an option / options to be considered in more detail. If successful, the development of a full business case will be part of the work enabled by the MHCLG competition. If unsuccessful (or if work is taken forward in the short term) the recommendations take into account how this work can be taken forward by partners using existing resources.



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Greater Exeter Development Corporation Route Map

Version No: 2.0

Issue Date: 16th June 2020



Purpose of Report

This report is for discussion. It sets out a route map, indicating the tasks and programme for moving forward the work on establishing a Greater Exeter Delivery Vehicle (referred to as a Development Corporation).

The report is based on the Expression of Interest submitted to MHCLG in February, in response to its Locally Led Development Corporation Competition.

It is also based on the conclusions of an outline business case report, which suggests that a Locally Led Development Corporation is likely to be the delivery option which has the greatest fit with delivering Greater Exeter's Strategic development objectives.

1.1 Background

Local Partnerships has been appointed by the Greater Exeter Delivery Partners (East Devon, Exeter City, Teignbridge, Mid Devon and Devon County Councils) to consider the options to deliver their development ambitions to 2040.

The conclusions of the work need to be acceptable to all partners and capable of delivering the housing and employment growth that meets local need and delivers the quality of new development and communities that partners expect. The work has taken into account the delivery approaches already in place but reflects the challenge and gaps in the current approach.

The work is being carried out on behalf of Greater Exeter using joint funding and with the support of Homes England.

This work has already fed into a MHCLG Development Corporation Competition Expression of Interest and a report previously discussed at the Greater Exeter Principals' Group.

1.2 Conclusions of the Work so far

The work completed so far broadly represents an outline business case.

























During two officer workshops a series of delivery options were generated. These options represented the full range of potential solutions from 'do nothing' to a Development Corporation.

The options were tested against agreed objectives that were felt to be fundamental to the emerging Greater Exeter Spatial Strategy. The objectives related to;

- Homes
- Infrastructure
- Communities
- Climate emergency
- Place-making
- Delivery

The following table represents the conclusions for this stage of the work. It indicates that it was worthwhile to continue work on investigating a new delivery approach and in particular the potential of a Locally Led Development Corporation.



Comparison of options						
Option	Homes	Infrastructure	Communities	Climate emergency	Place making	Delivery
1. Informal partnership						
2. Joint committee						
3. Combined authority						
4. Development corporation						

The work so far represents an outline business case.

The original approach was to carry out a full business case assuming a successful Expression of Interest. The report includes a series of recommendations taking into account the fact that the MHCLG competition has been put on hold. These recommendations are;

- I. That partners agree to commence work on the preparation of a full business case to consider delivery options for Greater Exeter. The brief for the business case will cover full options appraisal, the full costs of the chosen option, how the option will be resourced, the full financial, economic and social benefits that would be delivered along with how the option was to be governed and managed. It would also have to consider the risks associated with the option and how partners are going to manage these risks.
- II. That the illustrative preferred option to be considered is based on a Development Corporation, as illustrated [in the report] but that no other options are excluded at this stage.
- III. That a small officer team is set up to lead on this work (to be based on the officers working group and involving the officers responsible for developing the Development Corporation Competition Eol). That the work is overseen by the Greater Exeter's Principals Group.
- IV. That the Greater Exeter Principals Group develops a 'political' engagement strategy to enable senior politicians from all partner authorities to feed into the business case development process.
- V. That the officer team works with Local Partnerships to develop a programme for developing the business case and for potential early stages of implementation. This programme should consider a programme with and without the MHCLG Development Corporation funding.
- VI. That the officer team works with Local Partnerships to prepare a resource plan. This resource plan should consider the budget with and without the MHCLG Development Corporation funding.

1.3 Route Map (see attached)

Following a Greater Exeter Officers working Group of 18th May Local Partnerships was asked to use the recommendations above to prepare a route map – indicating the stages required to take the constituent authorities from where they are now to the implementation of the delivery vehicle.

The route map attached to this report concentrates on the stages required to complete the business case and get its sign off.



At the core of the route map are the decisions and actions that the Greater Exeter Principals Group needs to take responsibility for. Key decision points for the constituent authorities and other organisations are also identified.

The route map is divided into 5 stages.

Stage 1

This is the point that we are at now – a decision by the GE Principals' Group to proceed with further work on a Locally Led Development Corporation.

Stage 2

This stage requires the agreement of the Principals' Group to prepare;

- The brief for a full business case
- A work plan including resource plan and programme
- A stakeholder engagement plan

The route map also addresses key issues that need to be considered in the preparation of the above documents.

Resource and programme – It is assumed that this stage will be resourced with dedicated time from members of the Principals and Officers working groups.

This stage will need to plan for two resource options. A successful MHCLG EoI as well as a locally resourced option.

This stage will take from month 1 to month 4.

Stage 3

This stage covers

- Constituent authorities agreeing to resource the full business case.
- The formation of a more focused Officer Steering Group
- The creation of a member oversight group.

At this point the Principals Group will need to come to a conclusion on the likely hood that the project will receive MHCLG funding.

Resource and Programme – At this point the Steering Group will require dedicated members of staff who could include officers seconded to the team.

External support will be required from this point onwards. This will require additional funding.

The stage will take from month 5 to 10.

Stage 4

This stage sees the creation of the Development Corporation Steering Group and a number of working groups (broadly corresponding to the key workstreams required to develop the business case). It is proposed that Senior officers lead and have responsibility for the Steering Group and each of the work streams.

The main activity during this stage is the preparation of the business case.

Resource and programme – The Steering Group will require continued access to dedicated members of staff who could include officers seconded to the team.

External support will continue to be required. This will require additional funding.

The stage will take from month 10 to 35.

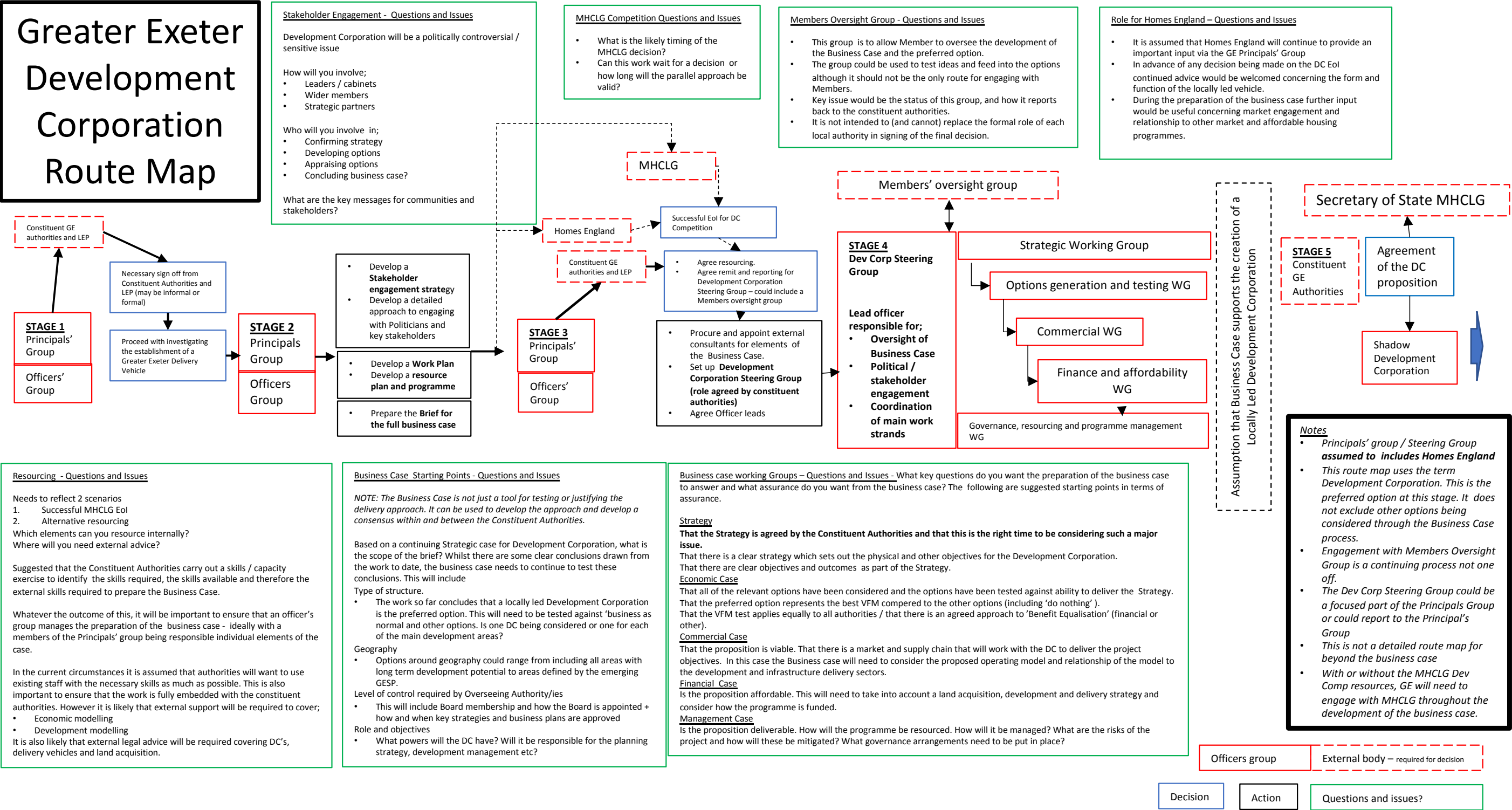
Stage 5

Greater Exeter Future Place Programme – report on development vehicle options



This Stage covers the conclusion and agreement of the Business Case. In simple terms this will then feed into the more formal stages of setting up a Development Corporation (if that is the conclusion arrived at).

Resource and programme – At the point when the shadow development corporation is set up and becomes operational the long-term resource and funding plan will need to be in place.



This diagram is A3 and should be viewed in colour.

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