

Invitation to Tender – Terms of Reference

Placemaking Plan for Exmouth Town and Seafront

Introduction

Exmouth is the largest town in East Devon with a population at the last census of around 36,000. Situated approximately 11 miles from Exeter, the town is in an enviable position at the mouth of the Exe Estuary, with 2 miles of seafront, a World Heritage Coastline and in close proximity to Woodbury Common and yet it struggles to realise the full potential of its delightful setting. Exmouth is in danger of economic decline. It is reliant upon an ageing population, second tier tourism and the draw of Exeter. To prosper and be a successful place Exmouth therefore cannot stand still but needs to look to the future and make decisions that will create a more sustainable, active and balanced community with a strong economy.

In November 2020, a Delivery Group comprising of elected members was formed and a Terms of Reference for their operation was agreed by East Devon District Council's Cabinet, this group was known as the Exmouth Queen's Drive Delivery Group (EQDDG).

Progress with options for Queen's Drive Space made limited progress due to a number of factors, not least resourcing, and in January 2022 the Council appointed a dedicated officer (for a 2 year period) to take Placemaking in Exmouth forward.

On the 8th of March 2022, the EQDDG Members agreed to hold a workshop-style meeting on the evening of 6th April 2022, for Delivery Group Members only to meet in person with a view to obtaining consensus on what the Themes and Characteristics for successful Placemaking in Exmouth would look like. At this meeting it was agreed to seek approval from Cabinet (which was approved) to hold a series of public consultation meetings to present the workshop's findings to interest groups, stakeholders and the public and to seek their feedback.

A further report on progress took place on the 06th May 2022 and a report made recommendations to Cabinet that the Terms of Reference for the EQDDG be expanded to cover all of Exmouth Town and Seafront and the group was subsequently renamed at the Placemaking in Exmouth Town and Seafront Group.

The consultation commenced in May 2022 with Exmouth Town Council, followed by 4 face to face consultations with Stakeholders and members of the public which took place from May to the end of August with 138 people in all attending.

An online questionnaire was provided on the Council's website and 861 responses were received and the Council also commissioned the South West Research Group Ltd to carry out further face to face interviews with up to 400 members of the public visiting Exmouth. Further detail is given below in the report.

[Agenda for Placemaking in Exmouth Town and Seafront Group \(formerly Exmouth Queen's Drive Delivery Group\) on Monday, 10th October, 2022, 10.00 am - East Devon](#)

In order to ensure that Exmouth can move forward with confidence East Devon District Council are seeking to commission a multidisciplinary team to prepare a Placemaking Plan for Exmouth Town and Seafront:

Phase 1 – Terms of Reference

A detailed Terms of Reference for a Placemaking Plan for Exmouth town and seafront. This is a key part of the task and will be agreed by East Devon District Council.

Consideration should be given to the following:

- A prioritisation of the key Themes and Characteristics and opportunity sites
- Spatial analysis of the opportunities across Exmouth
- Analysis of what the Council can deliver (ie what is within its remit) in the short, medium and long term
- Identification of key partners to develop other elements eg Devon County Council
- Preparation of options for sites
- High Level Feasibility Design and Costing
- Preparation of shortlist of options
- Draft options to Delivery group Summer 2023
- Further Consultation on the options (we may want to re-consult sooner)
- Cabinet and Full Council approval to move to detailed design and costing
 - Implementation phase begins early 2024 subject to budget constraints.

Phase 2 – The Placemaking Plan

Subject to satisfactory agreement to the Terms of Reference, the successful team will then prepare a Placemaking Plan to give Exmouth a clear direction for the future. It will identify what is required to make Exmouth Town and Seafront viable and vibrant and will establish key milestones.

It is envisaged that the plan will cover key areas but we have intentionally not been too prescriptive about what form these will take but we suggest the outputs will be:

- A coherent **shared vision** for the future socio economic sustainability of the Exmouth Town and Seafront
- A range of **Placemaking options for key sites** that will contribute positively to the future socio economic sustainability of the town. These will include investment opportunities associated with the development and improvement of key sites and premises, and opportunities for investment in the public realm and infrastructure. These investment opportunities will cover a time period of up to ten years;
- A set of **Development Briefs** that will inform future development and other initiatives associated with placemaking that will deliver benefits of increased civic pride and increased attractiveness to the local community and investors.
- A clear and robust **Delivery Plan** and associated Investment Strategy for Placemaking this should include details of funding sources and phasing and

should be based around priorities for action, including a series of 'early wins' that can be delivered within 12-18 months from the date of the Council endorsing the Plan.

- The Placemaking Plan will comprise a collection of documents and reports to be delivered through this Commission and described in more detail below in the services required section below.

Phase 3 – Appropriate Habitat Regulations Assessment of the Plan.

Until the Terms of Reference at Phase 1 and the Placemaking Plan at Phase 2, it is at an advanced stage it is envisaged that only then should the HRA be undertaken.

The HRA need to satisfy the Habitats Regulations, by carrying out a Habitats Regulations Assessment of projects or plans that could result in likely significant effects on the qualifying features of the SAC.

[Appropriate assessment - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

We need to carry this HRA process out for internal plans (such as proposed developments, local plans and neighbourhood plans) in order to satisfy the regulations, and make sure that we don't grant permission or create plans which would negatively affect the integrity of the relevant European Sites.

SERVICES REQUIRED

Through this Commission, our Council requires the following services that will deliver the following outputs:

A Baseline Study & Benchmarking Report: This element of the Plan should comprehensively profile the key economic and community characteristics, drivers, performance, strengths and weaknesses of Exmouth Town and Seafront (as far as is possible) to act as a baseline.

This baseline will enable appropriate comparisons to be made over a period of time as and when the Delivery Plan and Investment Strategy is implemented, and should also enable appropriate comparisons to be made to other similar towns in the area and in the UK.

Through this exercise the Council wishes to identify opportunities for developing the vitality and viability of town centre by focusing on opportunities for developing the trading environment and business infrastructure, attracting and growing business, supporting entrepreneurship, developing a competitive workforce, and developing quality of life by strengthening place based assets.

A Characterisation Study (Urban Analysis/Characterisation Study/ Understanding the Place):

A study of the Town and Seafront should be undertaken by the appointed Consultant Team demonstrating its understanding of the form and function urbanism, the street hierarchies and how these serve for better or worse.

This should include analysis of the town's historic growth, permeability and legibility and how these relate to their communities, including assessment of walkable neighbourhoods, using Isochronal diagrams to support findings.

It should be noted that East Devon District Council requires this exercise to assess the relative economic and social interdependency and relationship the town and seafront have to each other and how this is likely to impact on their future sustainability.

Recommendations are required on the physical improvements that should be made through an investment process, and these in turn should be fed into the Outline Business Case and Investment Strategy, and be supported by the Placemaking Strategy and Design Guidance.

A Placemaking Strategy:

This should build on the Characterisation Study, the Baseline Study and Benchmarking Report, reflect the results of the consultation, and be aligned with the emerging Local Development Plan. It should establish placemaking principles; it is essential that these placemaking principles should form linkages between the Town and Seafront where possible. It should establish the urban design principles and placemaking objectives that will support the establishment of the sustainable vision for the area's future as identified through the consultation process. The Placemaking Strategy will also be used to identify regeneration priorities and development proposals, which in turn, should be supported by the Outline Business Case and Investment Strategy.

An Outline Business Case:

This should assess and establish the outline business case for a portfolio of near term priority projects for the first 5 years (2023/2028) that will progress the aims and objectives of the Placemaking Strategy, and it should highlight longer term objectives and potential for investment beyond this. It should select and prioritise those Placemaking projects that are to be the subject of the Investment Strategy and it should estimate the benefits (financial and non-financial) associated with their realisation. It should assess constraints and risks associated with these projects, and provide advice and guidance on issues around procurement (in particular the potential for involvement by the private and community/voluntary sector), timescales, phasing and delivery.

Investment Strategy:

Make recommendations for investment by EDDC through its Capital and Revenue budgets, plus details of potential for additional leverage by this investment programme of external funding, including but not limited to: -

- Council Capital funding
- Government Regeneration Funding eg Levelling Up, UK Shared Prosperity Fund, SALIX
- Potential Lottery funding
- Heritage Fund
- Private Capital Investment; and

- Other funding.

Development Briefs:

The consultant team should also prepare Development Briefs for those regeneration or development sites identified in the Outline Business Case and Investment Strategy that are also particularly critical to the establishment or maintenance of a sense of place, as discussed in the Placemaking Strategy. In broad terms the selection of such sites should be based on the prominence or environmental sensitivity of a development. The Briefs should comply with the emerging Local Development Plan.

QUALITY REQUIREMENTS

The Council's Quality Expectations from the Appointed Consultants will be as follows:

(a) Project Quality Expectation

The Council's quality expectation for this project is that it should produce a set of documentation – 'the Placemaking Plan' documentation -that is supportable and usable by the Council and its stakeholders as the principal policy guide and route plan for achieving a vision for sustainable Placemaking in Exmouth Town and Seafront for a period of up to ten years. The Placemaking Strategy and Development Briefs should be of a sufficient standard as to be adoptable by the Council.

(b) Quality Expectations from Commission Products

PRODUCT	QUALITY REQUIREMENTS
Baseline Study & Benchmarking Report	The Baseline Study and Benchmarking - The approach selected by the Tenderer must be described in the Tender submission. The approach selected should also be replicable by the Council and/or its partners at no or minimum additional cost to create further reports on a time series basis.
Characterisation Study	Every effort should be made to provide an accurate record of the Town and Seafront' material palettes and building typologies and how these relate to street hierarchies. This should include information on the use of certain materials in different locations or on different buildings within the settlement core, e.g. where there is predominant use of sandstone on a High Street and secondary routes and red brick in tertiary streets/routes elsewhere. Identification and Description of Character Areas - The

	<p>study should highlight areas of key importance and should include Conservation Areas, Listed Buildings of interest and other key character areas such as retail clusters on High Streets or areas of important public space. These areas may be currently thriving, underutilised, neglected, unseen or lack formal delineation, but should be highlighted together with specific recommendations for inclusion within the Placemaking Plan document.</p> <p>Environment Mapping - To include flooding/landscape analysis</p> <p>Infrastructure Mapping - Roads/rail/ water/drainage</p> <p>Current Land Use - Annotated Plan</p> <p>Community Infrastructure - Mapping exercise of Local service provision</p>
<p>Outline Business Case</p>	<p>The Outline Business Case should include the following chapter headings/sections:</p> <ul style="list-style-type: none"> • Executive Summary • Introduction • Strategic Case • Economic Case • Commercial Case • Financial Case • Management Case • Conclusion • List of Appendices <p>Where it is proposed that an alternative document structure/ chapter headings or sections be used, then this should be pre agreed with the Council.</p>
<p>Investment Strategy</p>	<p>A funding matrix would be desirable and would a high level viability assessment prepared in a standardised format using proprietary software such as Argus Development or SDS Proval</p>
<p>Development Briefs</p>	<p>The Development Briefs should cite diagrammatic examples, illustrating key characteristics on sites for development and or areas/buildings for targeted investment and regeneration and provide coherent rationale on urban design (block treatment) including access, density, nature of development, appropriate materials, car parking and rudimentary elevation/frontage treatments to principal elevations together with estimated costs.</p>

General	All final reports and documentation should be provided in digital and print formats.
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Other Studies to be aware of are:

Exmouth Masterplan 2011

[Placemaking in Exmouth - East Devon](#)

Exmouth Seafront Vision

[Placemaking in Exmouth - East Devon](#)

East Devon Cultural Strategy

[East Devon Cultural Strategy - East Devon](#)

East Devon Tourism Strategy

[East Devon Tourism Strategy](#)

East Devon Leisure Strategy

[East Devon Leisure Strategy](#)

East Devon - Climate Change Strategy and Action Plan

[Council Strategy - East Devon](#)

The Exmouth Neighbourhood Plan

[The Exmouth Neighbourhood Plan Link](#)

(c) The indicative timescale for delivering the Commission is as follows:

- Invitation to Tender Closing Date:
- Appointment of Commission Team:
- Inception Meeting:
- Completion of Draft Framework:
- Draft Framework Consultation Period:

Management

The Contract will be managed by The Place, Assets and Commercialisation (PAC) Team or as otherwise delegated. The selected organisation shall be expected to report to a range of officers and Councillors as required.

Instructions

The Council will require a costing which shall include the number of hours to be allocated to the piece of work, the personnel delivering the work, the timetable for delivery and final inclusive costs. All estimates shall be in accordance with the pricing submitted as part of this tender. The Council's nominated officers will confirm in writing acceptance of the estimate. No work must commence until confirmation in writing has been issued.

Lead Advisor's Staff

Tenderers shall be required to nominate a Partner to act as Lead Consultant for the project, and shall be required to demonstrate that its proposed team of advisors are of senior status in the firm, suitably qualified for the task and have a thorough and demonstrable knowledge of the processes involved in the tasks. Tenderers must nominate and allow the Council to interview the Lead Consultant who shall have personal responsibility for the contract throughout, including key assigned staff.

The Consultants shall outline any conflicts of interest with either D&GC, Stena Line Ltd or other developers. Organisations will be expected to outline how such conflicts will be mitigated as part of their tender response.

Basis of Pricing

Tenderers are required to price on a daily basis.

Tenderers are required to show the pricing for the Lead Consultant and other proposed team members and which tasked/areas of expertise they will advise on. Daily rates prices shall be fully inclusive of the expenses and other items detailed below. It should be noted that the Council will expect most of the work, if not all, to be undertaken by the Lead Consultant and tenderers should note the hourly/ per diem rate tendered for the Lead Consultant shall be the rate marked for the purposes of the cost element of tender evaluation.

The tendered Price shall make provision for all costs associated with the Key Tasks/Aims and Objectives

The Council proposes to make payment of the agreed price to the Consultants on a monthly basis in arrears in respect of work satisfactorily completed. Tenders shall be submitted on the basis that work will commence immediately on appointment.

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Specific Questions – Method Statement

Tenderers should note that their answers to these questions will be marked and will form the basis of quantitative and qualitative tender evaluation.

1. Please give an explanation of the fee structure you are proposing

Consultant	Role	Per diem rate x number of days (show)	total
		Grand total	

Price score weighting 40%

Lowest Bid / Subsequent Bid *weighting = score

2. Please provide details of the Team structure, roles and responsibilities of the staff who will be working on this contract. As a minimum, please include positions and a structure chart.

Response (Max 500 words) score weighting 25%

3. Please provide details of other similar analysis and reports which **your organisation** has delivered the baseline methodology.

Response (Max 500 words) score weighting 25%

4. In your opinion, what do you consider to be the 5 key challenges facing Placemaking in Exmouth Town and Seafronts economic regeneration in the current economic climate and why?

Response (Max 500 words) score weighting 25%

5. Please give an outline as to what, in your opinion, are the current enablers and barriers to bringing forward the Placemaking in Exmouth Town and Seafront?

Response (Max 500 words) score weighting 25%

Applicants are asked to use this ITT form provided and to adhere to the word limits specified.

Summary of tender assessment scoring

Criteria	Score weighting	
Price	40%	
Quality	60%	Quality Section Weighting
Q2		25
Q3		25
Q4		25
Q5		25
	100	

Price

The lowest submitted grand total shall receive a score of 40. All other bids will receive a score based on the formula below.

$\text{Lowest Grand Total Bid} / \text{Subsequent Grand Total Bid} * \text{weighting} = \text{score}$

Quality

Points will be awarded to the weighted questions as per the scoring Methodology used by the matrix below

4	Excellent response.
3	Good response.
2	Average response.
1	Minimal or poor response providing little evidence of understanding.
0	Nil or inadequate response with little or no understanding of requirement.

The total weighted scores for price and quality will be added together to give the final score