

**Agenda for Placemaking in Exmouth Town and  
Seafront Group  
Tuesday, 17th March, 2026, 10.00 am**

**Members of Placemaking in Exmouth Town and Seafront Group**

Councillors: P Arnott (Vice-Chair), A Bailey, O Davey, T Dumper,  
S Gazzard, A Hall, P Hayward, N Hookway (Chair), T Olive,  
J Whibley, G Deasy and D Conduit

East Devon District Council  
Blackdown House  
Border Road  
Heathpark Industrial Estate  
Honiton  
EX14 1EJ

DX 48808 HONITON

Tel: 01404 515616

**[www.eastdevon.gov.uk](http://www.eastdevon.gov.uk)**

**Venue:** Online

**Contact:** Sarah James;

01395 519978 Email: [sarah.james@eastdevon.gov.uk](mailto:sarah.james@eastdevon.gov.uk)

(or group number 01395 517546)

Monday, 9 March 2026

- 1 Apologies
- 2 Minutes of the previous meeting held on 20 October 2025 (Pages 3 - 4)
- 3 Declarations of interest
- 4 Public speaking  
Information on [public speaking is available online](#).
- 5 Matters of urgency
- 6 Confidential/exempt items  
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 Adoption of Exmouth Placemaking Plan (Pages 5 - 86)

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

[Decision making and equalities](#)

**For a copy of this agenda in large print, please contact the Democratic Services Team on 01395 517546**

**EAST DEVON DISTRICT COUNCIL****Minutes of the meeting of Placemaking in Exmouth Town and Seafront Group held at Online via Zoom app on 20 October 2025****Attendance list at end of document**

The meeting started at 10.03 am and ended at 10.26 am

**7 Minutes of the previous meeting held on 9 September 2025**

The minutes of the previous meeting held on 9 September 2025 were approved as a true and accurate record.

**8 Declarations of interest**

Cllr O Davey – Minute 12; Affects Non-Registerable Interest: Member of Exmouth Town Council.

Cllr N Hookway – Minute 12; Affects Non-Registerable Interest: Member of Exmouth Town Council and of Devon County Council.

**9 Public speaking**

One member of the public had registered to speak at the meeting.

Mr Thomas Shillitoe spoke in relation to the Exmouth Gateway at the railway station, commenting that upon arrival at the station, it is currently very unclear which way to go. Mr Shillitoe observed that many people walk from the station to the seafront along Imperial Road, bypassing the town centre shops and cafes at detriment to the local economy. He highlighted the need to create a line of sight between the station and the Strand, directing footfall towards the Strand in order to help create the vibrant town centre that Exmouth needs. Mr Shillitoe added that he would like to see these relatively minor changes prioritised in an early phase of the Exmouth Placemaking Plan.

**10 Matters of urgency**

There were no matters of urgency.

**11 Confidential/exempt items**

There were no confidential/exempt items.

**12 Revised Exmouth Placemaking Plan - Strategic Outline Business Case**

The Corporate Lead – Major Projects and Programmes presented this report which outlined the progress made to date in reviewing the Exmouth Placemaking and supporting Strategic Outline Business Case, together with proposed next steps.

Comment was made in discussion, that automated pedestrian crossings at the Exmouth Gateway would serve to direct visitors towards the town centre whilst also easing congestion on the highway.

Members noted the revisions made to the Strategic Outline Business Case and Exmouth Placemaking Plan and the proposed next steps for public consultation and final adoption.

**Attendance List**

**Councillors present:**

P Arnott (Vice-Chair)  
O Davey  
A Hall  
N Hookway (Chair)  
G Deasy (Exmouth Town Council)

**Councillors also present (for some or all the meeting)**

I Barlow  
R Collins  
M Hall  
G Jung

**Officers in attendance:**

Louie Belfield  
Marie Ainsworth, Place & Prosperity Officer  
Bethan George, Executive Support Assistant Apprentice  
Naomi Harnett, Corporate Lead (Interim) – Major Projects & Programmes  
Sarah James, Democratic Services Officer  
Sarah Jenkins, Democratic Services Officer

**Councillor apologies:**

A Bailey  
T Dumper

Chair: .....

Date: .....

## Report to: Placemaking in Exmouth Town and Seafront Group



Date of Meeting 17 March 2026

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/a

### Adoption of Exmouth Placemaking Plan

#### Report summary:

At the last PETS meeting held in October 2025, an update report was provided on the review of the Exmouth Town Centre and Seafront Placemaking Plan (EPP) and the Strategic Outline Business Case (SOBC). Members approved changes made to the EPP and SOBC resulting from the member, officer and stakeholder workshops held in April and July 2025, before the EPP was approved for consultation.

A public consultation exercise took place for six weeks from 4<sup>th</sup> November to 16<sup>th</sup> December 2025, further minor changes have been made based on the feedback received. This report summarises those changes and seeks endorsement of the EPP and SOBC from the PETS Group, with a recommendation made to Cabinet to adopt the Exmouth Placemaking Plan.

#### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

#### Recommendation:

That members:

1. endorse the Exmouth Placemaking Plan and Strategic Outline Business Case, and,
2. recommend to Cabinet that the Exmouth Placemaking Plan and Strategic Outline Business Case is adopted by East Devon District Council.

#### Reason for recommendation:

The Exmouth Placemaking Plan is a strategic document that provides a framework for future placemaking interventions and has been subject to a thorough consultation process. With the EPP now complete, adoption is required to progress key projects in Exmouth town and seafront.

Officer: Naomi Harnett, Corporate Lead – Major Projects and Programmes  
[naomi.harnett@eastdevon.gov.uk](mailto:naomi.harnett@eastdevon.gov.uk) / Marie Ainsworth, Place & Prosperity Officer  
[marie.ainsworth@eastdevon.gov.uk](mailto:marie.ainsworth@eastdevon.gov.uk)

Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance

Place, Infrastructure and Strategic Planning

Sustainable Homes and Communities

**Equalities impact** Low Impact

**Climate change** Low Impact

The Exmouth Placemaking Plan seeks to identify changes that contribute to the future climate resilience of Exmouth. Any measures identified in the final document will be reviewed in detail as the measures are implemented.

**Risk:** Low Risk; The risk has been reviewed for the Exmouth Placemaking Plan (EPP). This is low risk as it is a strategy document. In depth reviews will be undertaken for specific projects emerging from the EPP.

**Links to background information** [PETS meeting 20th October 2025 Agenda and Minutes](#)

**Link to [Council Plan](#)**

Priorities (check which apply)

A supported and engaged community

Carbon neutrality and ecological recovery

Resilient economy that supports local business

Financially secure and improving quality of services

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### **Background:**

In July 2024, the PETS group met to review the results of the March 2024 public consultation of the draft Exmouth Town Centre and Seafront Placemaking Plan (EPP). Public comments had been mixed, with members recommending that the Exmouth Placemaking Plan should be refined before it was adopted by East Devon District Council (EDDC).

WSP were subsequently commissioned in February 2025 to review the draft EPP and SOBC and completed the exercise in September 2025. Throughout the process, officers from EDDC, Devon County Council (DDC) and Exmouth Town Council (ETC), along with Members of PETS, EDDC Cabinet and DCC's HATOC members group, were engaged to ensure all key stakeholders could contribute to the review.

As a result of all the feedback received, the following proposed actions were removed:

- The multi storey car park and leisure centre,
- Pedestrianising Queens Drive to Orcombe Point,
- The Arts and Cultural hub at Foxholes car park,
- Unlocking the Pier Head car park for use as public realm,
- Rationalising traffic movement in the town centre and seafront.

In addition, repetition and unnecessary text was removed to create more concise user-friendly documents.

WSP tested the proposed actions under each strategic objective in terms of their deliverability, readiness, ease of implementation and cost, which provided a broad priority list, with the Wayfinding Strategy and the Gateway coming out as the top priorities.

### **Public Engagement:**

The final stage of the review involved a community consultation exercise to demonstrate that EDDC had considered public feedback and incorporated appropriate changes.

The public consultation exercise was held online via 'Commonplace' in November and December 2025. In addition to the online consultation, two in person sessions were held on November 12<sup>th</sup> and the 27<sup>th</sup> at the Exmouth Pavilion and Exmouth Town Hall.

The methodology for the public consultation used a structured survey, designed to align with each action listed under the plans five Strategic Objectives. Participants were asked to record a response of "agree", or "disagree" for each action. Respondents were then invited to provide optional free-text explaining their views. After the consultation deadline, online and paper responses were collated into a single dataset for analysis.

**Summary of public consultation results:**

The consultation received 208 responses, showing broad support for practical improvements to Exmouth's town centre, seafront and gateways.

It is worth noting that respondents expressed their gratitude for the removal of several projects outlined in the pre-March 2024 version of the EPP.

Key responses included:

- People prioritised clearer, safer connections between the Station Gateway, Strand and seafront.
- There was strong backing for affordable business space, better wayfinding, improved public realm and sensitive environmental enhancements.
- Transport was also a key area where respondents suggested that shared pedestrian and cycling environments were frequently described as confusing and required improvement, proposals to reduce traffic were supported in principle only where alternatives, such as 'park and ride' was credible and inclusive.
- Respondents frequently commented that car park capacity should not be reduced or removed from key visitor destinations, such as the Pavilion Theatre, although meanwhile uses could be trialled on occasion.

Other general free-text responses included the need for clearer plain English with examples, that accessibility and inclusive access should be a core consideration. Overall, respondents wanted clear, realistic, value-for-money actions to enhance Exmouth's character and everyday experience. Figure 1 provide an overview of the additional changes to be made to the EPP and SOBC following public consultation.

<b>Figure 1 - Additional changes were made following the final public consultation:</b>	
<b>EPP - concerns</b>	<b>Changes made to EPP &amp; SOBC</b>
Terminology used by professionals not always understood	Glossary added with examples
Not enough mention of sustainability or accessibility	Text added to the appropriate sections to reflect sustainability, accessibility considerations and the need to reduce carbon.
Lack of sensitivity towards the natural environment when describing 'development' opportunities	Text changed to emphasise sensitivity towards development close to protected natural environments
'Update the existing shopfront design guide' considered too simplified	Changed to 'Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced'
Views expressed at the possible rationalisation of car parking on the seafront	Wording changed to reflect that reviews should not reduce capacity or effect local businesses

## **Next Steps:**

Further approval will be sought from:

- Devon County Councils HATOC group 20<sup>th</sup> March,
- Exmouth Town Council members 23<sup>rd</sup> March.
- Cabinet will be requested to adopt the EPP at their meeting scheduled on April 1<sup>st</sup> 2026.

The delivery of the plan will require collaborative working between EDDC, DCC and ETC once fully adopted.

Ongoing public engagement will be required as projects are developed, to ensure that the community are involved in future decision making.

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## **Financial implications:**

If any actions require additional funding to that already approved, then a separate report will be submitted to Cabinet and Council for consideration.

## **Legal implications:**

There are no substantive legal issues to add to this report.

# EXMOUTH PLACEMAKING PLAN FOR THE TOWN CENTRE AND THE SEAFRONT

# GLOSSARY

Glossary of urban planning and design phrases and concepts used within the document.

- **Activation:** The process of making a public space or building active and engaging, often through events, pop-up uses, or improved design to encourage footfall.
- **Character:** The distinct, identifiable, and typical personality of an area, formed by its history, layout, and building styles.
- **Community Infrastructure Levy (CIL):** A charge on new developments used to fund local infrastructure.
- **Design Guide:** A document, that provides standards and recommendations on applying design principles to ensure high-quality, consistent, and functional outcomes, such as in building developments or design of the public realm.
- **Hub (Urban/Community):** A central point, node, or building that concentrates activity, linking different functions like work, education, and recreation.
  - **Mobility Hub:** A focal point in the transport network, often combining public transport, bike-sharing, and shared mobility services to promote “first & last mile” connectivity.
  - **Community/Social Hub:** A space that fosters social interaction, resilience, and community services.
  - **Business/Economic Hub:** A location designed for startups and entrepreneurs to collaborate, often featuring shared resources and flexible, affordable workspaces.
- **Legibility:** The degree to which a place is easy to understand, navigate, and move around in.
- **Meanwhile Use (Temporary Use):** The short-term, temporary activation of vacant or underutilised land, buildings, or spaces for social or economic gain. These often occur while a landlord secures a new lease or in advance of long-term redevelopment to maintain area vitality. Examples include pop-up shops, community gardens, artist studios, and temporary housing.
- **Mixed-use Development:** A project or area that integrates multiple functions, such as residential, commercial, or retail, in a single, integrated development.
- **Permeability:** The ease with which people can move through an area, defined by the variety and connectivity of safe, direct routes.
- **Placemaking:** A collaborative, community-driven approach to improving public spaces and enhancing the overall quality of life and sense of place.
- **Planting Palette:** A curated, intentional selection of plants chosen for a landscape project that share a cohesive theme in terms of colour, texture, form, and environmental suitability. Similar to how an artist uses a colour palette, a landscape designer uses a planting palette to ensure the garden feels intentional, balanced, and harmonious rather than chaotic or randomly planted.
- **Public Realm:** The spaces between buildings that are publicly accessible, such as streets, squares, and parks.
- **Rationalising the built environment:** This involves redesigning, consolidating, or reconfiguring physical layouts—such as street networks, public spaces, and building plots—to make them more efficient, accessible, and high-quality.
- **Wayfinding:** The process and system of guiding people through physical spaces, combining signage, maps, symbols, colours, and environmental design to help them orient themselves and navigate from point A to B, enhancing user experience, safety, and efficiency in complex environments. It’s not just about signs, but a holistic approach that helps users build a mental map of their surroundings, involving cognitive stages like orientation, decision-making, and destination recognition.

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RETAIL Therapy

CINEMA

Premier

# 1.0

## INTRODUCTION





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Camperdown Creek

# 1.1 Introduction

The Exmouth Placemaking Plan (EPP) provides a framework to guide the future development of Exmouth Town Centre and Seafront. The plan has been informed by extensive engagement with a range of stakeholders including residents, council members and officers from Exmouth Town Council, East Devon District Council and Devon County Council. The plan builds on the policies and proposals of the Exmouth Neighbourhood Plan, focusing on unlocking the potential of the town centre and seafront areas to reinforce and sustain Exmouth as a great place to visit, live and work in.

The starting position is good, the need for change is understood, the potential is great and the steps needed to unlock this potential are clear. The list of existing natural and built assets is long - the estuary, the seafront, the Maer, gateway to the Exe Trail and the

Jurassic Coast, facilities that provide both traditional seaside attractions and support a contemporary beach lifestyle, an attractive town centre, vibrant marina, well maintained parks, gardens and sports facilities and a rail connection to Exeter.

The community spirit is strong and has expressed a clear desire and support for the fine-tuning of certain aspects of the town centre and seafront to make Exmouth the best place it can be, well summed-up in the vision of the Neighbourhood Plan:

*Exmouth aims to be a friendly, welcoming, safe, clean and vibrant town, protecting its environment and building on its traditional seaside heritage with an aspiration to be forward thinking - a great place for all, young and old, to live, work and visit.*



Figure 1: Exmouth's location within the wider context

## 1.2 The role of the Placemaking Plan

The Exmouth Placemaking Plan (EPP) will contribute positively to the future socio-economic sustainability of the town. Delivering change will require a mixture of private investment and public funding - both are hard to come by, so the EPP purposely identifies a range of potential actions from the modest to the aspirational, in readiness to attract and make use of whatever investment opportunities arise, with all activity aligning with a cohesive overall placemaking framework of strategic objectives agreed by the stakeholders that have fed into the process.



Figure 2: Diagram showing the key aspects considered in the Placemaking Plan

## 1.3 The key drivers of change impacting Exmouth

The combination of COVID-19, underlying behavioural changes in relation to retail and tourism and increasing awareness of the effects of climate change are having a significant combined impact on the role of places. This creates both threats and opportunities with the potential to dramatically affect the vibrancy and popularity of places. An established placemaking strategy to positively respond to these challenges is to sustain places by building upon their intrinsic qualities, whilst introducing the flexibility and resilience to allow for future change.

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### Places

Collectively the many natural, built and leisure-oriented assets found in Exmouth offer the type of experiential and recreational uses that people now seek in a town. Creating a better arrival experience and improved wayfinding between the station, the estuary, the town centre and the many seafront attractions can work as an economic driver for growth and vibrancy.



### Climate Change

The EPP is an opportunity to bring about changes that contribute to Exmouth's future climate resilience through the future approach to development of both its built and natural assets. Any measures to protect and enhance its natural environmental assets will have the added benefit of increasing the intrinsic appeal of the place, which is inextricably linked to its natural assets.



### Temporary & Meanwhile Uses

Exmouth is an ideal location for nurturing new business through support to the creation of so-called 'meanwhile opportunities' that can help generate footfall, community and visitor interest as well as providing an affordable kick-start and showcase for new businesses. Temporary use of existing assets can also generate short-term revenue and activation of otherwise unused space, helping to deliver positive social outcomes.



### Reuse and Repurpose

Repurposing existing assets helps to reduce climate change and achieve net-zero ambitions by reducing resource consumption and carbon emissions through re-use of embodied energy in existing buildings and materials. Exmouth has a wealth of opportunities for innovative retro-fitting and re-use of its existing built heritage, helping strengthen the sense of place through renewal and revival of existing buildings and spaces.



### Flexibility and Adaptability

To accommodate changing uses, adaptability and flexibility need to be built-in to the planning, design and use of the buildings and spaces that make up the urban realm. Recognising this, the planning system has changed to allow increased flexibility by combining certain use classes. The placemaking plan is an opportunity to embrace and promote this flexibility, learning from innovative development approaches successfully tested elsewhere.



### Diversification

Diversifying the existing mix of land uses and activities in the town centre and seafront will be essential to achieving economic resilience by growing footfall to support businesses in meeting the needs of the existing community and continuing to attract visitors to the town. The already good provision for everyday use, recreation, and entertainment could potentially be enhanced through a more visible promotion of Exmouth's arts and cultural offering.



Entrance to Manor Gardens

## 1.4 The making of the EPP

The EPP has been informed by a comprehensive programme of engagement and consultation. The key steps and indicative timeline are summarised below:

### Stage 1: Placemaking Engagement - 2022

Around 1500 people participated in this exercise through surveys, workshops and online public questionnaires to set the parameters for the Placemaking Plan.

### Stage 2: Vision Setting Workshop - July '23

Stakeholder group including representatives of Exmouth Town Council, local businesses, and community organisations. Output informed the initial vision and objectives of the EPP.

### Stage 3: Placemaking Strategy Workshop - Sept '23

Same group as Stage 2 workshop, to review emerging direction of the EPP and input to formation of potential projects and actions.

### Stage 4: Community Feedback 1 - Feb '24

Opportunity for the Exmouth community to review the a summary of the draft EPP and provide on-line feedback.

### Stage 5: Officers Workshop - April '25

Workshop with EDDC and Devon County Council officers representing key services with an interest in the delivery of the EPP to inform and refine proposals.



### Stage 6: Members Workshop - July '25

Workshop to provide feedback and indicate prioritisation of updated project list for final EPP with council members from Exmouth Town, East Devon District and Devon County council members.

### Stage 7: Community Feedback 2 - Nov-Dec '25

Second opportunity for the Exmouth community to review the draft EPP and SOBC and provide feedback online or in person.

## 1.5 EPP Document Overview

The document is structured into 5 chapters that outline how the EPP has been devised and articulate the proposed placemaking framework and recommended interventions and actions for the town centre and seafront.

### Chapter 1: Introduction

Sets out the reasons and the drivers for this placemaking plan to be developed and the purpose of this plan in directing economic growth.

### Chapter 2: Context

Summarises Exmouth town and seafront's urban context and baseline analysis findings. The section then elaborates on urban challenges, opportunities, and implications.

### Chapter 3: Engagement

This chapter summarises the process of stakeholder and community engagement that has informed the study and future vision.

### Chapter 4: Placemaking Plan Framework

Presents the vision, strategic objectives and proposed actions for Exmouth Town and Seafront. The strategic objectives cover a full range of placemaking considerations including economic, environmental, transport, urban design and landscape, events and activation, and planning.

### Chapter 5: The Delivery Plan

Describes the key considerations needed for the effective and efficient implementation of the Placemaking Plan. This section also covers potential delivery mechanisms and the required capabilities, resources and next steps.



Ocean Exmouth entertainment centre

# 2.0

## PLACEMAKING BASELINE & OPPORTUNITIES

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Exmouth marina

## 2.0 Placemaking baseline and opportunities

This chapter summarises the placemaking context for Exmouth town centre and seafront. It describes the baseline challenges and opportunities of Exmouth’s natural and built environment and how this relates to the placemaking potential of the town centre and seafront function. Following brief analysis of the historic, social, economic, environmental, planning and transport context the key challenges, opportunities and placemaking implications are summarised.

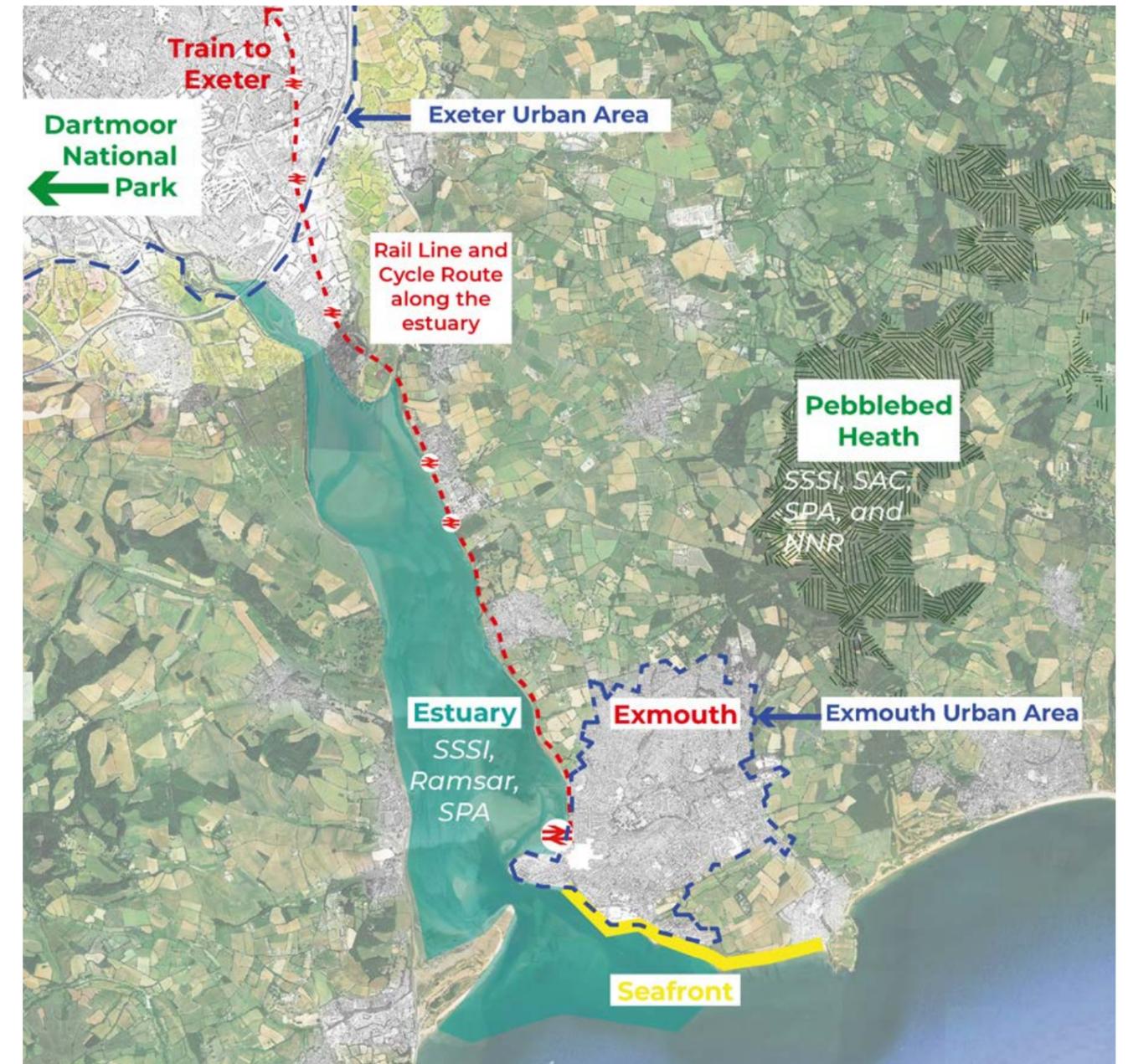


Figure 3: Exmouth’s strategic context

SSSI = Site of Special Scientific Interest  
SPA = Special Protection Areas

SAC = Special Area of Conservation  
NNR = National Nature Reserve

Ramsar = wetland of international importance designated under the 1971 Ramsar Convention

## 2.1 Baseline Overview

This section summarises the key features, strengths, characteristics and attributes of the town centre and seafront and their immediate context. The overview considers the built and natural heritage and how this has shaped the urban form to understand the existing dynamics of the place and what interventions are needed to unlock the full potential of the place.

### Town Centre

There is a strong core to the town centre around the focal point of The Strand, which is a high quality and well-used public space overlooked by a variety of restaurants, cafés, and shops. Although the The Strand is less than a 5 minute walk from the station and main visitor car parks and less than a 10 minute walk from the seafront, a lack of clear signage and coherent connections between the station area, town centre and seafront inevitably result in visitors heading for the seafront inadvertently by-passing the town centre as well feeling disorientated by the lack of legibility.

The wider town centre is compact and well defined, typically extending by one to two blocks beyond The Strand in each direction and further to the north along Exeter Road, which was historically the main approach to the town from Exeter. There is diverse architecture in the town centre including many Grade II listed buildings and some modern additions including The Magnolia Centre shopping parade, which although typical of 1970s design, at least sits within the original urban street pattern, albeit with a privately managed public realm, which would benefit from investment.

The town centre has a variety of street types ranging from pedestrianised alleys and lanes to roads accommodating cars, buses and general traffic, separating the town centre core from the surrounding parks, residential areas and routes towards the seafront. Changes to traffic management are needed to help create better conditions for walking and cycling to, from and through the town centre.

### Manor Gardens

Manor Gardens is an attractive public park south of the town centre and in conjunction with the adjacent Madeira Walk linear park, forms part of a level, step-free and direct walking route to the seafront. Signage improvements are needed to improve wayfinding and encourage use of this route to create more footfall between the seafront attractions and the town centre.

### Station Gateway and Estuary

The area around the station is a gateway to the town for people arriving by train and 2 of the main car parks used by visitors. The area currently lacks a distinctive and memorable sense of arrival and wayfinding to the town centre, seafront and other parts of the town is poor. Public realm improvement and rationalised signage should be prioritised in this location to improve the visitor experience and sense of place.

The estuary frontage is very close to the station gateway area, but currently there is no signage or

direct footpath or cycle link. The estuary is one of Exmouth's prime natural assets and there is clear potential for relatively small interventions to enable more visitors to appreciate it, as well as improving access for residents. The well-used Exe-Trail walking and cycling path, which routes along the estuary, begins close to the station and the station gateway area has obvious potential to act as a 'hub' for Exe-Trail users, potentially providing a cafe, cycle hire and maintenance as well as acting as a welcome and information point for Exmouth, which would also serve visitors arriving by train, coach and car.

### Marina

The Marina is a residential complex of houses and apartments, with a local seasonal ferry terminal, marina and berthing facilities, bars, shops and food outlets developed around the historic Exmouth dock. The Marina is an established attraction for residents and visitors, with good footpath access through and around most of the estuary, dock and sea-facing frontage. Better signage and more cohesive and legible routes to the area would encourage further use and enable the area to contribute better to the overall sense of place in Exmouth.

### Seafront

Forming the western end of the Jurassic Coast, Exmouth's seafront is a key cultural and natural asset that has the potential to become an even greater tourist destination through some public realm, traffic management and wayfinding improvements. Broadly divided into the Esplanade (west end next to the Marina), Queens Drive (central area) and the Maer (east end) and continuing east to Orcombe Point, the seafront offers a range of activities serving both residents and visitors, including 2 miles of sandy beach and promenade. Activities along the seafront include a variety of outdoor leisure and sports facilities available for a range of age groups, including multiple water sports, bowls, cricket, and tennis facilities. There are pockets of land with potential to be used more effectively to further strengthen the seafront offering - including the stage and performance area behind Queens Drive Space.

The Maer is another valuable natural asset and valuable part of the seafront setting, providing a contrasting natural landscape and open space which acts as a green lung and flood zone. Like the estuary, there is potential to sensitively enhance signage and information to increase use and appreciation of this space and further enhance the Exmouth offering.

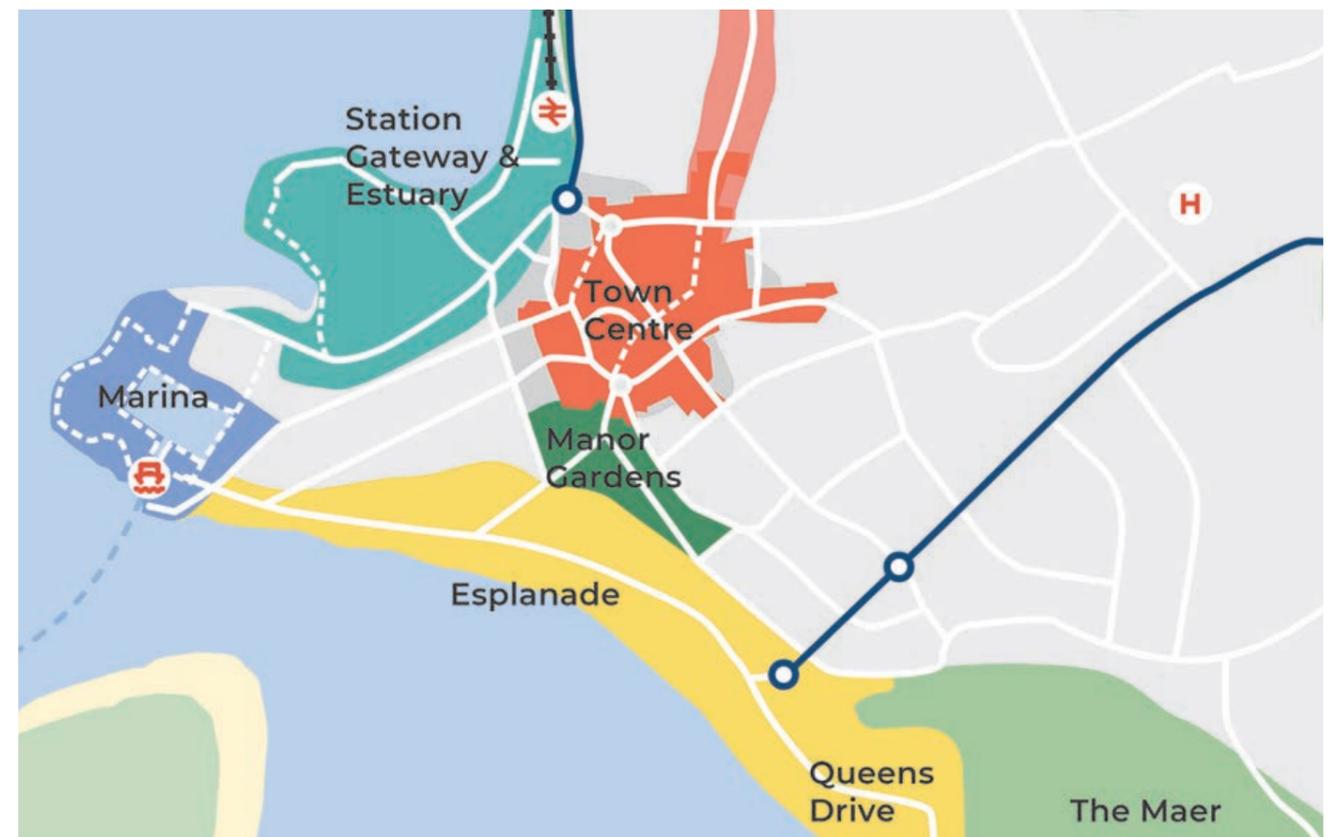


Figure 4: Exmouth character areas

## Planning baseline summary

This section summarises the relevant planning policy context and at the national, local, and neighbourhood area levels.

### National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for development can be produced.

### East Devon Local Plan

East Devon District Council (EDDC) is responsible for preparing a development plan for its area, to guide development in accordance with relevant planning legislation in the NPPF.

The East Devon Local Plan (EDLP) was adopted in 2016 and provides strategic and local planning policy for East Devon, setting out how it should evolve and grow during the plan period (2013-2031). The Plan places great importance on the natural and historic environment, setting out where development in East Devon will occur and how local assets will be conserved and enhanced.

The East Devon Local Plan (EDLP) was adopted in 2016 and provides strategic and local planning policy for East Devon, setting out how it should evolve and grow during the plan period (2013-2031). The Plan places great importance on the natural and historic environment, setting out where development in East Devon will occur and how local assets will be conserved and enhanced.

The EDLP contains a key strategic policy specific to development at Exmouth. This policy states that Exmouth is suited to larger scale development and promotes proposals for:

- Moderate new housing provision;
- Significant new employment provision in the town;
- Significant investment in new retail and commercial facilities;
- New facilities to serve the needs of residents;
- Key elements of infrastructure provision;
- Development that does not harm wildlife and habitats;
- Suitable Alternative Natural Green Space (SANGS); and
- Habitat mitigation.

EDDC is preparing a new Local Plan to replace the existing EDLP, and published a second Regulation 19 document for consultation between November 2025 and January 2026.

In consideration of potential housing sites within Exmouth - which is the largest settlement in the district, the emerging plan notes that the concentric location of Exmouth town centre in relation to the wider settlement results in a high car dependency for residents in outlying areas in order to access the facilities and services in the town centre. This highlights the importance of optimising walking and cycling infrastructure to the town centre and seafront for local residents to encourage viable and attractive alternatives to private car dependency.

Other than allocations for new housing sites (including some brownfield sites within the town centre) the emerging local plan has few site specific policies relating to the town centre and seafront area. As such the Placemaking Plan provides useful supplementary guidance for these areas.

### Exmouth Neighbourhood Plan

Exmouth Town Council (ETC) developed a Neighbourhood Plan for its designated area, which includes the town centre and seafront, as well as the wider town, which was adopted (or 'made') in 2019. ETC is now preparing a replacement Neighbourhood Plan, seeking to update existing policies to take account of the changing evidence base and policy considerations - the changes including those at national and District level, as well as those within the Neighbourhood Area itself.

Although most of the policies and actions apply to the wider town, a small number of policies relate to the town centre and seafront, and where possible the Placemaking Plan aligns with these.

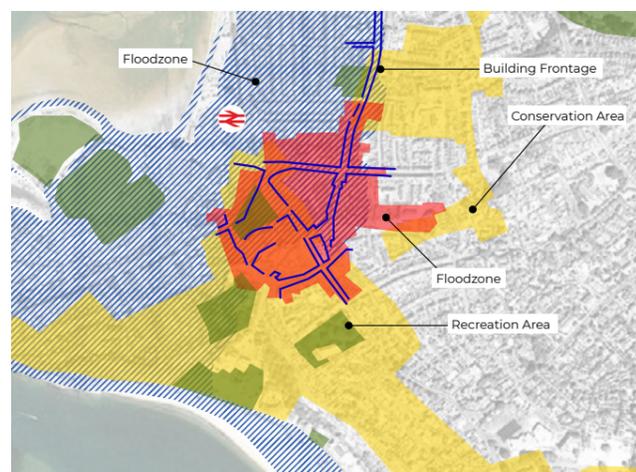


Figure 5: Map showing planning designations in the adopted Local Plan

## Socio-economic baseline summary

This section summarises the socio-economic baseline in Exmouth, indicating a number of measures against which improvement is needed, to be addressed where possible through the Placemaking Plan.

### Population

Exmouth's population has grown more slowly than East Devon and England. The population of Exmouth is older than average for England, with 29% of the population aged 65 years and older. Ethnic diversity is lower compared to England as a whole.

### Education and qualifications

Exmouth has a lower-skilled population compared to East Devon and England, with 30% of the population educated at NVQ4+ compared with 34% in East Devon and 34% in England. Skills attainment has improved significantly in Exmouth over the past decade, with the proportion of residents with no qualifications falling a third over the period 2011-2021 and NVQ4+ level attainment increasing by 15% over the same period.

### Deprivation

Almost half of the population of Exmouth is not deprived in any of the four dimensions of household poverty: employment, education, health and disability, and household overcrowding. This is lower than the 51% in East Devon and 48% in England. The index of multiple deprivation (IMD) shows that overall, Exmouth is less deprived in terms of exposure to crime and barriers to housing and services. However, it is relatively more deprived in relation to employment opportunities, and education, skills and training. Littleham Ward contains the most deprived LSOAs in terms of deprivation related to income; employment; and education, skills and training. Exmouth Town has a higher level of deprivation in terms of exposure to crime and living environment.

### Exmouth's economy and productivity

In 2021, the GVA of Exmouth's economy was £381 million, compared to East Devon which had a GVA of £2.7 billion, and Devon as a whole with a GVA of £17.5 billion. Exmouth's GVA per worker in 2021 was £24k, indicating workers in Exmouth have lower productivity compared to East Devon (£42k), Devon (£47k) and England (£64k).

The COVID-19 pandemic caused a significant increase in claimant counts on a national scale. This was especially pronounced in East Devon, and in particular in Exmouth. Claimant count numbers were still higher in June 2023 than their pre-COVID levels. The economically-active population in employment (2021 figure) is 52% in Exmouth, which is less than the 57% for England as a whole.

### Employment by sector and occupation

Exmouth's employment is predominantly in accommodation and food service, wholesale and retail, healthcare and social work, education, construction, and administrative support activities. Together, these comprised 79.2% of total employment in Exmouth (2021). Compared to pre-COVID 2019 levels, all six sectors have either returned to or surpassed their 2019 levels. As of 2021, Exmouth has a larger proportion of its employment, compared to England, coming from accommodation and food services (20% versus 7.4% in England); health and social care (17.5% versus 13.1%), education (10% versus 8.5%), and construction (6% versus 4.9%). Exmouth has a higher percentage of the population working in skilled trades, the care sector and in sales and customer service roles compared to the rest of England; and less working in managerial or directorial roles and professional occupations.

*Tourism is central to helping address the socio-economic challenges and the Placemaking Plan can help unlock the economic potential inherent in Exmouth's unique geographic location and context. By better joining up and marketing the combined attractions of Exmouth town centre and seafront a vibrant and active visitor economy can be sustained throughout the year, bringing economic benefits to the whole community.*

## Transport baseline summary

This section summarises the socio-economic baseline in Exmouth, indicating a number of measures against which improvement is needed, to be addressed where possible through the Placemaking Plan.

### Walking and cycling

Although Exmouth has cycling infrastructure including the Exe Trail and an off-highway cycle lane along the length of the seafront, the overall provision is disjointed, with significant gaps in the network between these routes and the town centre and other areas of the town. This causes difficulties for cyclists and walkers navigating between points of interest. Routes lack legibility and visual cohesion due to inconsistent public realm, signage and wayfinding. The design of the shared cycle and pedestrian route along the seafront results in conflicts between both modes of travel. The introduction of bike hire and docking facilities in the town would significantly increase opportunities to use active travel modes.

### Roads

For a number of reasons highlighted in the preceding sections, many journeys in Exmouth, including shorter ones, are currently made by car, causing congestion and CO2 emissions and impacting on air quality. The level of traffic on roads around the town centre, past the station and along the Esplanade and Queens Drive can create the effect of severance between these adjacent areas. The straight geometry of the seafront roads and a lack of traffic calming or deterrent speed cameras can result in some speeding vehicles, increasing the danger for pedestrians needing to cross the road and cyclists sharing the road space. Introducing traffic management measures may help - possibly including the reallocation of road space to facilitate enhanced walking and cycling infrastructure.

### Bus and train services

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The town is generally well served by buses, with multiple routes linking Exmouth with surrounding towns and villages at frequencies of up to 15-30 minutes at peak times. During peak holiday seasons demand can exceed supply and the lack of a mobility hub or defined interchange area may limit the extent to which visitors feel confident to use the buses.

The railway station is conveniently located for access to the town centre and seafront and would make an ideal location for co-location of a mobility hub to include buses, cycle hire and other possible 'last-mile' the legibility transport modes to offer alternatives to private car use. As stated in previous sections, improvements are needed to wayfinding between the station, town centre and seafront. The station is served by frequent trains to and from Exeter and Paignton at a peak time 30 minute frequency.

### Parking

Significant areas within the town centre and seafront area are used for surface level car parking. Until and unless there is a reduction in the current levels of car use by residents and visitors, it is likely that any loss of parking capacity would risk impacting on businesses located in the town centre and seafront. Establishing viable alternatives to facilitate a reduction in car use is a long term aspiration unlikely to be deliverable within the lifetime of the Placemaking Plan. In the short to medium term there are opportunities to enhance the existing car parks, for example by introducing planting that can provide rainwater attenuation, help improve air quality and be designed to visually enhance and define safer pedestrian routes through the car parks, helping elevate their placemaking contribution.

There is a park and ride facility at Digby and Sowton railway station near M5 Junction 30 on the railway line between Exmouth and Exeter, which has the potential to be promoted as a park and ride option for Exmouth.



Precedent example of car park with integrated rain gardens

## Environment baseline summary

This section summarises the environment baseline, indicating key constraints and priorities for conservation and enhancement in relation to the town centre and seafront that need to be considered in the EPP.

### Natural environment

Exmouth is surrounded by diverse and rich landscape and ecological habitat. The Exe Estuary, Jurassic Coast, and Pebblebed Heath are key features of Exmouth's natural environment. Several environmentally designated areas are present in Exmouth, including a UNESCO World Heritage Site, shellfish designated waters and fisheries, internationally important wildlife refuges at the Exe and Heaths and other key sites for bird watching.

### Flood zones

Most of the town's coastline and adjacent areas are Flood zone 2, meaning a greater than 1 in 100 year flood risk. This overlap with residential and commercial areas, including parts of the town centre. Two brooks draw a green axis through the town and link the coast to the agricultural land and forested areas. A network of permeable soil is present, which helps mitigate the effect of storm events.

*The placemaking strategy needs to place a strong emphasis on preserving and maximising natural capital through the creation of additional green corridors, parks, and tree planting that extend the established existing network of green infrastructure. This will help to facilitate Exmouth's transition into a climate-resilient, net-zero, and environmentally enhanced community. These actions will not only reduce carbon impacts but also enhance well-being, skills, and job opportunities within the community. The ambition is to adhere to best practise net-zero design standards, providing comfortable and sustainable spaces for the community.*



Cycle route south of Beacon Hill

Figure 6: Plan showing natural landscape designations

# 3.0

## ENGAGEMENT



# 3.0 Engagement

## 3.1 Engagement Process

The Placemaking Plan has been influenced and informed through an extensive programme of engagement activities commenced in 2022. Figure 7 illustrates the full engagement timeline.

This chapter provides an overview of the engagement process and a brief summary of each of the activities undertaken and how they have informed the EPP.

### A. 2022 Placemaking Engagement

Almost 1,500 people were engaged in a 3 month programme including face-to-face stakeholder workshops, online public questionnaires, and face-to-face visitor surveys. The aim of the activities was to identify the issues and themes to be addressed in the Placemaking Plan. Engagement activities focused on three key questions:

-  How will a Prosperous Exmouth look and feel?
-  What do local people want to see – what will attract them?
-  What do visitors want to see – what will attract them?

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### Top Place Characteristics identified from the 2022 Engagement

**Exmouth's unique identity is a modern seaside town that builds on its heritage:**

The general consensus among respondents was with to position the town as a modern place that acknowledges its rich history as a seaside town.

**Exmouth's biggest asset is the seafront:**

The beachy Seafront and promenade is Exmouth's most widely valued asset. Water sports are intrinsically linked with and a distinguishing feature.

**Exmouth should be known for green tourism:**

Being surrounded by a diverse local ecology, wildlife, migratory bird sites, and an AONB, Exmouth should celebrate and support this through sustainable development in general. Exmouth's attraction was described by some respondents as the combination of the town, estuary, and seaside.



### B. Vision Setting Workshop

The purpose of the Vision Setting Workshop in July 2023 was to articulate challenges and opportunities to be addressed by the EPP and to collectively develop a vision for each of Exmouth's character areas.

The workshop was attended by 30 participants representing a range of stakeholder groups including Exmouth Town Council, key businesses, and community organisations.

The activities helped to identify three key areas of focus for improvement:

#### Station and Estuary

Improve arrival experience by enhancing the area as a gateway to the town centre and seafront. Address existing gaps in pedestrian and cyclist connectivity between station and town centre.

#### Town Centre

Make the most of existing assets including The Strand and the area's community and café culture. Address public realm and wayfinding issues and increase vibrancy and retail/service offering.

#### Seafront

Key assets include Queens Drive Space and Sideshore. Key issues include the variation in quality of the leisure and tourism offering, and the public realm.

### C. Placemaking Strategy Workshop

The Placemaking Strategy Workshop in September 2023 was undertaken with the same group as the previous workshop to test and reconfirm the themes and priorities for the EPP. The workshop also began to explore the potential form and impact of interventions.

Five key placemaking themes emerged from the discussion:

#### Pedestrian/cycling infrastructure

Improvements to current paths, better definition of routes between different parts of the town and seafront and introduction of bike hire facilities.

#### Signage

Improved signage and information boards, better wayfinding, especially from the station.

#### Leisure

Support to water-based and other sports facilities, more green space, more café / shopping opportunities, and planned camper van areas.

#### Movement and access

Introduce park-and-ride facilities to reduce traffic/pollution. Increase walking and cycling connectivity. Encourage use of public transport.

#### Look and feel

Better quality and coverage of public facilities including litter bins, water points and showers.



Figure 7. Engagement timeline

## D. Community feedback 1

Following completion of the preliminary draft final report, the Exmouth community were invited to comment on the emerging proposals, through an on-line engagement in February 2024. This generated useful feedback, ultimately leading to a reconsideration of some of the proposed projects.

To inform the redrafting of the EPP, the opportunity was taken to engage with EDDC and DCC officers to reconsider the proposed interventions and also to re-engage with stakeholders.

## E. Officer engagement workshop

This took place in April 2025 to consider feedback from the community engagement and to provide additional insight from EDDC and DCC officers to inform the redrafting of the EPP. Participants included officers from planning, transport, open spaces and countryside, streetscene, events, arts and culture.

A key outcome from the workshop was a draft revised list of proposed actions, removing some previous proposals, modifying others and adding new proposals.

## F. ETC/EDDC members workshop

Following the officer engagement workshop, a revised list of proposals were prepared for re-engagement with representative members from Exmouth Town Council (ETC) East Devon District Council (EDDC) Devon County Council (DCC) in July 2025.

This key stakeholder group provided feedback on the proposed revisions, which was taken into account in the drafting of the final EPP.

## G. Community feedback 2

A further on-line and face to face community engagement exercise took place in Nov and Dec 2025, inviting comments on the final revised EPP. Comments have been taken into account and some amendments have been made.



Figure 8. Example plans used at early stakeholder engagement workshops



# 4.0

## THE PLACEMAKING FRAMEWORK

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# 4.1 Vision

Exmouth's historic legacy as a seaside resort town provides a strong placemaking foundation, but the town centre and seafront need to evolve to help secure growth and diversification of the local economy to secure a resilient future for the town.

The extensive process of analysis and engagement undertaken to inform the Placemaking Framework has identified four overarching themes that summarise the vision for the evolution of the town centre and seafront:



## Creative and Enterprising

Exmouth will become a place that embraces and fosters creativity and enterprise across everything it does. There will be spaces where new businesses can try out ideas and where local businesses and creativity can be showcased to everyone who visits the town and seafront. This drives economic growth, supports local businesses, and encourages start-ups, supports arts and culture, and benefits from a thriving daytime & evening economy.



## Inclusive and Prosperous

Exmouth will be a place where everyone has the opportunity to make use of the natural environment through sport and leisure activities as well as engage economically in the town centre and through business and skills development linked to Exmouth's unique setting and natural environment, as well as the spaces created in the placemaking plan for businesses to develop. This creates an environment where all can thrive individually, as well as together in Exmouth.



## Green, Resilient and Sustainable

Exmouth will be a place where green and blue natural environments are the focus of its future, incorporating climate resilience, sustainability, protection of nationally and internationally recognised biodiversity across future developments and local economic development. This will enable Exmouth's and local business brands to be built around its natural assets alongside an innovation centred vision for the how Exmouth will develop in the future.



## Unique and Independent

Exmouth is unique and independent. Its unique physical environment enables unique activities and businesses to grow. Through place-based and infrastructural enhancements, the unique qualities are enhanced, and the identity of Exmouth will be strengthened. This enables Exmouth to be independent and chart its own path forward that delivers for both residents and visitors alike. This ensures it can grow and develop sustainably for years to come.

# 4.2 Placemaking Framework

Exmouth's Placemaking Plan represents a forward-thinking and comprehensive approach to revitalising the town centre and seafront, capitalising on opportunities, addressing its challenges, and outlining strategies to deliver a vibrant and sustainable future. Five strategic objectives and related actions have been devised to realise the vision for the evolution of Exmouth's town centre and seafront over the next decade.

The EPP has considered a range of contextual, socio-economic and infrastructural constraints that impede Exmouth's potential for transformation. A diverse suite of measures to underpin the emerging urban themes has been explored and links back to resolving many of the town's challenges. The interventions have been developed as cross-cutting solutions to tackle economic and spatial issues and catalyse the transformation of Exmouth town and seafront. The strategic framework incorporates EDDC's aims, the community's aspirations, the issues identified, and crucially addresses challenges such as climate emergency and carbon neutral. When integrated, this approach equips Exmouth with a future ready and resilient and deliverable Placemaking Plan.

The five strategic objectives are complementary to achieving the overall vision for the evolution of the town and seafront. Providing an attractive offer for the younger population and economic repositioning is paramount to unlocking Exmouth's potential, by establishing the town and seafront's new offer that is investable, attractive and more accessible and attractive for residents and tourists alike. This repositioning will require EDDC to work alongside other public sector organisations, stakeholders, the private sector, and thriving small and independent businesses. As the key asset owner and local authority EDDC will provide leadership to stimulate sustainable economic growth. The envisioned economic repositioning for Exmouth underpins the spatial placemaking interventions outlined in the following sections.

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**1 Support the development of sites within the town centre and on the seafront for complementary uses that meet year-round demand from visitors and residents.**

The plan seeks to promote development and tourism opportunities by strategically using available land.

**2 Enhance connections between existing assets through improvements to the public realm between the town centre and the seafront**

A major focus is strengthening the connection between the Town Centre and the seafront by creating a continuous public realm, encouraging seamless accessible movement and a sense of unity.

**3 Promote and facilitate temporary activation and meanwhile uses**

The plan aims to foster year-round interest by encouraging active programming and events that engage the community and visitors alike.

**4 Promote opportunities to encourage more active lifestyles for residents and visitors of all age groups including walking and cycling initiatives.**

Promoting an active lifestyle for residents and visitors of all age groups is a priority, ensuring that there are opportunities for physical activity and well-being throughout the Town and Seafront.

**5 To enhance and celebrate Exmouth's rich biodiversity and natural assets**

Celebrating and enhancing the town's natural biodiversity and assets is vital for creating a vibrant, sustainable community.



## 4.2.1 Strategic Objective 1: Support the development of sites within the town centre and on the seafront for complementary uses that meet year-round demand from visitors and residents

### Rationale:

Improving the use of existing sites is a key opportunity for Exmouth to enhance character and enable economic growth. Underutilised sites within the town centre and along the seafront have the potential to be developed for tourism or other enterprise to meet local need.

Stimulating new sustainable, low carbon development is a key enabler of other objectives, creating the potential for realising other placemaking opportunities. To complement the seasonal nature of tourism, a focus is needed on more year-round opportunities. Creating spaces that can support this will enable Exmouth to develop a more robust economy with more stable employment and revenue for businesses. It will also create spaces where local entrepreneurs can try out new businesses, which will in turn foster local business networks. Exmouth has a coach friendly status and a more attractive town and seafront will encourage more use of visiting coach facilities.

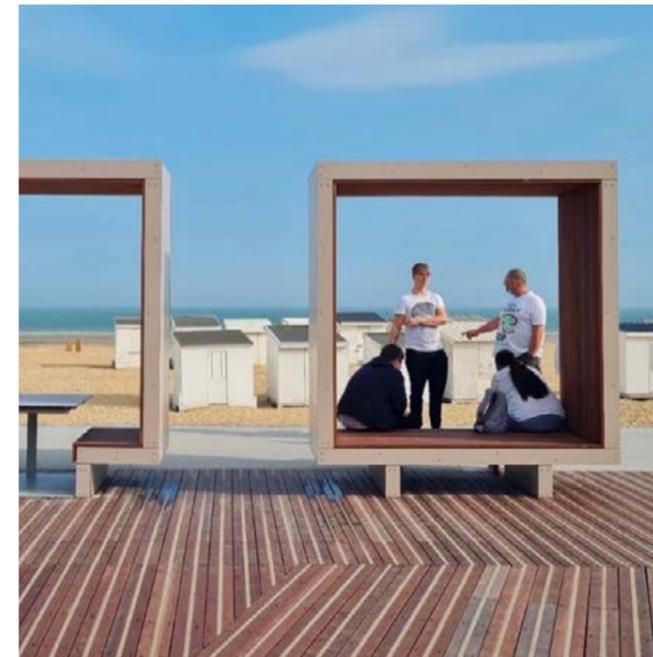
### Aims:

- To maximise the use of land by reimagining spaces to enable a variety of activities and uses.
- To diversify Exmouth's economy from seasonal tourism to a year-round active place with complementary recreational, leisure, and cultural offers.
- To support the emerging entrepreneurial network through collaboration.
- To create new employment and business opportunities.

### Actions

1.1	Make the most of existing town centre and seafront assets in public ownership encouraging investment to support diversification of the existing offer.
1.2	Review the use of existing car parks to determine if there are any new development opportunities, without reducing car parking capacity.
1.3	Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.
1.4	Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.

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**Strategic Objective 1:** Support the development of sites in the town centre and on the seafront for complementary uses that meet year-round demand from visitors and residents.

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- KEY**
- - - Project focus boundary
  - █ Primary road
  - █ Secondary road
  - █ Tertiary road
  - ⋯ Linkages
  - Public space

Figure 9: Strategic objective 1 spatial plan

## 4.2.2 Strategic Objective 2: Enhance connections between existing assets through improvements to the public realm between the town centre and the seafront

### Rationale:

Exmouth has great assets that exist almost in isolation – the station, the estuary, the town centre, the marina, multiple seafront attractions, the Maer and Orcombe Point. There is great potential to more effectively connect these assets through simple measures such as improved signage and enhancements to the streets and parks that link them together.

Improvements to accessibility and navigability help harness these great assets to create an even more appealing and attractive place to visit and spend time, thereby encouraging investment and associated new economic activities that benefit both visitors and residents.

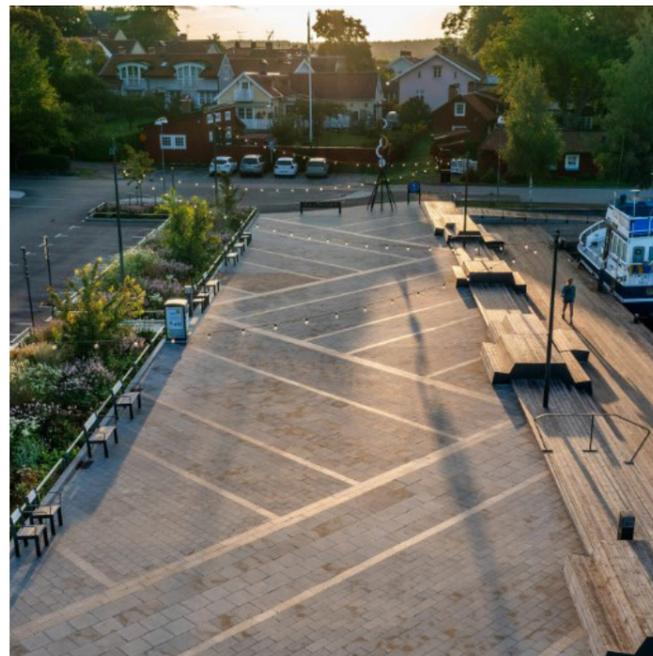
The disconnect between the town, the seafront and the different identified areas and features can be bridged by bringing forward public realm improvements that help tie together Exmouth as a whole, while maintaining and strengthening the distinct character of the constituent parts. As part of improving the public realm and making spaces more accessible, there are also opportunities to promote greater levels of walking and cycling and reduce transport emissions by improving the safety and convenience for active travel users.

### Aims:

- To make the most of existing assets and improve the links between them.
- To increase dwell time within the town centre and seafront.
- Refining the place narrative and overall identity.
- To create a safer, more inclusive and enjoyable walking and cycling environment within the town centre and along the seafront.

### Actions

2.1	Improved station gateway to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.
2.2	Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.
2.3	Commission a public realm strategy that guides improvements to streets and open spaces to reinforce the recommendations of the wayfinding strategy.
2.4	Provide information boards around The Maer Nature Reserve and other heritage assets, both built and landscape to promote and celebrate its rich local heritage.
2.5	Support the provision of more drinking water fountains and shower facilities along the seafront.
2.6	Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.
2.7	Strand refresh – work with all stakeholders to formalise various uses of this key space to ensure that business spill-out, events and meanwhile activities are complementary and compliant with requirements for use and maintenance.



**Strategic Objective 2:** Enhance connections between existing assets through improvements to the public realm between the town centre and the seafront

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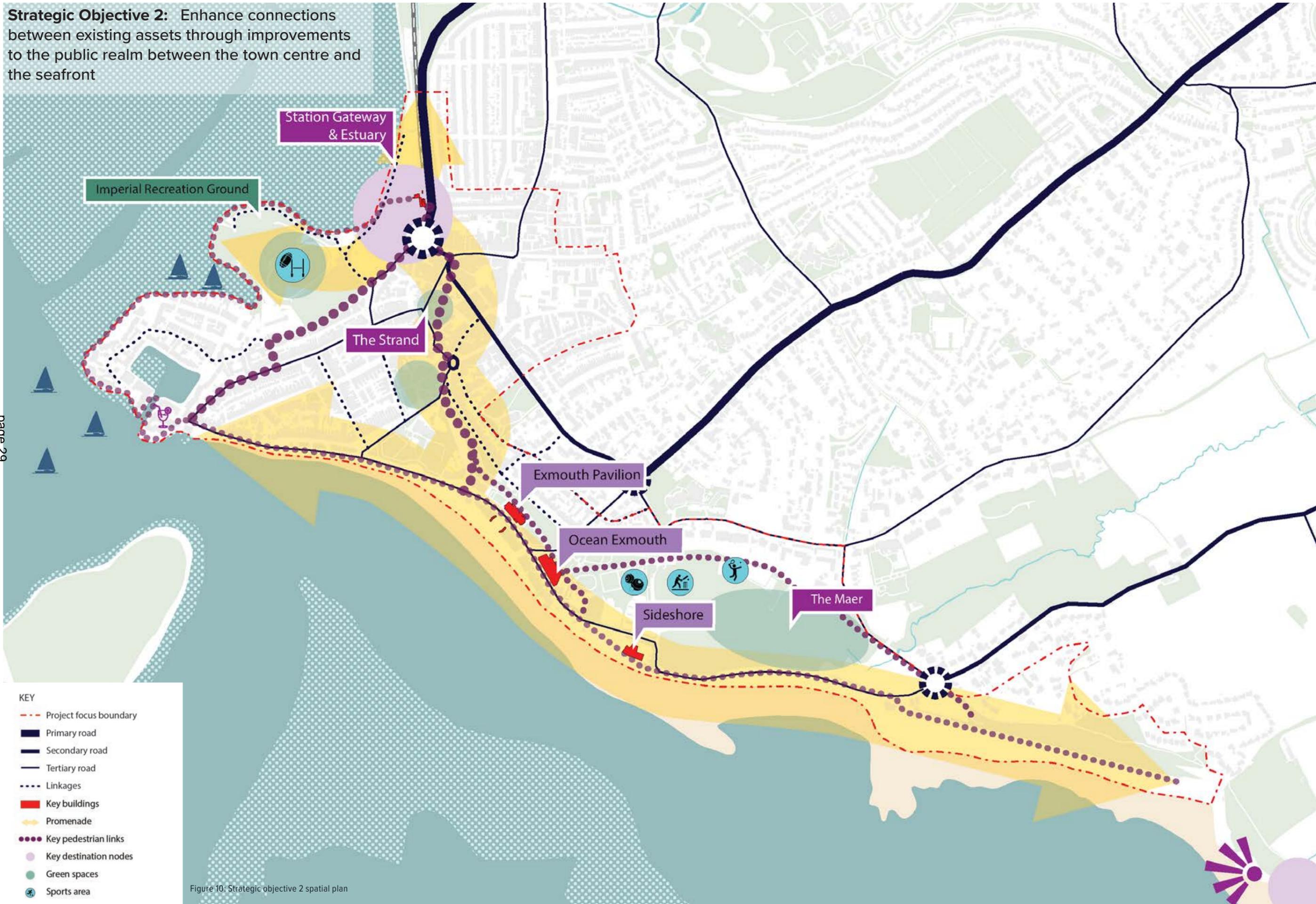


Figure 10: Strategic objective 2 spatial plan

### 4.2.3 Strategic Objective 3: Promote and facilitate temporary activation and meanwhile uses

#### Rationale:

Exmouth has good availability of public space with potential to facilitate temporary business enterprise and events, offsetting limited availability of land for new development. The benefit of temporary uses (meanwhile uses) is the opportunity for experimentation with new formats and events that provide low-cost opportunities to promote local businesses.

The proposed approach to meanwhile uses is to promote and facilitate the use of existing public spaces within the town centre and on routes to and along the seafront. Through small interventions such as landscape improvements and provision of power and storage, existing spaces will gain the flexibility to host temporary activities including market stalls, food stalls, performance spaces and art installations.

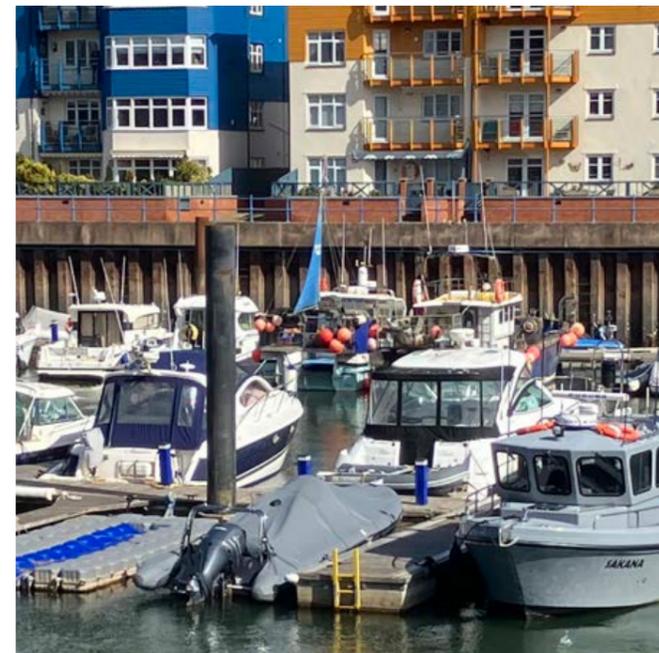
Complementary to the other strategic objectives, by helping to promote meanwhile uses and increasing the use and vitality of existing spaces, an enhanced offering of activities and events will help create year round interest in Exmouth, with the support of a renewed events strategy, increasing the appeal of the town for residents and visitors alike and encouraging further investment.

#### Aims:

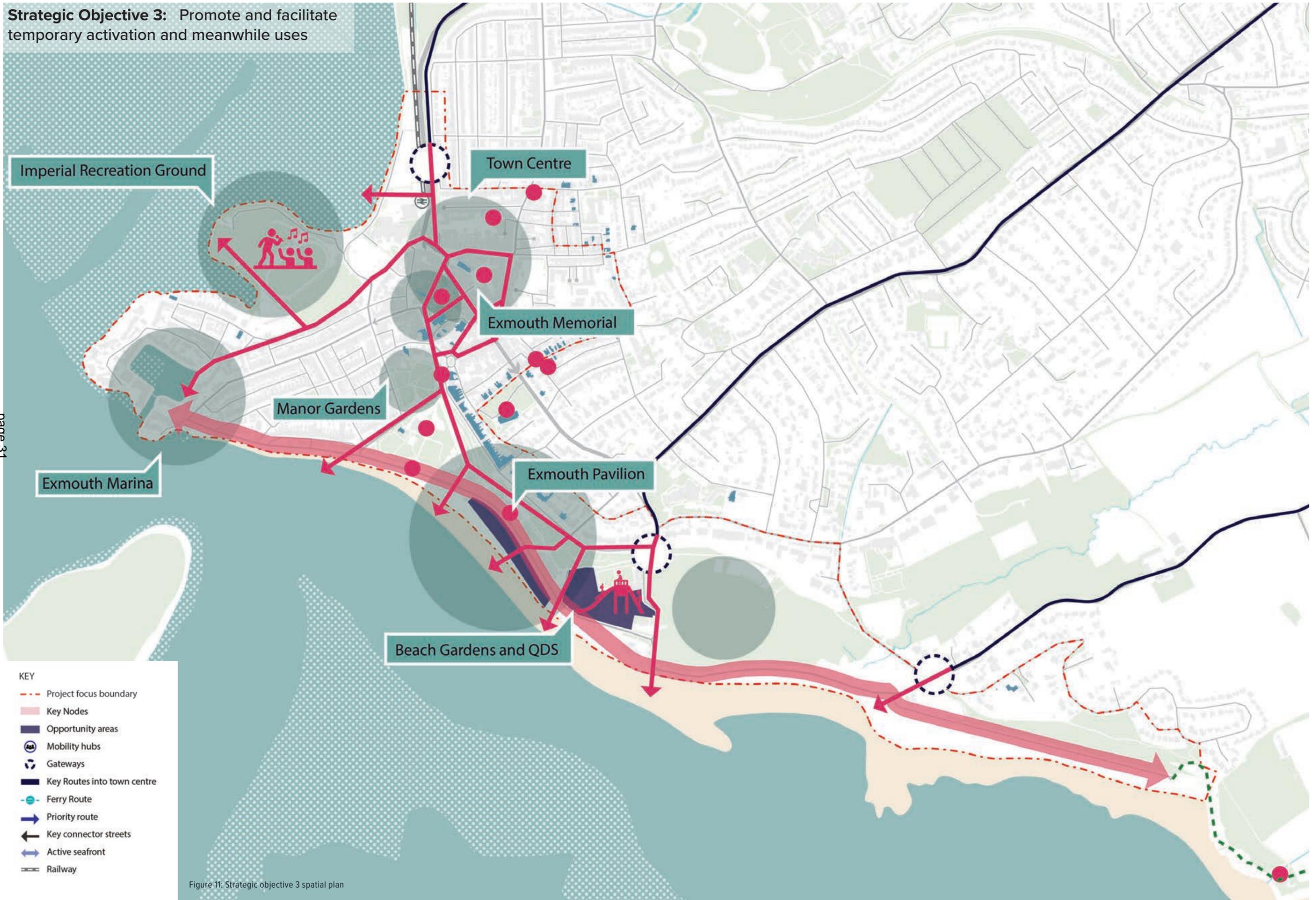
- Create opportunities for local enterprise
- Create opportunities to promote local artists
- Create additional vitality and greater use of existing spaces

#### Actions

3.1	Promote public art to complement the heritage buildings and foreground the arts and culture of Exmouth. Support this through creation and signing of additional art /culture and heritage trails to diversify the tourist attractions.
3.2	Promote evening events throughout the year, especially food focused events that make use of existing and enhanced public realm.
3.3	Provide events infrastructure in appropriate locations to enhance the ease of setting up events. Infrastructure such as charging points, existing footfall counters etc.
3.4	Create opportunities for arts and culture by repurposing the existing assets, complementing them with new facilities and a curation strategy.
3.5	Strengthen the experience at Beach Gardens / Queens Drive Space as a family attraction by considering them as complementary assets and spaces. Reconfigure to make best use of all available space.



**Strategic Objective 3:** Promote and facilitate temporary activation and meanwhile uses



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- KEY**
- - - Project focus boundary
  - Key Nodes
  - Opportunity areas
  - Bus Mobility hubs
  - Gateways
  - Key Routes into town centre
  - Ferry Route
  - Priority route
  - Key connector streets
  - ↔ Active seafront
  - Railway

Figure 11: Strategic objective 3 spatial plan

## 4.2.4 Strategic Objective 4: Promote opportunities to encourage more active lifestyles for residents and visitors of all age groups including walking and cycling initiatives

### Rationale:

Exmouth is located at the meeting point of the Exe Estuary Trail cycle path and the Jurassic Coast walking route. It is also an established hub for water sports activities. There is great potential to make more of these assets and the connections between them to strengthen the identity of Exmouth as a place that supports active lifestyles for residents and visitors of all ages. Much of this potential lies in the opportunity to improve signage, wayfinding, and active travel provision within the public realm that links these assets.

The best form of placemaking is making the most of existing assets. Encouraging more indoor and outdoor pursuits and activities in local leisure centres, sports clubs, in the natural environment, and building on Exmouth's standing as a watersports centre, helps strengthen the towns offer and promotes active lifestyles. These facilities need protecting and encouraging. Potential interventions range from hubs at the start / end point of the Exe Trail and Jurassic Coast Path and at strategic locations within the town and along the seafront to help orient users and link them to the other outdoor attractions. Each hub creates an opportunity for economic activity, including cycle hire / maintenance, refreshment and other retail and information / sales for water-based activities.

In addition to hubs to support walking and cycling, active travel routes through the town centre and along the seafront should be enhanced to promote more sustainable travel and further support healthy lifestyles by offering attractive, affordable and safe alternatives to car use, this is particularly important in promoting low-carbon lifestyles and contributing to lowering carbon emissions in line with the Climate Emergency.

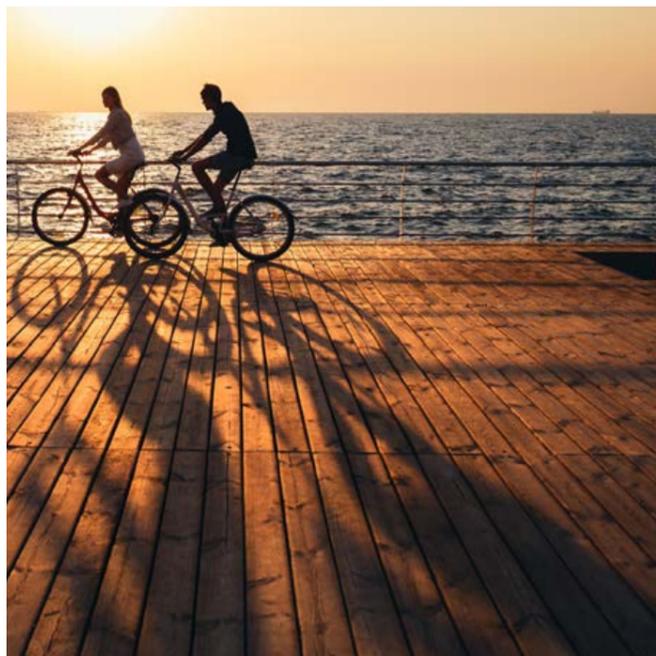
Transportation can also be found on the water, with water taxis and ferry boats operating throughout the year. These services should link in with other active travel and public transport hubs.

### Aims:

- Create hubs within the town centre and along the seafront that become the gateways to the regional walking and cycling network and water sports activities.
- Prioritising walking and cycling across Exmouth town centre and the seafront to create safer, more inclusive mobility options.
- Improve access to healthier choices and reduce car dependency by providing low-cost transport links to destinations.

### Actions

4.1	Encourage hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.
4.2	Undertake surveys to identify opportunities to promote walking and cycling within the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.
4.3	Promote use of the rail link as a park-and-ride system to reduce traffic in the town centre and seafront.



**Strategic Objective 4:** Promote opportunities to encourage more active lifestyles for residents and visitors of all age groups including walking and cycling initiatives.

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Figure 12: Strategic objective 4 spatial plan

## 4.2.5 Strategic Objective 5: To enhance and celebrate Exmouth's rich biodiversity and natural assets

### Rationale:

Exmouth is framed by a high-quality natural environment and there are abundant opportunities to improve green links between the estuary, the town centre, the seafront, the Maer and Orcombe Point and to increase the biodiversity of other green spaces within the town centre and along the seafront to enhance the ability of residents and visitors to access and appreciate the natural environment.

Making the most of nature-based assets will help strengthen the sense of place by highlighting the building on this existing strong characteristic of Exmouth. This will further improve Exmouth's unique appeal and create new tourism opportunities as well as attracting new business and residents who want to be able to experience and celebrate natural environments.

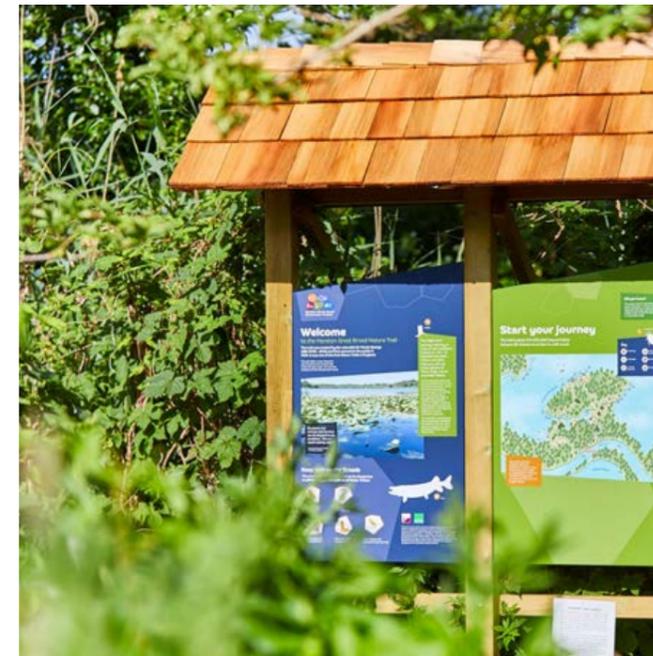
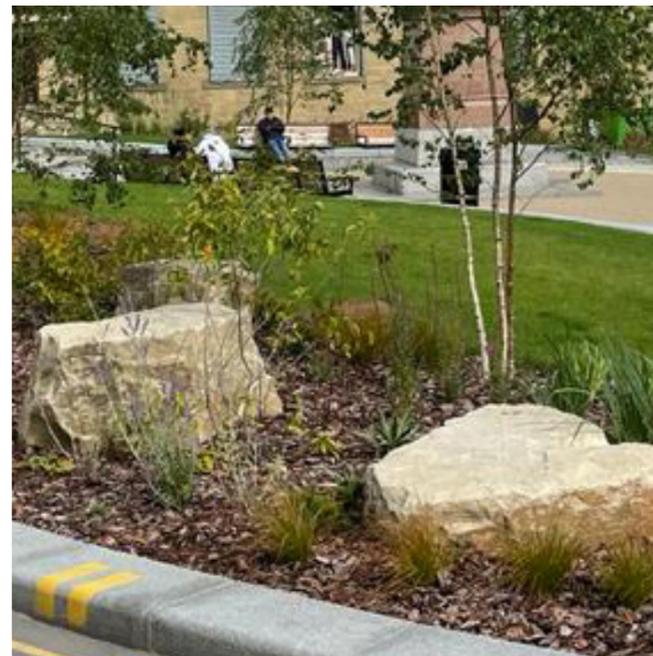
Preserving and protecting Exmouth's natural environment is a strong priority for the community and stakeholders, with improved green spaces recognised as a cost-effective way to visually enhance the urban environment, as well as delivering improvements in biodiversity and health and well-being. It is also an opportunity to bring together the community, landowners, and community organisations to participate and get involved in the co-design, management and maintenance of the green spaces.

### Aims:

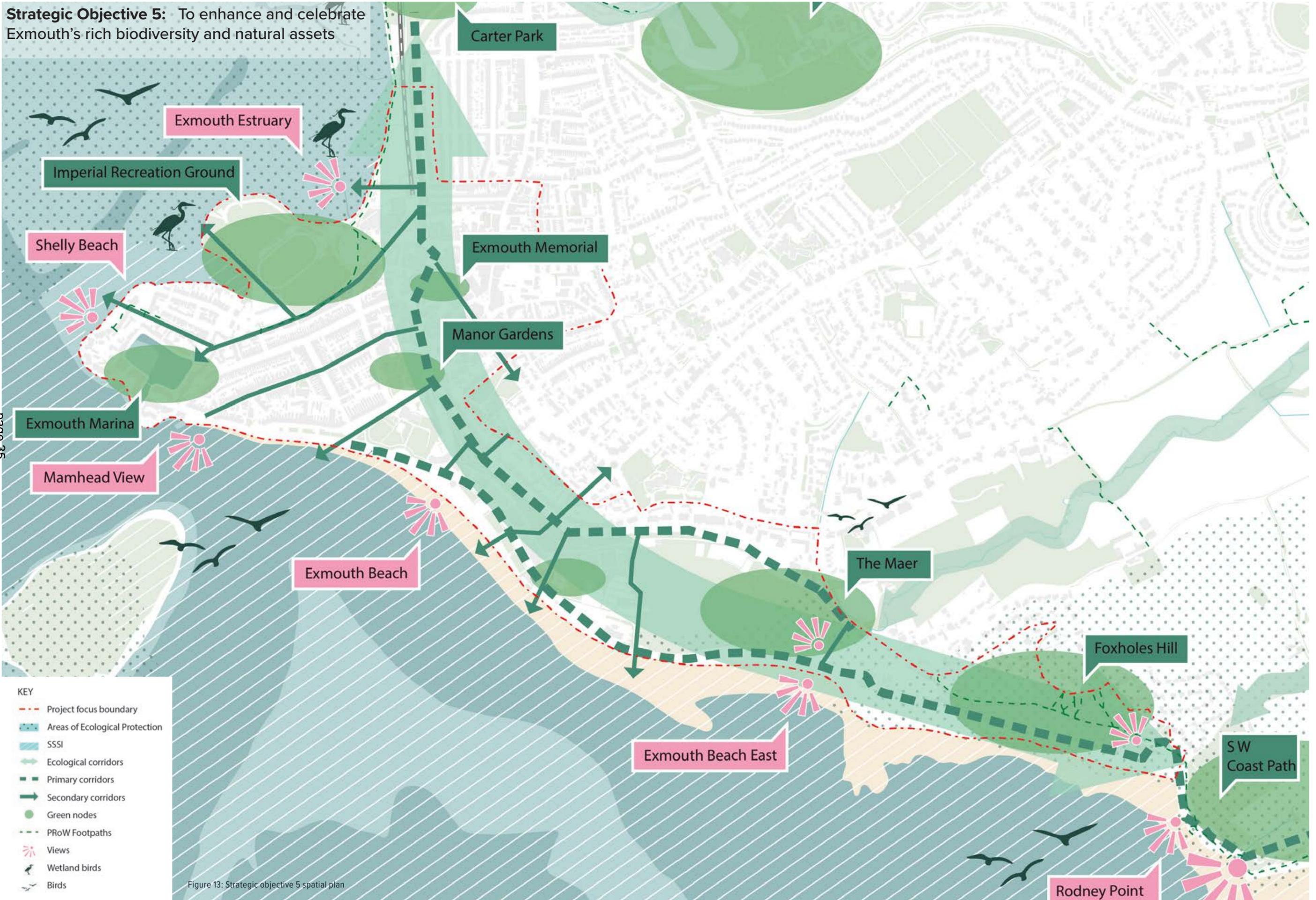
- To conserve and enhance existing green spaces.
- To enhance connections to the surrounding natural environment.
- To increase biodiversity within existing open spaces.

### Actions

5.1	Enhance biodiversity of flora and fauna along Queens Drive.
5.2	Link the station gateway area with the estuary by creating a public space at the arrival point to provide uninterrupted views across the estuary. Create non-invasive opportunities for bird watching.
5.3	Enhance cohesion of the town centre, links to the seafront and seafront public realm by introducing a unified and appropriate coastal planting palette.
5.4	Develop a green infrastructure strategy for Exmouth to enhance green links that connect the town centre and seafront to the surrounding countryside.
5.5	Support the creation of a green infrastructure partnership between community groups, businesses, landowners and town, district and county councils to co-design, implement and steward the green infrastructure strategy.



**Strategic Objective 5:** To enhance and celebrate Exmouth's rich biodiversity and natural assets



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Figure 13: Strategic objective 5 spatial plan

### 4.3 Summary of key interventions

The plan below overlays all the proposed actions to meet the strategic objectives for the evolution of the town centre and seafront. This provides an overall framework for more detailed proposals to be developed for key intervention areas with an understanding of the future context. The plan identifies three focal areas for intervention - the station gateway, the town centre and Beach Gardens / Queens Drive Space. These areas and the connections between them are the key elements of the Placemaking Plan.

The vision for the **station gateway** is to enhance the arrival experience into Exmouth - acting as a focal point for visitors arriving by train and to the main car parks north and south of the station. The key design objective for the area improvements is to create a clear and attractive route to the town centre, that will also be the main route to the seafront, with the aim of directing footfall through the heart of the town centre. The area will also provide an enhanced link towards the estuary coastline and enhanced gateway to the town from the Exe Trail and coastal path.

The vision for the **town centre** is the creation of an enhanced environment for pedestrians and cyclists and increased vibrancy through additional meanwhile uses that support new business growth. The key elements of a refreshed public realm will be the route from the station gateway to The Strand, The Strand itself as the heart of the town centre and the onward route to the seafront through Manor Gardens and across the Beacon Hill zebra crossing to Madeira Walk.

The enhancement of **Beach Gardens** and **Queens Drive Space** will be the focal point of wider improvements that will be made to the whole seafront public realm over time. Beach Gardens and Queens Drive Space will be refreshed to support a greater variety of meanwhile uses to increase vibrancy and support new business, art and cultural activities. Phased improvements to the wider seafront public realm will create an enhanced environment for pedestrians and cyclists.



Figure 14: Exmouth Seafront and Town Centre Placemaking Plan

# 5.0

## DELIVERY PLAN





Manor Gardens

# 5.0 Delivery Plan

## 5.1 Phasing and Delivery

This chapter outlines the key steps needed to progress the delivery of the strategy framework in the short to long term to enhance the town centre and the seafront. The plan takes into account the complexity of all interventions by determining the readiness, ease of implementation, priority and estimated costs of each.

- The score for **readiness and ease of implementation** relates to dependency on other initiatives.
- The score for **prioritisation** is an evaluation based on the relative importance of the action to achieving the strategic objectives from stakeholder engagement feedback.
- The **high-level estimated costs** indicate the level of investment required, which will help bid for funding and allocate resources to translate the actions into projects.

**Strategic Objective 1:** Support the development of sites in the town centre and on the seafront for complementary uses that meet year-round demand from visitors and residents.

	Actions	Readiness	Ease of Implementation	Priority	Impact	Cost
1.1	Make the most of existing town centre and seafront assets in public ownership encouraging investment to support diversification of the existing offer.	<b>Low</b> - requires a detailed analysis and a strategy to define a future direction. It also needs management agreement for spaces that are owned by DCC and EDDC via a management agreement.	<b>Low</b> - the complex land ownership and occupancy contracts make it challenging to bring forward any strategic change to the town centre built form.	<b>Medium</b>		
1.2	Review the use of existing car parks to determine if there are any new development opportunities, without reducing car parking capacity.	<b>Medium</b> - car parking study is required as an initial step towards releasing land. This action also need engagement with Devon County Council.	<b>Low</b> - as private sector involvement and funding is required.	<b>Medium</b>		
1.3	Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.	<b>High</b> - outline design and costing already available - awaiting funding	<b>Medium</b> - construction likely to be disruptive	<b>High</b>		
1.4	Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.	<b>Medium</b> - initial survey needed and delivery and support mechanisms need to be devised	<b>High</b>	<b>High</b>		

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**Strategic Objective 2:** Enhance connections between existing assets through improvements to the public realm between the town centre and the seafront.

	Actions	Readiness	Ease of Implementation	Priority	Impact	Cost
2.1a	Initial phase - light touch improvements to 'Station Gateway' area.	<b>High</b> - successful land assembly will allow joint venture for light touch improvements.	<b>Medium</b> - works will require co-ordination between multiple stakeholders.	<b>High</b>		
2.1b	Later phase - comprehensive improvements to 'Station Gateway' area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary & town centre.	<b>Low</b> - requires significant feasibility, planning and stakeholder involvement.	<b>Low</b> - works will require co-ordination between multiple stakeholders and cause disruption.	<b>High</b>		
2.2	Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.	<b>High</b> - not dependent on delivery of any other project.	<b>High</b> - following completion and agreement of the strategy just requires the manufacture and installation of signs.	<b>High</b>		
2.3	Commission a public realm strategy that guides improvements to streets and open spaces to reinforce the recommendations of the wayfinding strategy.	<b>Medium</b> - needs to follow after completion of the wayfinding strategy.	<b>Medium</b> - the works can be phased, but public realm projects by their nature can be disruptive.	<b>Medium</b>		
2.4	Provide information boards around The Maer and other heritage assets, both built and landscaped, to promote and celebrate its rich local heritage.	<b>Medium</b> - needs to follow after completion of the wayfinding strategy.	<b>High</b> - as it can be incorporated as part of the wayfinding strategy.	<b>Medium</b>		
2.5	Support the provision of more drinking water fountains and shower facilities along the seafront.	<b>Medium</b> - partners and potential locations need to be identified.	<b>Medium</b> - once partners and funding have been identified - complexity will vary between locations.	<b>Medium</b>		
2.6	Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.	<b>High</b> - to align with the other actions for the town centre,	<b>High</b> - could be resourced jointly with stakeholders.	<b>High</b>		
2.7	Strand refresh - work with all stakeholders to formalise various uses of this key space to ensure that business spill-out, events and meanwhile activities are complementary and compliant with requirements for use and maintenance.	<b>High</b> - to align with the other actions for the town centre,	<b>Medium</b> - the works can be phased, but public realm projects by their nature can be disruptive.	<b>High</b>		

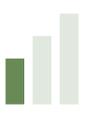
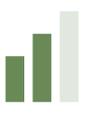
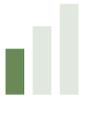
### Strategic Objective 3: Promote and facilitate temporary activation and meanwhile uses

	Actions	Readiness	Ease of Implementation	Priority	Impact	Cost
3.1	Promote public art to complement the heritage buildings and foreground the arts and culture of Exmouth. Support this through creation and signing of additional art /culture and heritage trails to diversify the tourist attractions.	<b>Medium</b> - requires commissioning of an art strategy prior to delivering art.	<b>Medium</b> - as it requires permission from the building owners, and is subject to the form of art. I.e. Painting or mural.	<b>Medium</b>		
3.2	Promote evening events throughout the year, especially food focused events that make use of the newly created seafront huts and other public realm and pedestrianised spaces.	<b>Medium</b> - requires development of a year-round events strategy.	<b>Medium</b> - as it requires traffic and parking to be resolved to create space for events.	<b>Medium</b>		
3.3	Provide events infrastructure in appropriate locations to enhance the ease of setting up events. Infrastructure such as charging points, existing footfall counters etc.	<b>Medium</b> - requires agreement of suitable specification and development of a year-round events strategy.	<b>High</b> - As the current events spaces are well defined.	<b>Medium</b>		
3.4	Create opportunities for arts and culture by repurposing the existing assets, complementing them with new facilities and a curation strategy.	<b>Medium</b> - requires agreement of suitable locations, and identification of resource to manage and decommission.	<b>Medium</b> - would require external organisation / stakeholder delivery.	<b>Low</b>		
3.5	Strengthen the experience at Beach Gardens / Queens Drive Space as a family attraction by considering them as complementary assets and spaces. Reconfigure to make best use of all available space.	<b>High</b> - as their is readily available space.	<b>High</b> - as the space requires minimal physical intervention.	<b>High</b>		

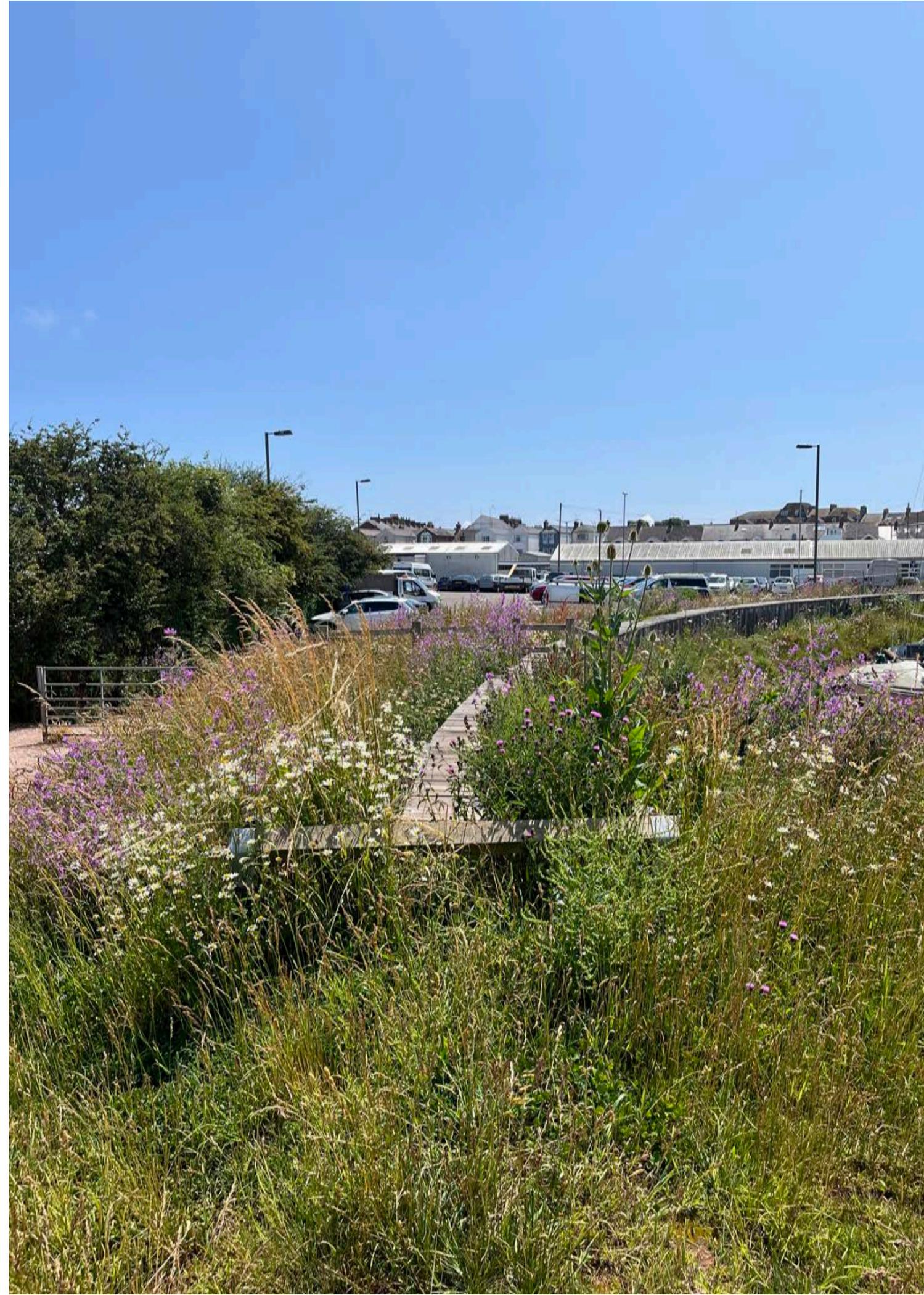
### Strategic Objective 4: Promote opportunities to encourage more active lifestyles for residents and visitors of all age groups including walking and cycling initiatives.

	Actions	Readiness	Ease of Implementation	Priority	Impact	Cost
4.1	Encourage hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.	<b>High</b> - as the basis for the network is already present so identifying suitable locations and spaces for the hubs is the principal requirement.	<b>Medium</b> - as the sites for the hubs and the facilities provided at the hubs will require consultation and planning.	<b>Medium</b>		
4.2	Undertake surveys to identify opportunities to promote walking and cycling in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.	<b>High</b> - As there is broad support for these changes across key stakeholders.	<b>High</b> - as the spaces already exist and will only require reconfiguration of existing street spaces allocations.	<b>Medium</b>		
4.3	Promote use of the rail link as a park-and-ride system to reduce traffic in the town centre and seafront.	<b>High</b> - as the infrastructure is readily available at Digby and Sowton station close to M5 Junction 30, where the existing park and ride facility has spare capacity.	<b>High</b> - as the only requirement is to agree and organise a promotional campaign.	<b>Medium</b>		

**Strategic Objective 5: To enhance and celebrate Exmouth's rich biodiversity and natural assets.**

	Actions	Readiness	Ease of Implementation	Priority	Impact	Cost
5.1	Enhance biodiversity of flora and fauna along the seafront public realm.	<b>Low</b> - as it requires identification and creation of several planting areas.	<b>Medium</b> - once planting areas are identified, the implementation is dependent only on funding availability.	<b>Medium</b>		
5.2	Link the station gateway area with the estuary by creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.	<b>Low</b> - as it requires significant investment and reorganisation of land uses.	<b>Low</b> - as several interventions are required to design and make available the land required.	<b>Medium</b>		
5.3	Enhance cohesion of the town centre, links to the seafront and seafront public realm by introducing a unified and appropriate coastal planting palette.	<b>High</b> - as planting palette can be commissioned quickly.	<b>Medium</b> - once planting areas are identified, the implementation is only dependent on the seasons.	<b>Medium</b>		
5.4	Develop a green infrastructure strategy for Exmouth to enhance green links that connect the town centre and seafront to the surrounding countryside.	<b>High</b> - as strategy can be commissioned quickly to build on work already undertaken in preparation of the Neighbourhood Plan.	<b>Low</b> - as negotiation will be needed with multiple landowners to agree the proposed implementation and maintenance of the GI network. landowners interventions are required to design and make available the land required.	<b>Medium</b>		

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## 5.2 Funding and investment

The EPP provides the strategic direction for the evolution of Exmouth town centre and seafront through placemaking interventions that will contribute positively towards the future sustainability of the communities. These will include investment opportunities associated with developing and improving specific areas and sites alongside opportunities for investment in the public realm and infrastructure.

The EPP is intended to provide policy and spatial guidance for the town centre and seafront for a period of up to ten years; and is designed to be used by the Councils and their stakeholders to help deliver their strategic objectives, which are embedded in the plan objectives.

There are several options to source funding for interventions within the EPP. These include: support from local authorities, UK Government regeneration Funding, funding from S.106/CIL, funding from the charitable sector, such as the National Lottery funding; as well as private capital investment from key businesses and local stakeholders in Exmouth.

## 5.3 Enabling change

The delivery of the Exmouth Placemaking Plan will require continued collaborative working between East Devon District Council, Exmouth Town Council and Devon County Council. Ongoing public engagement is also required as projects are developed, to ensure that the community are involved in decision making.

The plan aims to provide EDDC, ETC and DCC, along with their stakeholders, the right mix of growth opportunities that will sustain the health of Exmouth.

It will be important to keep monitoring and adjusting the plan over time, adapting to changing circumstances and opportunities and learning from which actions have the most positive impact.

Working towards delivery of the agreed vision for the evolution of Exmouth town centre and seafront will require a broad coalition of supporters to take long-term ownership and responsibility for implementing and reviewing the plan.

## 5.4 Next steps

This placemaking plan sets out the strategic objectives and supporting actions to evolve Exmouth town centre and seafront into a forward looking and economically resilient place.

In order to move forward with implementation of the plan, in addition to the programme of opportunities defined in the plan, it is recommended that further activities should be undertaken to add additional detail and robustness:

- Commissioning further studies such as transport and movement study to substantiate the recommendations within this plan.
- Detailed design of the priority areas along the seafront and within the town centre to ascertain the viability and feasibility of the projects, and improve readiness to seek funding opportunities.
- Undertake soft market testing with potential partners and private sector collaborators to secure investment in the priority projects.



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# **Exmouth Placemaking Plan**

## Strategic Outline Business Case

Date: February 2026

## Glossary of urban planning and design phrases and concepts use within the document.

- **Activation:** The process of making a public space or building active and engaging, often through events, pop-up uses, or improved design to encourage footfall.
- **Character:** The distinct, identifiable, and typical personality of an area, formed by its history, layout, and building styles.
- **Community Infrastructure Levy (CIL):** A charge on new developments used to fund local infrastructure.
- **Design Guide:** A document, that provides standards and recommendations on applying design principles to ensure high-quality, consistent, and functional outcomes, such as in building developments or design of the public realm.
- **Hub (Urban/Community):** A central point, node, or building that concentrates activity, linking different functions like work, education, and recreation.
  - **Mobility Hub:** A focal point in the transport network, often combining public transport, bike-sharing, and shared mobility services to promote "first & last mile" connectivity.
  - **Community/Social Hub:** A, often re-purposed, space that fosters social interaction, resilience, and community services.
  - **Business/Economic Hub:** A location designed for startups and entrepreneurs to collaborate, often featuring shared resources and flexible, affordable workspaces.
- **Legibility:** The degree to which a place is easy to understand, navigate, and move around in.
- **Meanwhile Use (Temporary Use):** The short-term, temporary activation of vacant or underutilised land, buildings, or spaces for social or economic gain. These often occur while a landlord secures a new lease or in advance of long-term redevelopment to maintain area vitality. Examples include pop-up shops, community gardens, artist studios, and temporary housing.
- **Mixed-use Development:** A project or area that integrates multiple functions, such as residential, commercial, or retail, in a single, integrated development.
- **Permeability:** The ease with which people can move through an area, defined by the variety and connectivity of safe, direct routes.
- **Placemaking:** A collaborative, community-driven approach to improving public spaces and enhancing the overall quality of life and sense of place.
- **Planting Palette:** A curated, intentional selection of plants chosen for a landscape project that share a cohesive theme in terms of colour, texture, form, and environmental suitability. Similar to how an artist uses a colour palette, a landscape designer uses a planting palette to ensure the garden feels intentional, balanced, and harmonious rather than chaotic or randomly planted.
- **Public Realm:** The spaces between buildings that are publicly accessible, such as streets, squares, and parks.
- **Rationalising the built environment:** This involves redesigning, consolidating, or reconfiguring physical layouts—such as street networks, public spaces, and building plots—to make them more efficient, accessible, and high-quality.
- **Wayfinding:** The process and system of guiding people through physical spaces, combining signage, maps, symbols, colours, and environmental design to help them orient themselves and navigate from point A to B, enhancing user experience, safety, and efficiency in complex environments. It's not just about signs, but a holistic approach that helps users build a mental map of their surroundings, involving cognitive stages like orientation, decision-making, and destination recognition.

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# Introduction

## 1.1 Project background

This Strategic Outline Business Case (SOBC) was commissioned by East Devon District Council (EDDC), to support delivery of the Exmouth Placemaking Plan (EPP). The purpose of the SOBC is to articulate the strategic narrative and need for the identified high to medium priority interventions that sit within the Exmouth Placemaking Plan (EPP). The SOBC articulates why UK Government, EDDC and other public funding support is needed, and provides proposals to support growth and attract investment in Exmouth in support of the EPP.

In line with HM Treasury Green Book guidance, the SOBC adopts the Five Case Model. The high to medium priority interventions as identified in the EPP are the focus for delivery pending availability of funding. The identified high to medium priority interventions aim to deliver three broad aspects of placemaking:

1. Improving wayfinding around Exmouth, for example through the provision of better signage and information boards;
2. Improving the quality of place using Exmouth's existing assets (e.g. promoting public art to complement heritage buildings, strengthening existing recreational spaces); and
3. Creating new spaces and destinations through transformative projects (e.g. unlocking new public spaces and redesigning the public realm in some areas of Exmouth).

## 1.2 Strategic Outline Business Case: Summary of Results

The **strategic case** demonstrates that there is a need for change in Exmouth's public realm. The key factors driving this change include the challenging economic climate, changing consumer spend and working patterns, and the Climate Emergency. At the local level, Exmouth needs more employment and investment opportunities, to achieve an increase in economic activity.

Improving the public realm in Exmouth is a key opportunity to help better connect and showcase existing assets that do not currently meet their full potential. As well as helping increase use and enjoyment of the individual assets, better connecting and foregrounding these assets aims to create a complete picture which is 'greater than the sum of its parts'.

Another key aspect of improving the public realm and connectivity is the opportunity to encourage greater levels of walking, cycling and wheeling. The impact of not effecting change may result in continued high levels of car dependency, impacting air quality, pedestrian and cycle safety and the quality of Exmouth's natural environment.

Effecting improvement in Exmouth's public realm and helping create a better connected and more accessible place also improves the potential to create the right backdrop for more temporary activities and meanwhile uses, creating further growth opportunities that suit changing social and economic dynamics.

From a policy and planning perspective, the strategic case suggests strong alignment of high to medium priority interventions with strategic planning at the local, county and national levels, namely East Devon District and Devon County Councils' Plans.

The **economic case** outlines the four options for change:

1. No intervention (business as usual);
2. Improve wayfinding around Exmouth;
3. Improve the quality of place using existing assets; and
4. Create new spaces and destinations through transformative projects.

Interventions have been mapped against each of the above options. In turn, each option has been assessed against key themes within the EPP, as well as critical success factors (strategic fit, value for money, achievability, capacity and capability, affordability). Based on this assessment, Option 3 is noted as the Preferred Option for this SOBC.

The cost-benefit appraisal of Option 3 has been indicatively evaluated. In total, 4 of the 13 interventions, which include activating Exmouth's public space and transforming existing assets, are estimated to create a potential 14-35 net direct jobs and 4-11 indirect and induced jobs (mostly within the retail and visitor economy sectors); a minimum of £250,000 per annum of gross-value add through employment creation; amenity benefits of approximately £120,000 per annum; and, public health benefits associated with the provision of cycle infrastructure.

The potential non-monetizable benefits of the thirteen interventions include: a more attractive seafront and town centre which may increase footfall, visitor spend and job opportunities; a better place image for Exmouth and potentially greater investment from businesses; improved accessibility of the town centre and seafront through improved wayfinding and signage; physical and mental wellbeing benefits from the creation of new public spaces and open spaces; and, improved social cohesion and wider community benefits.

The financial case presents cost estimates based on desktop research, estimates from similar interventions elsewhere in the UK, and engagement with EDDC on employee and running costs. Public sector funding is very limited and although it is anticipated that EDDC will be the leading authority and will support with staff resource, public sector funding will need to be from a combination of Exmouth Town Council Community Infrastructure Levy (CIL) funding allocation and Devon County Council (DCC), supplemented where possible with private sector funding, e.g. private investors with interests/operations in Exmouth, and grants from the National Lottery Heritage Fund.

The commercial case outlines the potential delivery and procurement routes for implementing the high to medium priority interventions. It is anticipated that the preferred procurement route will be confirmed at the next stage of the business case process once the delivery model has also been confirmed.

Finally, the management case outlines the case for EDDC to promote, administer and manage high to medium priority interventions alongside partner organisations. From a governance perspective, a designated Senior Responsible Owner (SRO) within EDDC's Place & Prosperity Team would lead and appoint a Project Manager from within EDDC, ECT, or DCC depending on the nature of the project, to realise project outputs and objectives. The SRO would be supported by a Steering Group (providing overall EPP oversight), a Working Group (providing oversight at an intervention level), and any other teams within the partner organisations that are needed during implementation.

### 1.3 Report Structure

The remainder of this report is structured as follows:

- The **Strategic Case** provides a rationale for the EPP, in particular the high to medium priority interventions, and the degree of alignment with local and central government priorities;
- The **Economic Case** provides an appraisal of the impacts of the high medium priority interventions to determine costs, benefits and value for money;
- The **Commercial Case** outlines potential commercial arrangements and the procurement strategy;
- The **Financial Case** appraises the costs, funding availability and affordability of the high to medium priority interventions; and
- The **Management Case** outlines processes and controls to manage implementation, and to track and realise future benefits.

## 2.0 The Strategic Case

The Strategic Case sets out the rationale for the Exmouth Placemaking Plan (EPP). It demonstrates that the EPP – and the high to medium priority interventions that are the focus of this Strategic Outline Business Case (SOBC) – have been developed as part of a broader strategy for Exmouth.

### 2.1 Overall Description and Aim of the EPP

The EPP outlines a vision, strategic objectives and action plan for delivering placemaking improvements to Exmouth Town Centre and Seafront. The EPP provides an overall strategic direction for the enhancement of Exmouth Town Centre and Seafront through interventions that will contribute positively to the future socio-economic sustainability of the Town. These include improvements to wayfinding, public realm and infrastructure and support to unlocking opportunities for investment in specific areas and sites.

The EPP provides the principal policy guide and plan for achieving a vision for sustainable placemaking in Exmouth town centre and seafront for a period of up to ten years; and is designed to be usable by the Council and its stakeholders to deliver against the Council's and stakeholders' key aims. The approach to the EPP is based on findings from the placemaking consultation undertaken by the East Devon District Council (EDDC) throughout 2022 and subsequent consultations in 2024 and 2025 with members and officers. The EPP also integrates Exmouth's existing strategies and plans, economic analysis of the town, and follows placemaking best practice.

### 2.2 Project Background

Multiple placemaking interventions are proposed within the EPP, categorised into high, medium, and lower priority interventions. This prioritisation is an evaluation derived from stakeholder engagement feedback. The high and upper half of the medium priority interventions are the focus of this SOBC.

The rest of Section 2 summarises the high and medium priority interventions that are within the scope of analysis for this SOBC, together with a demonstration of their strong alignment with Exmouth Town Council, East Devon District Council, Devon County Council and national government priorities, strategies, plans and actions.

### 2.3 Scope of high to medium priority interventions

**Table 1** provides a summary of the top 13 interventions from the EPP, comprising all the high priority and upper half of the medium priority interventions. Further information on these interventions and how they feed into the overall EPP, and interact with other medium and lower priority interventions, is provided within the EPP.

**Table 1:** Summary of EPP – Scope of high to medium priority interventions.

<b>No.</b>	<b>Name of Intervention</b>	<b>Short Description</b>	<b>Priority</b>
1	Signage & Wayfinding Strategy	Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.	High
2a	Station Gateway – Phase 1	Initial phase - light touch improvements to 'Station Gateway' area.	High
2b	Station Gateway – Phase 2	Later phase - comprehensive improvements to 'Station Gateway' area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.	High
3	Shopfront design guide	Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.	High
4	Queens Drive Space	Strengthen the experience at Queens Drive Space as a family attraction by reconsidering it's role as a complementary asset to Beach Gardens and adjacent assets. Reconfigure to make best use of all available space.	High
5	Beach Gardens	Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.	High
6	Affordable Business Occupancy Opportunities	Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.	High
7	Strand Refresh	Work with all stakeholders to formalise various uses of this key space to ensure that business spill-out, events and meanwhile activities are complementary and compliant with requirements for use and maintenance.	High
8	Information Boards	Provide information boards around The Maer Nature Reserve and other heritage and natural assets, to promote and celebrate the rich local heritage.	Medium
9	Town hubs	Encourage hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.	Medium
10	Link station gateway	Link the station gateway area with the estuary by creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.	Medium
11	Walking and Cycling Network Improvements	Undertake surveys and develop and implement projects to improve the walking and cycling network in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.	Medium
12	Comprehensive Public Realm Design Strategy	Commission a town centre and seafront-wide public realm strategy that guides improvements to streets and open spaces to reinforce the recommendations of the wayfinding strategy and other public realm improvements.	Medium

## 2.4 Alignment with Council Priorities and Supporting the Council Plan

The high to medium priority interventions outlined in the EPP are the focus of this SOBC. This section demonstrates the extent to which these interventions align with the East Devon District Council Plan 2024-2028, which sets the direction for East Devon District Council (EDDC).<sup>1</sup> The key priorities within the Council Plan are:

1. Better homes and communities;
2. A greener East Devon
3. A resilient economy; and
4. Quality services

The priority actions in relation to ‘better homes and communities for all’ relate to promoting better homes and stronger communities; promoting health and wellbeing across the community; and promoting culture and community. Creating a ‘greener East Devon’ involves initiatives to reduce carbon emissions; meet high environmental standards; considering planning aspects in Exmouth’s environment; promoting recycling and reducing waste; and protecting and enhancing Exmouth’s natural environment in coast and country. Finally, the Council Plan asserts that a ‘resilient economy’ requires promoting the green economy, ensuring Exmouth’s financial stability through sourcing and securing available funds to help with asset management; supporting employment through coordinating an effective redundancy response and supporting local small and start-up businesses to ensure an enabling business environment; and, finally, supporting the local economy through transport, housing and procurement initiatives.

**Table 2** demonstrates the extent of alignment between the high to medium priority interventions outlined in the EPP to the EDDC Plan 2024-2028. In summary, the table shows that there is broad alignment between high to medium priority interventions and the priority areas within the Council Plan. In particular, the development of a comprehensive public realm design strategy that includes a focus on materiality, street furniture, public facilities, beach huts, and lighting strategy has the potential to satisfy all priorities and actions within the East Devon District Council Plan 2024-28. Interventions such as transforming Beach Gardens and Queens Drive Space are next-most closely aligned with priority areas of the Council Plan. The Council Plan priority action objective that appears to have the most coverage in terms of the scope of the high to medium priority interventions is ‘Supporting employment’, followed by ‘Supporting Exmouth’s local economy’ and ‘Promoting culture and community’.

EDDC is preparing a new Local Plan to replace the existing East Devon Local Plan, and published a second Regulation 19 document for consultation between November 2025 and January 2026.

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<sup>1</sup> [Council Plan 2021-23 | East Devon District Council](#)

**Table 2:** Alignment of EPP high to medium priority interventions with East Devon District Council Plan 2024-2028

East Devon District Council Plan 2024-28: Priorities & Actions	1: Better homes and communities for all			2: A greener East Devon					3: A resilient economy			
	Better homes, strong communities	Better health and wellbeing	Promoting culture and community	Carbon reduction	High environmental standards	Better planning	Recycling and reducing waste	Protecting/enhancing environment	Greener economy	Increased financial stability	Supporting employment	Support local economy
<b>High to medium priority interventions outlined in EPP</b>												
Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.												
Initial phase - light touch improvements to Station Gateway area.												
Later phase - comprehensive improvements to Station Gateway area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.												
Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.												
Strengthen the experience at Queens Drive Space as a family attraction by reconsidering it's role as a complementary asset to Beach Gardens and adjacent assets. Reconfigure to make best use of all available space.												
Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.												
Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.												

East Devon District Council Plan 2024-28: Priorities & Actions	1: Better homes and communities for all			2: A greener East Devon					3: A resilient economy			
	Better homes, strong communities	Better health and wellbeing	Promoting culture and community	Carbon reduction	High environmental standards	Better planning	Recycling and reducing waste	Protecting/enhancing environment	Greener economy	Increased financial stability	Supporting employment	Support local economy
The Strand refresh – working with all stakeholders to ensure events, activation and meanwhile activities are complementary and compliant with requirements for use and maintenance.												
Provide information boards around The Maer Nature Reserve and other heritage and natural assets, to promote and celebrate the rich local heritage.												
Encourage hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.												
Link the station gateway area with the estuary by creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.												
Undertake surveys and develop and implement projects to improve the walking and cycling network in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.												
Commission town centre and seafront-wide public realm strategy to guide improvements to streets and open spaces.												

The aim of East Devon’s Emerging Local Plan 2020-2040 is to “guide and inform decisions on where development will take place in East Devon. The Local Plan is the key document used in determining planning applications.”<sup>2</sup> The high to medium priority interventions within the EPP broadly align with the objectives within the East Devon Emerging Local Plan 2020-2040. These objectives include:

1. Designing for health and wellbeing;
2. Tackling the climate emergency;
3. Meeting future housing needs;
4. Supporting jobs and the economy;
5. Promoting vibrant town centres;
6. Designing beautiful and healthy spaces and buildings
7. Our outstanding built heritage;
8. Our outstanding natural environment;
9. Promoting sustainable transport;
10. Connections and infrastructure; and
11. Supporting sustainable and thriving villages;

**Table 3** demonstrates the extent of alignment between the high to medium priority interventions in the EPP and the objectives within the EDDC Emerging Local Plan 2020-2040. Aside from the desire of the Local Plan to meet future housing needs, there is broad alignment between the proposed high to medium priority interventions and the Local Plan’s eleven objectives. In particular, the closest alignment with Local Plan objectives is through the commissioning of a comprehensive public realm design strategy, followed by the proposed creation of hubs across the town centre to harness the opportunity to link into the wider walking and cycling networks. The Local Plan objective that appears to have the most coverage in terms of the scope of the high to medium priority interventions is ‘Promoting a vibrant town centre’, followed by ‘Supporting jobs and the economy’.

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<sup>2</sup> [commonplace-reg-18-final-071122.pdf \(eastdevon.gov.uk\)](https://www.eastdevon.gov.uk/media/10000/commonplace-reg-18-final-071122.pdf)

**Table 3:** Alignment of EPP high to medium priority interventions with relevant East Devon Emerging Local Plan 2020-2040

East Devon Emerging Local Plan 2020-40: Objectives	Designing for health and wellbeing	Tackling the climate emergency	Supporting jobs and the economy	Promoting vibrant town centres	Designing beautiful and healthy spaces and buildings	Our outstanding built heritage	Our outstanding natural environment	Promoting sustainable transport	Connections and infrastructure
<b>High to medium priority interventions outlined in EPP</b>									
Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.									
Initial phase - light touch improvements to Station Gateway area.									
Later phase - comprehensive improvements to Station Gateway area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.									
Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.									
Strengthen the experience at Queens Drive Space as a family attraction by reconsidering it's role as a complementary asset to Beach Gardens and adjacent assets. Reconfigure to make best use of all available space.									
Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.									
Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.									

<b>East Devon Emerging Local Plan 2020-40: Objectives</b>	Designing for health and wellbeing	Tackling the climate emergency	Supporting jobs and the economy	Promoting vibrant town centres	Designing beautiful and healthy spaces and buildings	Our outstanding built heritage	Our outstanding natural environment	Promoting sustainable transport	Connections and infrastructure
The Strand refresh – working with all stakeholders to ensure events, activation and meanwhile activities are complementary and compliant with requirements for use and maintenance.									
Provide information boards around The Maer Nature Reserve and other heritage and natural assets, to promote and celebrate the rich local heritage.									
Create hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.									
Link the station gateway area with the estuary by creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.									
Undertake surveys and develop and implement projects to improve the walking and cycling network in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.									
Commission town centre and seafront-wide public realm strategy to guide improvements to streets and open spaces.									

## 2.5 How the Interventions Support Broader Policy Priorities

As well as the alignment of the high to medium priority interventions in the EPP with EDDC strategies and the emerging Local Plan, the interventions are also well-aligned with the priorities of Devon County Council (DCC) and national government more widely, further supporting the case for change.

The DCC Plan 2021-2025 aims to “help the county to recover from the COVID-19 pandemic, build on the resilience of local people and communities to create a fairer, healthier and more caring place, and grasp the opportunity to create a greener, more prosperous and inclusive future for all.”<sup>3</sup> The priorities of the Plan are to:

1. Respond to the climate emergency;
2. Be ambitious for children and young people;
3. Support a sustainable economic recovery;
4. Tackle poverty and inequality;
5. Improve health and well-being; and
6. Help communities be safe, connected and resilient.

**Table 4** demonstrates the extent of alignment between the high to medium priority interventions in the EPP and the DCC Plan 2021-2025. The mapping exercise between short-term placemaking interventions and the DCC Plan suggests that the comprehensive public realm design strategy and the transformation of Beach Gardens cut across all six priorities in the Council Plan. The Plan’s priority area that has most coverage in terms of the placemaking interventions is ‘Help communities be safe, connected and resilient’ followed by ‘Supporting a sustainable economic recovery’.

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<sup>3</sup> [The best place - Strategic Plan \(devon.gov.uk\)](https://www.devon.gov.uk/strategic-plan)

**Table 4:** Alignment of EPP high to medium priority interventions with Devon County Council Plan 2021-2025

<b>Devon County Council Plan 2021-25: Priority areas</b>	Respond to Climate Emergency	Be ambitious for children & young people	Support sustainable economic recovery	Tackle Poverty & Inequality	Improve health & well-being	Help communities be safe, connected and resilient
<b>High to medium priority interventions outlined in EPP</b>						
Commission a wayfinding strategy to improve the legibility of the town centre and the seafront.						
Initial phase - light touch improvements to Station Gateway area.						
Later phase - comprehensive improvements to Station Gateway area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.						
Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.						
Strengthen the experience at Queens Drive Space as a family attraction by reconsidering it's role as a complementary asset to Beach Gardens and adjacent assets. Reconfigure to make best use of all available space.						
Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.						
Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.						

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Devon County Council Plan 2021-25: Priority areas	Respond to Climate Emergency	Be ambitious for children & young people	Support sustainable economic recovery	Tackle Poverty & Inequality	Improve health & well-being	Help communities be safe, connected and resilient
The Strand refresh – working with all stakeholders to ensure events, activation and meanwhile activities are complementary and compliant with requirements for use and maintenance.						
Provide information boards around The Maer Nature Reserve and other built heritage and natural assets, to promote and celebrate the rich local heritage.						
Create hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks.						
Link the station gateway area with the estuary by creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.						
Undertake surveys and develop and implement projects to improve the walking and cycling network in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.						
Commission town centre and seafront-wide public realm strategy to guide improvements to streets and open spaces.						

At a national government level, the interventions in the EPP are strongly aligned and highly relevant to the latest Levelling Up and Regeneration Bill 2023.<sup>4</sup> The Act created new laws to transform town centres by “giving councils the powers to work directly with landlords to bring empty buildings back into use by local businesses and community groups, breathing life back into empty high streets.”<sup>5</sup> Furthermore, the Act aims to “make it faster for local authorities to give hospitality businesses permission to use outdoor seating.”<sup>6</sup> These aims are in line with proposed high to medium priority interventions such as:

- Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre;
- Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced;
- Commissioning a comprehensive public realm design strategy;
- Creating hubs within the town centre and the seafront to harness the opportunity to link into the wider walking and cycling networks; and
- Proposed improvements to Beach Gardens and Queens Drive Space.

## 2.6 The Need for Change

The EPP identifies a number of inherent challenges within Exmouth town centre and seafront that have informed the vision for change, strategic objectives and proposed actions:

1. Lack of economic dynamism, employment opportunities and challenging demographic profile;
2. Public realm and wayfinding in need of improvement to make the most of existing assets, create an enhanced backdrop for activation, temporary and meanwhile uses and to promote more walking, wheeling and cycling; and
3. A limited number of development opportunities that are attractive to investment.

### The economic challenge

The lack of economic demand in Exmouth is tied to two principal factors: employment opportunities and demographics. Exmouth is heavily reliant on seasonal tourism visitors. For year-round work, most employers within the economic area are based in Exeter. This is reflected in a smaller than average working age population due to a tendency for younger people to leave Exmouth once they receive higher qualifications to find work elsewhere. The area has a draw for an older population, which compounds the lack of demographic diversity in the town.

To address the lower value offering in the town, one aspect that should be addressed is making it more attractive for younger people to live there by providing workspaces and attracting employers based on the quality of the water-based lifestyle and surrounding natural environment and improved public spaces, facilities and an improved town centre offering.

### The perception-related challenge

Whilst Exmouth has an abundance of high-value natural assets and attractions, these are not as fully connected into the town centre and seafront as they could be, inhibiting growth and

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<sup>4</sup> <https://www.legislation.gov.uk/ukpga/2023/55/enacted>

<sup>5</sup> <https://www.gov.uk/government/news/new-laws-to-speed-up-planning-build-homes-and-level-up>

<sup>6</sup> <https://www.gov.uk/government/news/new-laws-to-speed-up-planning-build-homes-and-level-up>

vibrancy in these areas and the town. The town centre and seafront are places where more priority needs to be given to maximising the experience for residents and visitors to encourage more engagement in economic activities by addressing current inconsistencies in the quality of signage, public realm and prioritisation of pedestrians and cycles.

### **The challenge of limited investment opportunities**

Thirdly, linked to both the economic and demographic factors, and the environmental challenges, there is a lack of development opportunities to attract private sector investment and innovation. The demographic and economic character of the town and seafront is tied to the population and visitor characteristics, which in turn influence and are influenced by the town centre and seafront offering in terms of activities as well as infrastructure that supports leisure interactions with the natural environment.

The EPP aims to address these factors through the proposed interventions to improve the attractiveness of Exmouth as well as create spaces for new types of employment that will attract younger people to stay and work in Exmouth. Crucially, this will require private sector-led development of key sites and areas identified in the EPP alongside strategic investment from local government. These together can be a trigger for innovation across Exmouth to catalyse future social and economic development, and long-term sustainability.

## **2.7 The Key Drivers of Change**

The impact and after-effects of COVID-19, the cost-of-living crisis, low growth economy and climate emergency are combining to create significant challenges for the health of town centres. Conversely, each presents potential opportunities, which are especially resonant with Exmouth. One of the long-term effects of COVID has been a renewed appreciation and demand for accessible outdoor spaces, which Exmouth has in abundance. Another resulting trend has been an increased demand for collective recreational experiences, which has been recognised as a possible focus for town centres to shift towards, to make use of space freed up by diminishing retail demand. The proximity of the town centre and seafront creates potential for the town centre to evolve to more closely align with and support the water-based activities available on the seafront. The town centre and seafront will also have an increasing role to play in hosting and supporting activities that enable the cultural life of the town to flourish. The key aspects of the EPP that respond to the drivers for change and opportunities are:

1. Unlocking the placemaking potential through better linking, highlighting and increased use of existing natural and built assets;
2. Diversifying the mix of land uses, initially through temporary activation and meanwhile uses to encourage new business and cultural activity; and
3. Introducing measures to enhance climate resilience, including promoting active travel alternatives to reduce car dependency

**(1) Exmouth's overall public realm lacks legibility for users to navigate between key areas.** There is a huge potential to unlock the power of place in Exmouth, from a better arrival experience at the station gateway to improvements in navigating through the town centre and onwards to the seafront. Improvements to wayfinding and connectivity can work as a driver for increased economic activity in the town centre and seafront.

**(2) Diversifying the mix of land uses is essential to achieving economic resilience by attracting increased footfall for existing businesses through an increased recreational, cultural and entertainment offering.** This can be achieved in part through activation and increased utilisation of existing assets through innovative re-use and retrofitting and partly through creating opportunities for meanwhile uses. As a mechanism to address the costs and negative impacts of unused space and generate short-term revenue, meanwhile uses benefit both the landlord and the entrepreneurs, thereby helping to deliver positive social outcomes.

**(3) Creating resilience to climate change is a key challenge for Exmouth.** Reducing car dependency is one aspect, and this is best brought about through offering attractive alternatives rather than introducing restrictions. Conserving and enhancing the natural environment and green spaces that frame and thread through Exmouth is another key aspect – and better connecting and highlighting these also helps strengthen the sense of place, benefitting residents and enhancing the tourism offer.

## 2.8 Impact of Not Changing

The impact of not effecting change is that there will continue to be a lack of economic opportunities for Exmouth's population in Exmouth, and the increased unemployment experienced because of the COVID-19 pandemic will persist. Unemployment was especially pronounced in East Devon, and particularly in Exmouth. The economically active population in employment as of 2021 was 52% in Exmouth, which is less than the 57% average for England as a whole. The lack of economic dynamism also means that Exmouth's economically active population will continue to generate a lower value-add compared to the rest of East Devon and Devon as a whole; as well as having lower productivity per worker. Exmouth's GVA per worker in 2021 was £24,316, indicating workers in Exmouth have lower productivity compared to East Devon (£41,678), Devon (£47,304) and England (£63,728).

The absence of any change to improve wayfinding and connectivity within Exmouth or improvements to encourage more activation and meanwhile uses may potentially adversely impact investment and innovation prospects for Exmouth.

## 2.9 Objectives and Measures for Success (Strategic Objectives, Specific Objectives, Measures for Success)

It is important to consider from the outset what constitutes successful delivery of the high to medium priority interventions under the EPP, as this informs the development and appraisal of the options, the selection of the preferred option, and the monitoring and evaluation of the preferred option's performance after (and during) delivery. This section maps the high to medium priority interventions identified in the EPP against the following key themes:

- Strengthening the Local Economy;
- Providing opportunities for development in Exmouth;
- Ensuring an inclusive and prosperous community; and
- Promotes sustainable Built Environment.

### 3.0 The Economic Case

The Economic Case identifies and appraises the project impacts to determine its overall value for money (VfM). It takes account of the costs of implementing the high to medium priority interventions, and the benefits and disbenefits of its impacts. The Economic Case considers the extent to which the high to medium priority interventions' benefits will outweigh its costs.

#### 3.1 Critical Success Factors

Critical Success Factors (CSFs) describe attributes essential for successful delivery of the potential options. All the shortlisted options will be assessed against the agreed CSFs. The CSFs for this SOBC are based on HM Treasury Green Book guidance and reflect the Council's objectives. These are presented in **Table 5**.

**Table 5:** Critical Success Factors (CSF)

CSF	Description
Strategic fit and meets local needs	Confirm that the option meets EDDC and DCC priorities and objectives as detailed in the Strategic Case.
Potential Value for Money	Understanding which options have the potential to deliver the greatest economic benefits. Considering the wider/social economic benefits and return on investment.
Achievability / Risk Profile	Considering the risk profile for each of the options and the mitigation actions required to manage high-risk options.
Capacity and Capability	Reflecting deliverability and the ability/capacity of stakeholders to deliver to the timescales.
Affordability / Cost	Determining which options are affordable within the scope of the funding requirements and other funding sources and/or borrowing available to EDDC.

#### 3.2 Development and Assessment of Options

This section organises the high to medium priority interventions described in **Table 1** into options for assessment within this SOBC. The options considered within this SOBC are:

**Option 1 – Do Nothing:** The 'Do Nothing' option is a continuation of 'business-as-usual'.

**Option 2 – Do Minimum** "Improving wayfinding around Exmouth": Commissioning a signage strategy to improve legibility and connectivity between the town centre and seafront; provision of information boards around the Maer and other natural and built heritage assets; and the creation of hubs within the town centre to improve links with wider walking/cycling networks.

**Option 3 – Do Moderate** "Improving quality of place using existing assets": In addition to Option 2 interventions, enhancing the tourism experience by maximising existing heritage assets and trails, strengthening existing events spaces, enhancing walking and cycling measures, and improving the look and feel of the town centre through an update of the existing shop-front design strategy.

**Option 4 – Do Maximum** "Creating new spaces and destinations through transformative projects": In addition to Option 2+3 interventions, commissioning a public realm design strategy and interventions to create new development opportunities.

**Table 6:** Options comprising high to medium priority interventions from the EPP

<b>Option 1: Do nothing</b>	<b>Option 2: Do minimum</b> <i>'Improving wayfinding in Exmouth'</i>	<b>Option 3: Do moderate</b> (inc. Option 2 interventions) <i>'Improving quality of place using existing assets'</i>	<b>Option 4: Do maximum</b> (inc. Options 2+3 interventions) <i>'Creating new spaces and destinations through transformative projects'</i>
page 67	Commission a wayfinding and signage strategy to improve the legibility of the town and the seafront.	Review and update the existing shopfront design guide. Encourage businesses to incorporate design principles when shopfronts are replaced.	Strengthen the experience at Queens Drive Space as a family attraction by reconsidering it's role as a complementary asset to Beach Gardens and adjacent assets. Reconfigure to make best use of available space.
	Provide information boards around The Maer Nature Reserve and other built and natural heritage assets, to promote and celebrate its rich local heritage.	Create hubs within the town centre and the seafront to harness the opportunity to link into wider walking and cycling networks.	Review use of Beach Gardens car park to investigate opportunities for using the space for temporary activities and cultural programming, which do not impact use of seafront venues.
	The Strand refresh – working with all stakeholders to ensure events, activation and meanwhile activities are complementary and compliant with requirements for use and maintenance.	Undertake surveys and develop and implement projects to improve the walking and cycling network in the town centre and along the seafront. Create clearly defined, safe walking and cycling routes where possible.	Link the station gateway area with the estuary creating a public space and legible route to provide a link to the edge of the estuary. Create non-invasive opportunities for bird watching.
	Support the provision of a range of business accommodation opportunities to increase occupancy rates in the town centre.		Commission town centre and seafront-wide public realm strategy to guide improvements to streets and open spaces.
	Initial phase - light touch improvements to Station Gateway area.		Later phase - comprehensive improvements to Station Gateway area to provide enhanced welcome point and appropriately nature sensitive connections to Exe Trail, estuary and town centre.

**Table 7:** Alignment of Options with Key EPP Themes and CSFs

	Option 1	Option 2	Option 3	Option 4
Description	Do nothing	Do Minimum	Do Moderate	Do Maximum
<b>EPP Key Themes</b>				
Strengthening the local economy	Red	Yellow	Green	Green
Opportunities for development	Red	Yellow	Green	Green
Inclusive and prosperous community	Red	Yellow	Green	Green
Sustainable built environment	Red	Yellow	Yellow	Green
<b>Critical Success Factors</b>				
Strategic fit and meets local needs	Red	Yellow	Yellow	Green
Potential value for money	Red	Yellow	Green	Green
Achievability	Red	Green	Green	Yellow
Capacity and capability	Red	Yellow	Green	Green
Affordability and cost	Red	Yellow	Green	Yellow
<b>Summary</b>	<b>Not viable</b>	<b>Not viable</b>	<b>Preferred option</b>	<b>Weakly viable</b>

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### 3.3 Recommended Option

Option 3 'Do Moderate – Improving quality of place using existing assets' is the best performing option. The option performs best for the following reasons:

- This option comprises a combination of initiatives that focus on improving wayfinding around Exmouth and improving the quality of place using Exmouth's existing assets. The initiatives within Option 3 are complementary, combining improved wayfinding around Exmouth together with improved quality of place. This has the potential to improve the cohesion of the town centre and linkages to the seafront, with the effect of increasing footfall. This is likely to promote healthier business activity within the town centre as well as tourism at the seafront, benefitting residents, workers and visitors.
- The Strategic Case has shown in detail that the menu of high to medium priority interventions is strongly aligned with East Devon District Council's priorities for 2024-2028, with the Emerging Local Plan for 2020-2040, and finally with the Devon County Council Plan 2021-2025. Interventions span thematic areas for East Devon including ensuring a greener East Devon; promoting vibrant, connected and thriving town centres; and supporting a sustainable and resilient local economy.
- The investment strategy that accompanies this and other documents as part of the Exmouth Placemaking Plan shows that there is potential for some of the interventions to be funded or part-funded through a combination of support from local authorities, UK Government regeneration funding, funding from S.106/CIL, funding from the charitable sector, such as the National Lottery, as well as private capital investment from key businesses and local stakeholders in Exmouth.
- Selecting Options 2 rather than Option 3 would carry the risk of delivering only smaller strategic interventions that on their own may not contribute significantly to Exmouth.
- Option 4 represents a higher risk option, with limited viability and affordability, Option 3 in comparison provides a better return on investment from identifiable funds.

### 3.4 Net Present Social Cost / Net Present Social Value Findings

#### Overview of the Approach

The economic assessment of the preferred option has been undertaken in accordance with the HM Treasury Green Book and MHCLG guidance:

- The appraisal is developed using additionality principles. In other words, only those impacts (benefits) that are genuinely additional and are over and above those that would have been realised in the absence of the intervention are considered. In this instance the 'counterfactual' / do nothing scenario would be a continuation of business as usual within Exmouth. For this assessment, this is assumed to be a continuation of existing activity and incremental or piecemeal investment from EDDC in supporting or promoting placemaking interventions within the town;
- Both the costs and benefits input assumptions are based on EDDC estimates of employee costs and running costs, WSP estimates of key activities required to complete each intervention through construction and/or consultancy services, Exmouth 2015 and 2022 visitor survey data, and similar and existing interventions in other locations;

- The appraisal model developed for the economic impact assessment is based on 'best practice' principles whereby all 'inputs', 'calculations' and 'outputs' worksheets are presented separately to the model; and
- The model is designed so that input assumptions can be readily changed for sensitivity testing whilst a series of standard economic output metrics are provided (Benefit Cost Ratio (BCR) and Net Present Value (NPV)). The evaluation period is 10 years

### **General Appraisal Assumptions**

- All economic impacts have been calculated over a 10-year appraisal period in line with the MHCLG appraisal guide and Green Book Guidance. The only exception is appraisal of transport infrastructure which has been appraised over a 20-year appraisal period;
- All financial values are discounted to 2024/25 using a standard public sector discount rate of 3.5% per annum; and
- The financial values (covering both cost and benefit) represent 2025 values.

### **Non-Monetised Impacts**

Several impacts associated with the EPP have not been monetised as part of the appraisal given the nature of the interventions and the appropriateness of appraising them within the economic model. However, these should be considered as part of the overall Economic Case. Although it has not been feasible to monetise these impacts, they should be considered part of the overall value for money framework.

## **3.5 Cost Estimates**

To understand the value for money category of a project, it is necessary to know its estimated delivery costs, be those capital or revenue expenditure costs or a combination of both. A brief description of the basis for the cost estimates is presented here. **Table 8** presents the capital costs (present values) for the selected options appraised in the economic case.

### **Capital Costs**

Total capital costs have been determined for the high to medium priority interventions that could potentially be implemented. Depending on the nature of the intervention, this includes high-level estimates of initial site surveys or investigations, construction phase and equipment.

### **Revenue Costs**

Revenue expenditure costs have been determined based on high-level estimates of internal and external staffing costs and overheads. Internal refers to EDDC employee and running costs and is benchmarked on comparable staffing requirements designed to deliver similar service requirements. External fees are mainly for consultancy services and are based on estimates for similar previous interventions.

### **Optimism Bias Adjustment**

The purpose of Optimism Bias (OB) is to ensure that the cost-benefit analysis is reliable. OB is only applied to costs in the Economic Case. In line with Green Book guidance, an OB adjustment has been applied to all costs. Given the current level of design which the proposed interventions are currently at, the upper ranges of OB adjustments have been applied to the appropriate capital cost estimates.

**Table 8:** Total Capital and Revenue Costs by Option

Investment Costs by Intervention	2026 Costs (£000)		
	Option 2	Option 3	Option 4
I1: Signage & Wayfinding Strategy	£80	£80	£80
I2: Station Gateway – Phase 1	£98	£98	£98
I3: Station Gateway – Phase 2			£15,198
I4: Shopfront design guide		£45	£45
I5: Queens Drive Space			£6,618
I6: Beach Gardens			£4,418
I7: Business Accommodation Opportunities	£77	£77	£77
I8: Strand Refresh	£162	£162	£162
I9: Information Boards	£37	£37	£37
I10: Town Hubs		£1,810	£1,810
I11: Link station gateway			£816
I12: Walking and Cycling Improvements		£562	£562
I13: Comprehensive Public Realm Design Strategy			£229
<b>Total</b>	<b>£453</b>	<b>£2,870</b>	<b>£30,150</b>

Source: EDDC (2023), WSP Calculations (2025) £000's, 2025 prices

### 3.6 Benefits Appraisal

For the preferred option, the following benefits have been appraised:

- The creation of new permanent employment opportunities. It is estimated that the activation of Exmouth's public space and the transformation of some of its existing assets such as car parks into new areas of active public realm with associated commercial uses could generate between 14 and 35 net direct jobs (depending on the option) and between 4 and 11 indirect and induced jobs.
- The additional Gross Value Added (GVA) impacts associated with the employment created through the implementation of these interventions would equate to between £257,000 and £640,000 per annum. Most jobs would be created within the retail and visitor economy sectors.
- Amenity benefits capture the external benefit to the surrounding area from bringing forward new public spaces. In the case of the EPP, current car parking space and underutilised land will be used to provide new open and public space benefiting the local population.
- Public health benefits are associated with the provision of new cycle infrastructure including secure cycle parking and a cycle hub. The scale of these benefits has been derived from the Active Mode Appraisal Toolkit.

The benefits are assumed to be generated from 2026 onwards as this is the first year after which any of the selected interventions would commence in a phased approach. Similar to the project cost estimates, all economic impacts have been discounted by 3.5% per annum across the appraisal period.

## Benefit Cost Ratio (BCR) and Value for Money

The BCR considers the impact to the economy, society, the environment and the public accounts. It is an estimate of the value of benefit generated for every £1 of public expenditure. Therefore, any BCR above 1.0 shows Value for Money (VfM) for every £1 of invested cost. The VfM category is defined by the BCR and these are summarised below:

- BCR <1.0 Poor;
- BCR between 1.0 – 1.5 Low;
- BCR between 1.5 – 2.0 Medium;
- BCR between 2.0 – 4.0 High; and
- BCR >4.0 Very High.

The economic costs and benefits of Option 2 cannot easily be quantified as its interventions focus on early-stage strategic development and minimal infrastructure development. This early-stage focus means that it is not possible to factor in capital costs. Therefore, Option 2 does not have a BCR value. While monetised benefits cannot be estimated for Option 2, the non-monetised benefits set out in the section below have been considered.

**Table 9** shows the initial analysis of Monetised Costs and Benefits (AMCB) and the Initial BCR associated with the EPP based on the projects from which benefits could be monetised.

The economic costs and benefits of Option 2 cannot easily be quantified as its interventions focus on early-stage strategic development and minimal infrastructure development. This early-stage focus means that it is not possible to factor in capital costs. Therefore, Option 2 does not have a BCR value. While monetised benefits cannot be estimated for Option 2, the non-monetised benefits set out in the section below have been considered.

**Table 9:** Analysis of Monetised Costs and Benefits

(£000)	Options		
	Option 2	Option 3	Option 4
<b>Present Value of Benefits (PVB)</b>	n/a	£3,409.50	£6,289.35
<b>Present Value of Costs (PVC)</b>	n/a	£2,597.00	£36,304.57
<b>Net Present Value (NPV)</b>	n/a	£812.50	-£30,015.21
<b>Benefit Cost Ratio (BCR)</b>	n/a	1.31	0.17

Source: £000's, 2025 Prices

The cost benefit analysis for the EPP shows that the discounted monetised benefits of Option 3 (PVB), £3.4 million, is greater than the discounted monetised costs of £2.6 million. The discounted monetised benefits of Option 4 (PVB), £6.3 million, is less than the discounted monetised costs of £36.3 million. The adjusted BCR for Option 3 and 4 is in the range of 1.31 and 0.17, suggesting a low and poor VfM respectively.

A range of sensitivity tests has been undertaken to show the impact of different variables on the VfM outcome of the Project. This includes:

- Adjusting OB percentage to 50%: BCR = 0.17 to 1.26;

- Reducing the additionality assumptions from 25% to 50%: BCR = 0.12 to 1.03; and
- Adjusting the OB percentage to 50% and reducing the additionality assumptions from 25% to 50%: BCR = 0.11 to 0.98.

The results of these tests show that the impact on the BCR ranges from 0.11 to 1.26. The results indicate that for all these tests, the EPP demonstrates a wide range of VfM categories, from poor to low.

## **Non-Monetised Benefits**

The VfM assessment has focused on the GVA produced by the creation of additional jobs, as well as amenity benefits from new public realm and health benefits associated with new cycle infrastructure.

As discussed earlier, however, there are a number of benefits that cannot easily be quantified, that will contribute to the success of the EPP, and that are not included in the VfM section set out above. These include:

- Making the town and seafront a more attractive and enjoyable place to visit which in turn increases the number of tourist visitors and increases local spending. This may result in further job creation within retail, leisure and visitor economy activities, generating further economic activity within Exmouth's economy;
- Supporting wider placemaking objectives and regeneration within key areas of Exmouth Town and the seafront. This in turn will lead to a better place image for Exmouth and potentially more business investment;
- Labour market and skills – generating new jobs for local people;
- Improving the accessibility of the town centre and seafront through improved wayfinding and signage;
- Improved connectivity between walking and cycling transport routes;
- Improved public realm leading to increased footfall within the town centre;
- Physical and mental wellbeing benefits from the creation of new public spaces and open space;
- Improved social cohesion and wider community benefits.

## 4.0 The Commercial Case

The Commercial Case sets out the potential commercial arrangements of the preferred option, and the potential procurement strategy used to engage the market and deliver the preferred option as set out within the Economic Case.

### 4.1 Potential delivery options

This section of the Commercial Case considers different delivery options, in line with HM Treasury Green Book guidance. The aim of the Commercial Case within the SOBC is to consider delivery strategies and propose a preferred option that needs further validation and confirmation at later stages of the business case process.

For the purposes of the suite of high to medium priority interventions, the most likely delivery strategies include: a concessionary model (public and private-sector funded); and public ownership. Preliminary consideration of the advantages and disadvantages of each strategy are considered here and further consideration will be needed at the next stage of the business case before confirming the final decision. The finalised delivery strategy is dependent on the high to medium priority interventions being taken forward, asset ownership, East Devon District Council's risk preferences, availability of funding, and other resources.

#### **Concessionary model (public/private funded)**

The concessionary model is widely used in the public sector but is less common amongst private organisations. It is potentially well-suited to larger organisations when taking a portfolio-level approach. This model strikes a good balance of risk and control, enabling the host (EDDC) to leverage some third-party investment. This model typically involves a revenue or profit share arrangement. Broadly, the greater the share of the risk taken on by the local authority through a public model, the greater their potential revenue or profit share and control. Conversely, when the concessionaire has a larger stake in the investment, they will typically require a reduced level of revenue or profit share, and more assurance over levers such as pricing or longer contracts, in order to have greater confidence in their potential to recoup their investment.

The Concessionary Model enables the public sector to 'package' together more profitable and less profitable interventions, potentially enabling private investment in areas which would otherwise be underserved. The risk is that private sector investors may be less willing to fund and operate less profitable interventions. This may result in a more complex contractual arrangement.

#### **Public ownership**

The publicly-funded model involves local authorities fully funding capital and operating expenditure, as well as external fees such as those for contractors and consulting services. In the case of Exmouth, this cost would be covered through funding grants from government for EDDC. All public realm infrastructure would be owned by EDDC.

Of the two models, the fully public model entails the greatest role for EDDC, as it would be responsible for funding all costs associated with the interventions. In so doing, the Council retains ownership and revenues generated by the interventions.

### 4.3 Proposed delivery model and rationale

Based on the high to medium priority interventions proposed under the preferred option, the preferred delivery option at this early SOBC stage is the concessionary model. With asset ownership but limited funding availability from ETC, EDDC and DCC, additional grant and private funding will be needed to deliver the required interventions.

In many areas, East Devon District Council and the Town and County Council's assets interface with each other, requiring a joined-up management and delivery approach to ensure seamless implementation and operation.

### 4.4 Procurement strategy

The Treasury Green Book requires consideration of how the required services, supplies or works can best be procured in accordance with established rules and regulations and the commercial strategy of the organisation. The procurement strategy has not been confirmed at this stage of the SOBC. The procurement strategy is expected to be confirmed once the delivery strategy is confirmed, and therefore it will be finalised at the next phase of the business case **Table 10** provides an overview of potential procurement routes.

DCC and EDDC have a robust procurement strategy that also recognises the Climate Change Strategy and Action Plan, ensuring all procurement should be as sustainable as possible and prioritising opportunities for local suppliers, Small and Medium-sized Enterprises (SMEs) and Voluntary Community and Social Enterprise.

**Table 10:** Procurement Options

Procurement option	Description
Open Tender	An open tender offers an equal opportunity to any organisation to submit a tender. This approach makes the tender process highly competitive and can create opportunities for new or emerging suppliers. However, due to the possible high volumes of tenders it can be very time consuming, and there is more onus on East Devon District Council to undertake background checks on bidders.
Closed tender	This route limits submissions for tender by implementing a Pre-Qualification Questionnaire (PQQ) which can assess the capacity, capability and relevant experience of potential suppliers. Submissions that meet the qualification requirements are then selected to continue to the Invitation to Tender (ITT) stage. This approach could provide greater confidence in the quality of supplier. However, the tender price may not be as competitive as under open tendering and the closed two-stage process can take longer than other routes.
Existing National/Regional framework	Use of an existing framework agreement would ensure suppliers are already vetted and with some common contractual terms in place. This can be an efficient way to work either via a mini competition or call-off, instead of having to go through a full tender process each time. Alternatively, some frameworks allow a direct award without any competition or call-offs.

<p>Establish a Bespoke Framework</p>	<p>Establishment of a bespoke framework contract tailored to East Devon District Council's specific requirements with a single supplier that offers services from feasibility to delivery and management within a certain rate, or a framework with a number of suppliers and the option to run mini competitions or direct awards. This can be a useful approach for direct access to one supplier, or a panel with whom EDDC can engage repeatedly; however, it can be very time consuming to set up and manage.</p>
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#### 4.5 Risk allocation

The allocation and management of risk is central to strong and successful commercial contracts which will need to be undertaken as part of each intervention. EDDC will manage risk carefully by negotiating provisions to transfer or share risk with suppliers of services. The project management team will ensure that effectiveness and value for money of contracted services will only be achieved where risk allocation is equitable and where the party managing the risk are the ones most reasonably able to do so.

At this stage of the Project, all risks have not been identified or explored in detail. It is important to note that the design team for each intervention would be expected to prepare a risk assessment once appointed and conduct a detailed investigation on the ground. The risks for each intervention will be mostly transferred to the Contractor or service provider procured to undertake the works/service, as they are responsible for ensuring that works are completed and the service is delivered in line with the contract scope. EDDC risks with regards to the interventions are more reputational and related to overall delivery of the suite of interventions.

## 5.0 The Financial Case

This section sets out the financial case for the proposed scheme, covering scheme costs and funding availability to assess its affordability. The section covers the assumptions and our approach to calculating the costs.

### 5.1 Cost Estimate for Programme of Interventions

The scheme costs have been estimated by WSP based on desktop research, estimates from similar interventions elsewhere in the UK, and engagement with East Devon District Council. The cost estimation includes capital costs such as site survey, construction and equipment, and revenue costs such as East Devon District Council employee costs and running costs. Optimism bias is only used in the Economic Case. A breakdown of costs for each of the 13 interventions listed in are presented in **Table 11** below.

### 5.2 Overall Funding Requirements and Affordability

The programme of interventions for preferred Option 3 requires a total capital funding contribution of £2.812 million. Public sector funding will be needed to cover operating expenditure. EDDC has no specific capital budget available, other than where existing funding can be re-allocated. Exmouth Town Council has access to CIL funding and further support may be possible from Devon County Council and will be sought from grant sources and private investors with an interest in making the proposed improvements.

Different sources of funding will be monitored and as more funding sources become available, these will be explored. Based on the availability of public sector funding between Exmouth Town Council, East Devon District Council and Devon County Council the programme of interventions is considered to be affordable.

**Table 11:** Breakdown of Costs per Intervention

	<b>1: Signage Strategy</b>				<b>2: Station Gateway 1</b>				<b>3: Station Gateway 2</b>			
	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total
<b>Capital Costs</b>												
Investigation	£10,000	£0	£0	£10,000	£8,000	£0	£0	£8,000	£0	£0	£0	£0
Construction	£0	£0	£0	£0	£50,000	£0	£0	£50,000	£0	£0	£15,000,000	£15,000,000
Equipment	£0	£0	£0	£0	£12,000	£0	£0	£12,000	£0	£0	£45,000	£45,000
Fees (External)	£50,000	£0	£0	£50,000	£0	£0	£0	£0	£0	£45,000	£90,000	£135,000
Other (Strategy)	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
Subtotal				£60,000				£70,000				£15,180,000
<b>Revenue Costs</b>												
Employee Costs	£4,212	£4,212	£4,212	£12,637	£4,212	£4,212	£4,212	£12,637	£0	£4,212	£4,212	£8,424
Running Costs	£2,500	£2,500	£2,500	£7,500	£5,000	£5,000	£5,000	£15,000	£0	£5,000	£5,000	£10,000
Subtotal				£20,137				£27,637				£18,424
<b>Total</b>	<b>£66,712</b>	<b>£6,712</b>	<b>£6,712</b>	<b>£80,137</b>	<b>£79,212</b>	<b>£9,212</b>	<b>£9,212</b>	<b>£97,637</b>	<b>£0</b>	<b>£54,212</b>	<b>£15,144,212</b>	<b>£15,198,424</b>

	<b>4: Shopfront Design Guide Update</b>				<b>5: Beach Gardens</b>				<b>6: Queens Drive Space</b>			
	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total
<b>Capital Costs</b>												
Investigation	£25,000	£0	£0	£25,000	£0	£0	£0	£0	£0	£0	£0	£0
Construction	£0	£0	£0	£0	£0	£0	£6,000,000	£6,000,000	£0	£0	£4,000,000	£4,000,000
Equipment	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
Fees (External)	£0	£0	£0	£0	£0	£600,000	£0	£600,000	£0	£400,000	£0	£400,000
Other (Strategy)	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
Subtotal				£25,000				£6,600,000				£4,400,000
<b>Revenue Costs</b>												
Employee Costs	£4,212	£4,212	£4,212	£12,637	£0	£4,212	£4,212	£8,424	£0	£4,212	£4,212	£8,424
Running Costs	£2,500	£2,500	£2,500	£7,500	£0	£5,000	£5,000	£10,000	£0	£5,000	£5,000	£10,000
Subtotal				£20,137				£18,424				£18,424
<b>Total</b>	<b>£31,712</b>	<b>£6,712</b>	<b>£6,712</b>	<b>£45,137</b>	<b>£0</b>	<b>£609,212</b>	<b>£6,009,212</b>	<b>£6,618,424</b>	<b>£0</b>	<b>£409,212</b>	<b>£4,009,212</b>	<b>£4,418,424</b>

	<b>7: Affordable Occupancy Opportunities</b>				<b>8: The Strand Refresh</b>				<b>9: Info boards</b>			
	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total
<b>Capital Costs</b>												
Investigation	£35,000	£0	£0	£35,000	£25,000	£0	£0	£25,000	£8,000	£0	£0	£8,000
Construction	£0	£0	£0	£0	£100,000	£0	£0	£100,000	£0	£0	£0	£0
Equipment	£0	£0	£0	£0	£9,000	£0	£0	£9,000	£20,000	£0	£0	£20,000
Fees (External)	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
Other (Strategy)	£30,000	£0	£0	£30,000	£0	£0	£0	£0	£0	£0	£0	£0
Subtotal				£65,000				£134,000				£28,000
<b>Revenue Costs</b>												
Employee Costs	£1,343	£1,343	£1,343	£4,029	£4,212	£4,212	£4,212	£12,637	£455	£455	£455	£1,365
Running Costs	£2,500	£2,500	£2,500	£7,500	£5,000	£5,000	£5,000	£15,000	£2,500	£2,500	£2,500	£7,500
Subtotal				£11,529				£27,637				£8,865
<b>Total</b>	<b>£68,843</b>	<b>£3,843</b>	<b>£3,843</b>	<b>£76,529</b>	<b>£143,212</b>	<b>£9,212</b>	<b>£9,212</b>	<b>£161,637</b>	<b>£30,955</b>	<b>£2,955</b>	<b>£2,955</b>	<b>£36,865</b>

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	<b>10: Town hubs</b>				<b>11: Station Gateway to estuary</b>			
	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total
<b>Capital Costs</b>								
Investigation	£45,000	£0	£0	£45,000	£50,000	£0	£0	£50,000
Construction	£1,500,000	£0	£0	£1,500,000	£0	£600,000	£0	£600,000
Equipment	£45,000	£0	£0	£45,000	£0	£0	£0	£0
Fees (External)	£90,000	£0	£0	£90,000	£100,000	£0	£0	£100,000
Other (Strategy)	£0	£0	£0	£0	£0	£0	£0	£0
Subtotal				£1,680,000				£750,000
<b>Revenue Costs</b>								
Employee Costs	£38,253	£38,253	£38,253	£114,758	£17,077	£17,077	£17,077	£51,231
Running Costs	£5,000	£5,000	£5,000	£15,000	£5,000	£5,000	£5,000	£15,000
Subtotal				£129,758				£66,231
<b>Total</b>	<b>£1,723,253</b>	<b>£43,253</b>	<b>£43,253</b>	<b>£1,809,758</b>	<b>£172,077</b>	<b>£622,077</b>	<b>£22,077</b>	<b>£816,231</b>

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	<b>12: Walking and cycling</b>				<b>13: Public Realm Strategy</b>			
	Year 1	Year 2	Year 3	Total	Year 1	Year 2	Year 3	Total
<b>Capital Costs</b>								
Investigation	£50,000	£0	£0	£50,000	£0	£0	£0	£0
Construction	£500,000	£0	£0	£500,000	£0	£0	£0	£0
Equipment	£0	£0	£0	£0	£0	£0	£0	£0
Fees (External)	£0	£0	£0	£0	£200,000	£0	£0	£200,000
Other (Strategy)	£0	£0	£0	£0	£0	£0	£0	£0
Subtotal				£550,000				£200,000
<b>Revenue Costs</b>								
Employee Costs	£1,343	£1,343	£1,343	£4,029	£4,554	£4,554	£4,554	£13,662
Running Costs	£2,500	£2,500	£2,500	£7,500	£5,000	£5,000	£5,000	£15,000
Subtotal				£11,529				£28,662
<b>Total</b>	<b>£553,843</b>	<b>£3,843</b>	<b>£3,843</b>	<b>£561,529</b>	<b>£209,554</b>	<b>£9,554</b>	<b>£9,554</b>	<b>£228,662</b>

## 6.0 The Management Case

The Management Case sets out the processes and controls in place to manage the implementation of the scheme, and track and realise future benefits. It demonstrates how the scheme will be delivered in accordance with best practice, outlines timescales, and establishes the governance structure and assurance framework that will oversee the project.

### 6.1 Project management and governance

It is likely that a partnership between ETC, EDDC and DCC will promote, administer and manage the interventions identified in the preferred Option 3. EDDC will act as the Responsible Owner (SRO) and will appoint a project manager (PM) from within either EDDC, ETC or DCC depending on the individual action/project. The PM will ensure efficient management of the project delivery of the high to medium priority actions from the Strategic Objectives. The PM will work with other teams within EDDC, DCC, ETC and any other applicable partners or stakeholder groups and will ensure a good level of communication and input from the wider community. The PM's responsibilities include management of risk, change, documentation, reporting, and supporting governance functions. The exact list of responsibilities will depend on the final governance model, which will be developed at the next stage of the business case process.

At this early stage of the business case process, the simple governance model is the likely preferred model for ensuring successful delivery of the set of the interventions. The final governance structure will be developed at later stages of the business case process.

Simple governance models are more suitable for shorter, less complex projects with less stakeholders involved. The high to medium priority interventions within preferred Option 3 could be delivered using a simple governance model. A potential simple governance model could consist of a few key stakeholder groups who jointly manage decision-making and delivery. Potential groups are detailed below and summarised in **Table 12**:

- **Steering Group:** The Steering group is the highest level within the governance model and has the final decision-making power. It can have various powers, including sign-off on strategic plans, policy, funding bids, site selection and income surplus allocation. It consists of members from both the Working Group and any other relevant decision-makers.
- **Working Group:** The Working Group is responsible for the strategic delivery of the interventions, ensuring all incentives are aligned moving forward. It is possible that, given the number of interventions, there may need to be different workstreams and Workstream Leads/Project Managers assigned to each workstream who take ownership of delivery of a particular intervention, or sub-set of interventions. All Workstream Leads/Project Managers report to the Senior Responsible Owner for Exmouth's Placemaking Plan.
- **Supporting teams within ETC / EDDC / DCC:** Given the spread of interventions, participating teams within ETC, EDDC and DCC will be responsible for local engagement, communication, and recording and actioning feedback. These teams may also need to participate in organising and seeking additional funding and submitting funding applications.

**Table 12:** Key programme management positions

<b>Position</b>	<b>Responsibilities</b>
Senior Responsible Owner (SRO)	Owner, who is responsible for overall delivery of the programme of interventions within the EPP
Project Manager (PM)	Management of project delivery, risk, change, documentation, reporting, and supporting governance functions.
Steering Group	Council Programme and EPP oversight
Working Group	Detailed oversight at intervention level
Supporting Teams within EDDC	Support for delivering interventions

## 6.2 Project milestones and timescales

**Table 13** below outlines key project milestones and delivery timescales subject to securing approvals from within EDDC and funding for interventions. Future business cases can confirm further details regarding key tasks per intervention, sub-tasks, durations, interdependencies between interventions and/or tasks, and confirmed milestones and gateways. It is envisaged at this early stage, that EDDC progresses through the key business case stages and can secure funding during 2026, such that implementation can begin at least by the end of 2026 for a duration of three years.

The programme of high to medium priority interventions will be live once EDDC has reached Full Business Case (FBC) stage and secured funding. Progress towards completion will be monitored against a proposed work programme on a regular basis by the SRO.

## 6.3 Project dependencies

The successful delivery of the programme of interventions is not dependent on the prior delivery of any other interventions as they will form the initial roll-out of the EPP. The following dependencies should be noted and explored in the next stage of the business case:

- Delivering the programme of interventions is dependent upon receipt of adequate funding over the lifecycle of each intervention – be this grant funding or other financing;
- Where interventions relate to property not owned or jointly owned by EDDC and other EDDC entities, agreements will need to be made between EDDC and relevant parties;
- Successful contracting of consultants with pre-requisite expertise and experience to deliver the interventions;
- Time from EDDC staff during implementation;
- Successful stakeholder engagements.

**Table 13:** Indicative Timescales

Details	Date	Delivered by
Strategic outline business case submission and approval	Q1 2026	EDDC
Outline business case and full business case submission and approval	Q2 2026	EDDC
Implementation of high to medium priority interventions	2026-2028	EDDC and suppliers

## 6.4 Risk management

The management of risk and uncertainty will be critical to successful implementation. It will identify threats to implementation and enable practical risk management actions to be assigned. The approach to risk management will be finalised at the next stage of the scheme development, i.e. the next stage of the business case. It is anticipated that risk management of the programme of high to medium priority interventions will be aligned with EDDC's risk management policy objectives:

- embed risk management into the culture of the project team;
- work with partners, providers and contractors to develop a common understanding of the risk management expectations;
- integrate risk management into policy, planning and decision making; and
- enable the PM and the project team to anticipate and respond to changing social, environmental and legislative conditions.<sup>7</sup>

These objectives will be met by:

- identifying, assessing and effectively managing strategic and operational risks;
- establishing clear roles, responsibilities and reporting lines for risk management;
- incorporating the assessment of risk into all key decision making and planning processes; and
- using SPAR.net or similar for recording, assessment, monitoring of controls and reporting of risks.<sup>8</sup>

The risk management approach will broadly follow the process of:

- Risk identification;
- Risk quantification – Assessing the impacts of risk; and
- Risk mitigation.

Risk management of the programme of interventions will entail the construction and regular updating of a risk matrix which shows the risk score from the combination of the likelihood and the impact of the Risk. The Risk will increase in severity as the likelihood and impact increase.

<sup>7</sup> <https://eastdevon.gov.uk/council-and-democracy/council-business/our-key-policies/risk-management-policy/purpose-of-the-risk-management-policy/#article-content>

<sup>8</sup> <https://eastdevon.gov.uk/council-and-democracy/council-business/our-key-policies/risk-management-policy/purpose-of-the-risk-management-policy/#article-content>

## Identifying risks

EDDC risk identification criteria and risk assessment techniques are summarised in **Table 14**.

**Table 14:** Risk identification tools<sup>9</sup>

Tools	Description
Questionnaires and checklists	Individually designed questionnaires and check lists to collect information to assist with the recognition of the significant risks.
Workshops and brainstorming	Collection and sharing of ideas and discussion around the events that could impact on the objectives.
Audit and inspection reports	To understand and check that processes and procedures are in place and working.
Flowcharts and dependency analysis	Analysis of processes and operations with the organisation to identify critical components that are key to success.
Strengths, Weaknesses, Opportunities, and Threat (SWOT) and Political Economic Social Technological Legal Environmental (PESTLE) analyses	SWOT and PESTLE analyses offer structured approaches to risk recognition.

## Assessing risks

Risks associated with the programme of interventions will be assessed using existing processes within EDDC and key partner organisations. Not all risks can be eliminated completely but the likelihood and impact can be reduced or better controlled through assessment, control actions, monitoring and review.

Strategic or operational risks will be assessed in the context of the scale of risk associated with each. This may be determined by considering:

- the likelihood of the risk occurring; and
- the impact, or severity of the consequences should it occur.

Risks will be assessed by selecting a scale for both likelihood and impact and multiplying them to produce a risk rating. This rating then falls within one of the following categories in the matrix – high, medium or low (see EDDC risk management processes for further details.)<sup>10</sup>

## Controlling and managing risk

Having identified a risk and assessed its impact and probability, the next step in the process is to develop actions to manage the risk. These are referred to as 'control actions'. Controls are intended to help in mitigating either the impact or likelihood of the risk. In light of the control actions that have been put in place, the risk now needs to be re-assessed to find the level of 'residual risk' and assigned a corresponding residual risk score.

The Project Manager determines who will ultimately be responsible for the risk (the responsible officer). This role will involve monitoring the control actions and writing the reviews

<sup>9</sup> <https://eastdevon.gov.uk/council-and-democracy/council-business/our-key-policies/risk-management-policy/how-we-identify-risks/#article-content>

<sup>10</sup> <https://eastdevon.gov.uk/council-and-democracy/council-business/our-key-policies/risk-management-policy/how-we-assess-risk/#article-content>

on the PM's risk control system e.g EDDC's internal SPAR.net system. The responsible officers review risks at regular intervals (monthly, quarterly, twice a year, or annually). Operational risks should be monitored regularly as part of the performance management within all services. This includes assessing whether the control actions are still adequate or need revising and or replacing SPAR.net or equivalent system, should be updated with any changes as soon as they arise.

Completion of each of these processes enables the population of a risk register for operations.

**Table 15** provides an extract of some of the possible risks associated with the programme of interventions and will be iterated on at the next stage of the business case.

**Table 15:** Potential risks involved within the programme of interventions

No.	Risks involved with the project	Likelihood	Impact	Score
1	Failure to 'Sign a deal' with partners as needed for some interventions	Possible	Major	12
2	Failure to deliver agreed outcomes between partners	Possible	Major	12
3	Failure to get political support locally	Possible	Major	12
4	Significant negative change in the financial market delaying Placemaking Plan interventions	Possible	Major	12
5	Planning and/or Council approvals delayed or refused	Unlikely	Major	8
6	Funding not available	Unlikely	Moderate	6
7	Partners not producing a detailed design	Unlikely	Major	8
8	Council's reputation adversely affected by programme perception	Unlikely	Minor	4
9	Failing to manage stakeholder expectations	Unlikely	Minor	4
10	Local supply chain/community benefit conditions not maximised	Possible	Negligible	3
11	Change of legislation	Possible	Moderate	9
12	Internal staff resources do not match required capabilities or experience	Possible	Moderate	9

**Note:**

*For likelihood – Almost certain=5, Likely=4, Possible=3, Unlikely=2, Almost impossible=1;*

*For Impact – Severe=5, Major=4, Moderate=3, Minor=2, Negligible=1;*

*The score is the product of the likelihood and impact ratings.*

In terms of reviewing and reporting risks, the Project Manager will enter new risks on the SPAR.net or equivalent alternative system if not entered by the heads of service or corporate managers including those identified by South West Audit Partnership during service area audits. They will monitor risks that they are responsible for – to ensure control actions are up to date. The SRO will ensure that the risks are being well managed throughout the life of the project and that SPAR.net or appropriate systems are reviewed and updated when required.