

LOCALLY-LED GARDEN VILLAGES

Expression of interest from
Mid Devon District Council



LAND TO THE EAST
OF CULLOMPTON AT
JUNCTION 28 OF THE M5
CULM GARDEN VILLAGE





CONTENTS

**fore-
word**

p4-7

- i. CULM GARDEN VILLAGE PRINCIPLES**
- ii. PROJECT SUMMARY**

1

p8-25

PROJECT OBJECTIVES, SCALE AND PLANNING STATUS

1. Description of the Garden Village project and how it aligns with current government objectives in relation to Locally-Led Garden Villages, as set out in the prospectus.
2. How the proposed Garden Village fits with strategic growth plans in the local area
3. High level Spatial Plan to indicate extent of the ambition.
4. How Culm Garden Village meets the principles of well-planned, designed and sustainable Garden Villages.

2

p26-30

GOVERNANCE PROPOSALS

5. Outline of the Governance Structure
6. Plan showing land ownership and control
7. Summary of Local Community Support
8. Management and Stewardship Proposals

3

p31-45

DELIVERY

9. Preferred Project Delivery Mechanism
10. Market commentary
11. Timescales for planning and delivery
12. Existing funding commitments
13. What makes Culm Best Practice and why its well suited to CLGs programme
14. Government support request

APPENDICES *(separate document)*

- a) Letter from Cullompton Town Council
- b) Letter from Neighbourhood Planning Team
- c) Letter from National Trust
- d) Letter from Local Enterprise Partnership
- e) Confidential land control plan
- f) Confidential highways alignment plan

CULM GARDEN VILLAGE PRINCIPLES

A holistically planned settlement which enhances the natural environment and provides high-quality housing and local jobs in a beautiful, healthy place with diverse communities

Three Enabling Principles

- the value of the land to be shared fairly by the community, land owners, and developers – providing benefits for all;
- strong, local, political leadership, with a clear vision
- an organisation created to take responsibility for the long term stewardship of the community assets created.

Six Community Principles

- a mix of homes for rent, sale, and shared ownership;
- well designed homes in beautiful landscaped settings;
- development which enhances the natural environment;
- a wide range of local jobs;
- local leisure, cultural, shopping and community facilities;
- mobility for all enabling healthy living from an integrated transport system.

OBJECTIVES, SCALE AND PLANNING STATUS

- Location earmarked for transformational growth in emerging Mid Devon Local Plan Review
- Potential for land assembly for up to 5,000 homes, including 1,000 starter homes, 400 other affordable homes and at least 32,000 sqm commercial space (1,100 jobs)
- Draft Local Plan allocation for the first 2,600 homes and 20,000 sqm of commercial space
- Emerging Neighbourhood Plan supportive of initial phase and wider Garden Village. Land Value uplift pays for new town centre eastern relief road
- for Cullompton, delivery of a Country Park and enables other local social facilities e.g. sports hub
- Re-opened Cullompton rail station as part of enhanced Devon Metro system increases connectivity credentials

CULM GARDEN VILLAGE

GOVERNANCE

- LPA allocates first 2,600 homes in emerging Local Plan Review
- Forthcoming Greater Exeter Strategic Plan to explore second phase to enable up to 5,000 homes
- Neighbourhood Plan setting out a spatial framework for the entire Cullompton Parish
- Masterplan SPD for the Garden Village to take its cue from Local Plan and Neighbourhood Plan
- Interim board to determine longer term arrangements and nature of local delivery vehicle
- Mid Devon track record in planning large scale housing sites, boosting land supply and enabling delivery

DELIVERY

- Establishment of a Local Development Board to oversee planning & implementation
- Potential for a Wider Greater Exeter Delivery Board linked to forthcoming Strategic Plan
- Additional LPA funding needed to increase capacity to expedite planning process
- Around £20m public subsidy needed to match fund developer contributions (paid back to a loan facility) to modify junction 28 at scale of 2,600 homes. Nil public subsidy at a scale of 5,000 dwellings. Entirely developer funded via revolving infrastructure fund
- Brokerage needed across Highways England, Environment Agency, Network Rail and HCA

FOREWORD



Recent developments in Mid Devon



PROJECT SUMMARY

Value Added and Request for Support

- A 'baseline' planning and delivery trajectory programmes first completion for Q1 2023 but Garden Village status would enable a 24-30 month time saving and first completions in Q1 2021 or late 2020.
- Local Authority 'capacity / resources/ advice' request to expedite delivery and garden village principles for:
 - Neighbourhood Planning support for Cullompton Plan
 - Masterplan SPD for first phase of Culm Garden Village
 - Detailed design works to enable planning application for Cullompton eastern relief road and modifications to Junction 28
 - Dedicated Development Management resource for the project
 - ATLAS advice on Delivery Vehicle options
- **Infrastructure Enabling request**
 - Junction 28 capacity improvements are essential to delivering the Garden Village Project
 - Loan funding required for modifications to Junction 28 to enable the project, swifter delivery, and continuity of delivery in association with a NW extension to Cullompton
 - Brokerage with Highways England, Network Rail and the Environment Agency
 - Access to new rail stations funding
 - Access to starter homes funding

Availability of

- Forward funding of Junction 28 infrastructure works enables negotiations with land owners, site promoter over garden village principles.
- Early Garden Village status and confidence over infrastructure funding loans, repaid from land value, will enable landowners and the site promoter (Lightwood Land) to commit resources to hybrid planning application sooner than would otherwise be the case.
- Local Delivery Vehicle ensures dedicated project management, the pursuit of a long term vision and associated stewardship arrangements.
- Potential Garden Village status is attracting other notable organisations such as the National Trust to the project.
- The Neighbourhood Planning angle for this project present a hugely positive spotlight on this new aspect of Development Plans.

I. Description of the Garden Village project and how it aligns with current government objectives in relation to Locally-Led Garden Villages, as set out in the prospectus

Culm Garden Village presents a genuinely locally led, credible, feasible and deliverable Garden Village concept. It will emerge and mature as a new settlement of up to 5,000 homes to the east of Junction 28 of the M5 to serve the Exeter Housing Market Area (HMA) and the 'Heart of the South West' Local Enterprise Partnership Area.

The concept of a new settlement at this location is embedded within the pre-submission draft of the Mid Devon Local Plan Review 2013-2033 (February 2015), which

is now nearing submission for examination. This proposes a new settlement of at least 2,100 homes to 2033, rising to 2,600 shortly thereafter. The new settlement will include a range of neighbourhood services and facilities and at least 32,000 sq.m of commercial floor space (1,100 jobs). The Local Plan review process, and the content of the pre-submission draft demonstrates clear local authority support for this location as the primary growth point within Mid Devon. Devon County Council also support the emerging identification of a new settlement at this location for the Exeter HMA. The promoter of the site, 'Lightwood Land' has assembled most of land in question. The Town Council and Neighbourhood Plan Steering Group are firmly behind the project and other potential partners such as the National Trust have expressed an interest.

Culm Garden Village is part of a transformational strategy for the Cullompton area as expressed in the opening text to Policy SC11 of the Draft Local Plan Review.

“Cullompton will develop as a fast growing market town with a strategic role in the hierarchy of settlements in Mid Devon. The town will become the strategic focus of new development reflecting its accessibility, economic potential and environmental capacity”.

Beyond the initial phase of 2,600 homes, additional environmental capacity has been identified and can be readily assembled, as required, to increase the scale of development to up to 5,000 homes.

The Government's Garden Village support programme can expedite the planning and delivery of the initial focus for growth and build the momentum required to secure a further expansion.

The initial focus for growth directly relates to addressing future housing requirements of Mid Devon. A further phase of development can address the longer term needs for Mid Devon and also provide land supply for additional growth related to the Greater Exeter housing market area.

Indeed, Mid Devon, Exeter City, East Devon and Teignbridge Councils, with assistance from Devon County are gearing up for the preparation of a Greater Exeter Strategic Plan that will look as far ahead as 2040. A joint plan will give a clear strategy for growth to support an emerging devolution bid for the Heart of the South West LEP area. The four “Greater Exeter” Councils are also supporting the submission of a separate, but complementary expression of interest under this prospectus for a garden village / town.

It is clear that the Greater Exeter area will need more sustainable locations to accommodate the levels of economic growth that is envisaged and the housing needs that are likely to be generated. Development projects such as Cranbrook in East Devon reveal that new settlements are already needed as part of the strategy for the growth within the Greater Exeter area. With Government backing, Culm Garden Village can deliver a further phase of higher quality housing within the Greater Exeter HMA - linked to an enhanced Devon Metro system.

Summary Request for Support

A successful submission will ensure that the project can benefit from the support that is available to 'lock-in' and maximise Garden Village principles, expedite the delivery of the initial phase and build momentum in respect of a further phase in the context of the forthcoming Greater Exeter Area Strategic Plan. The primary asks of Mid Devon District Council relate to:

- a) A request for £690,000 to build capacity within the Council to expedite the master planning, application and development process. This includes being able to commission the detailed designed work for the Cullompton town centre relief road and modifications to Junction 28
- b) The support of ATLAS within this context, and in relation to exploring an appropriate local delivery vehicle
- c) Access to a loan facility to enable modifications to Junction 28 of the M5 and provision of a town centre relief road as a necessary package of highway

improvement measures. The estimated cost of the Junction 28 improvements is around £40m, of which land value capture for 5,000 homes can contribute fully over time, paying back into a revolving infrastructure fund. At a smaller scale of 2,500 dwellings a smaller loan facility and match funding would be required, as the project could only support half the cost of the modifications. Thus public subsidy would be required for 2,500 homes but not for 5,000 homes.

- d) Brokerage across government agencies to assist project delivery, within the context of a local delivery vehicle.
- e) Access to other government infrastructure funds including rail in relation to the Devon & Somerset Metro project which proposes a new station at Cullompton and for which Mid Devon Council has just committed £40,000 of £100,000 to produce a feasibility study with Taunton Deane Council, and Cullompton and Wellington Town Councils.

PROJECT OBJECTIVES, SCALE AND PLANNING STATUS

1

Map 1 – Strategic Context

The proposed site for Culm Garden Village is strategically located to the east of Cullompton, off Junction 28 of the M5. It is on a broadly SW-NE axis between Exeter (14 miles, 30 mins drive) and Taunton (19 miles, 35 mins drive) that benefits from by a cross country rail service, the Devon Metro and Exeter Airport. The site also lies on an NW-SE axis between the service centres of Tiverton and Honiton. It is therefore well-connected to the wider Devon and Somerset area. The potential to re-open the train station at Cullompton, directly related to the implementation of Culm Garden Village can improve the areas already excellent accessibility credentials. Network Rail is engaged with project partners to and process the re-opening of Cullompton station through its 'Guide to Railway Investment Projects' (GRIP) process.

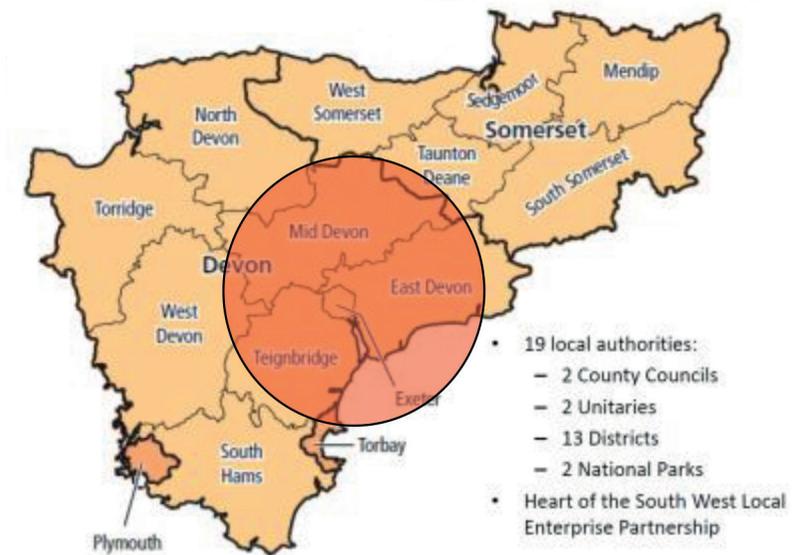


Map 2 - Heart of South West Local Enterprise Area Context



The area covered by the Heart of the South West Local Enterprise Partnership is extensive, covering all of Devon and Somerset, although population centres are very much focused on the on the railway/M5/A38 between Taunton and Plymouth.

Map 3 – County and Local Authority Boundaries within the LEP Area, and the Exeter Housing Market Area

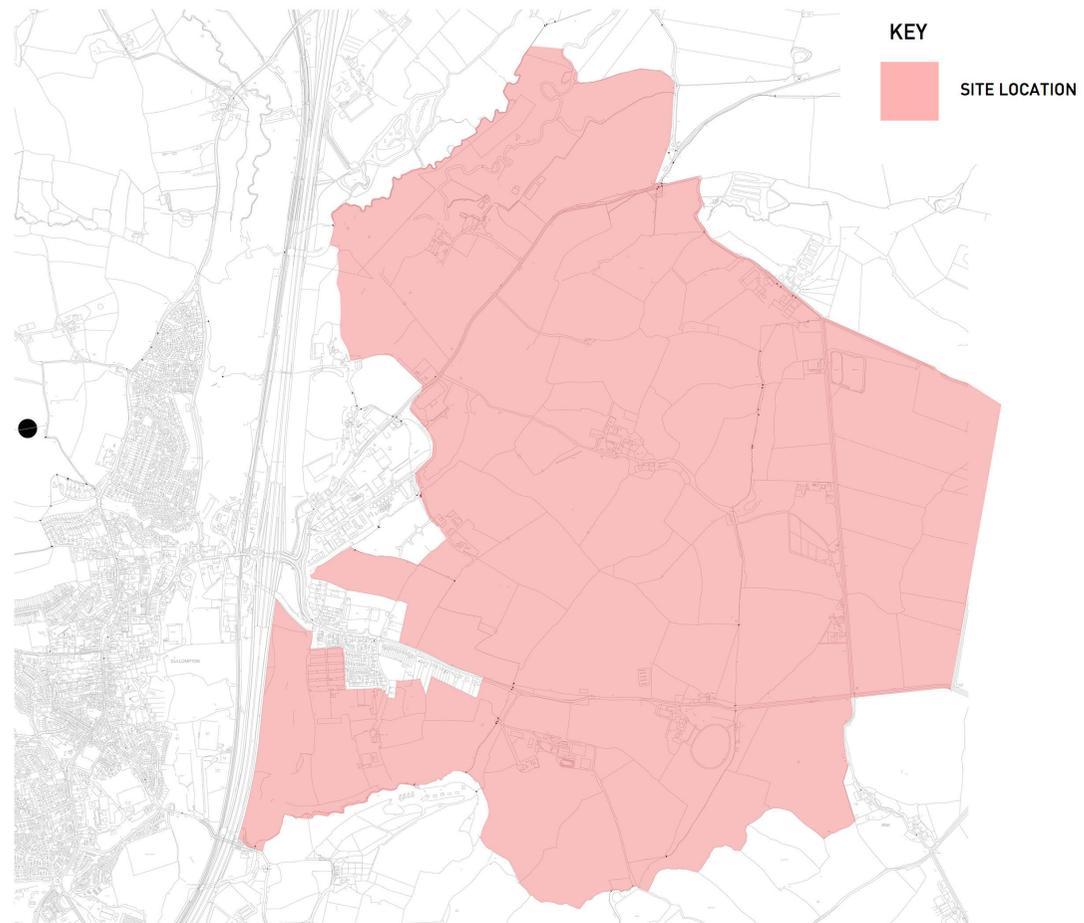


The Greater Exeter housing market area comprises Exeter, Mid Devon, East Devon and Teignbridge.

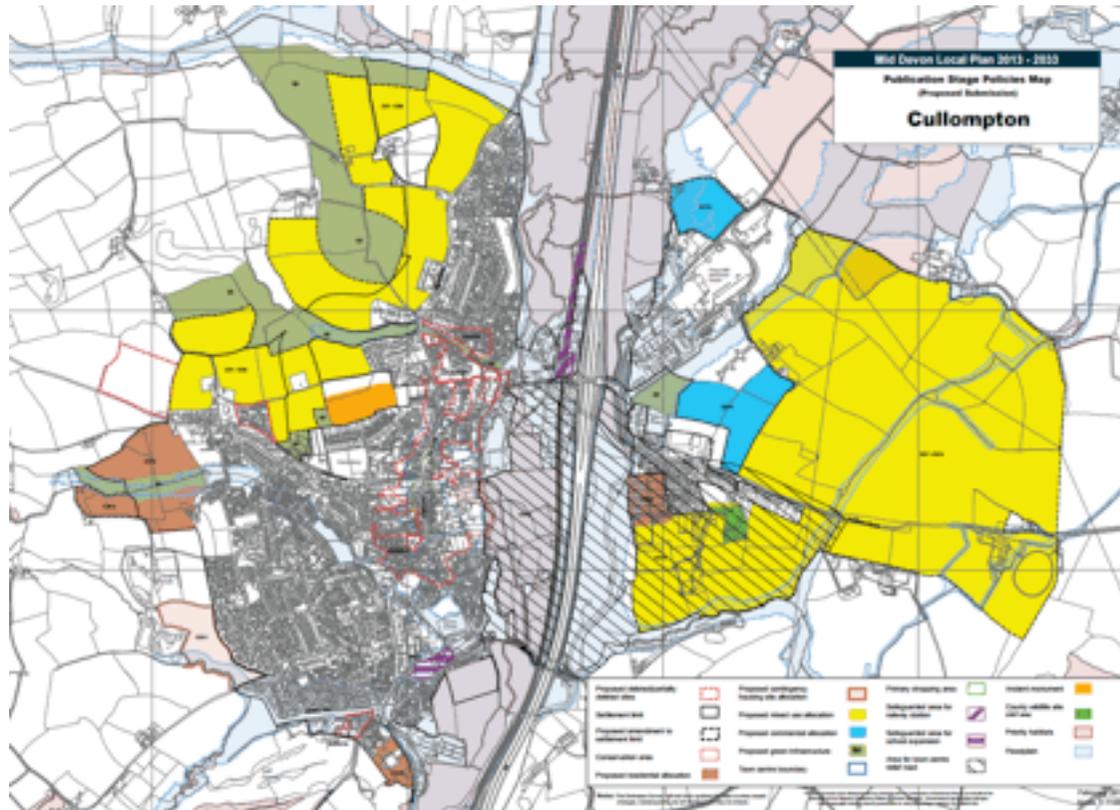
Map – 4 Potential Garden Village Location Plan for 5,000 homes

There is landowner and land promoter support for project. The land for the Garden Village is available and 'Lightwood Land' control the land that is currently proposed to be allocated land via promotional agreements with four landowners. Landowners are contractually obliged to equalise and this forms part the approach to maximising land value capture.

It is intended the project achieves land value capture within the initial and following phases. This will deliver a range of community benefits including a new relief road for Cullompton High Street. Indeed, proceeds from the onward sale of land for the first 500 plots to housebuilders can be used to fund the eastern relief road. Ideally this would be in the form of a loan repayment to enable upfront infrastructure provision.



Map 5 - Emerging Mid Devon Local Plan Proposals Map (February 2015 consultation)



The emerging Mid Devon Local Plan Proposals Map identifies the North West expansion of Cullompton and land proposed to be allocated for the first phase of Culm Garden Village in yellow. Employment land allocations are identified in blue.

Proposed Policies CU7 – CU10 of the Mid Devon Local Plan Review set out a series of development requirements, many of which reflect garden village principles. These will need further elucidation within a Neighbouring Planning and masterplan SPD process, the later being proposed as a pre-requisite to any planning application being determined.

Cullompton and Neighbourhood Planning

The proposed Garden Village falls within the parish of Cullompton, which is centered on the small town of the same name of 7,600 people and 3,250 dwellings. The 'seed' for Culm Garden Village can be traced back to Cullompton Town Council's response to Mid Devon Council's call for sites consultation. From an early stage in the Local Plan Review process the Town Council have been positively engaging with ideas for the growth of the Mid Devon and the role of the area around Cullompton. Culm Garden Village is seen as a location that can provide a long term solution to the area's growth requirements, both up to and beyond 2033.

A Neighbourhood Plan for the whole parish is in preparation, with designated area approval received in April 2014. A Vision, Aims and Objections consultation was held in December 2014. The Neighbourhood Plan Steering Group is firmly supportive of Culm Garden Village and the Neighbourhood Plan will presents a spatial framework for the parish as a whole. This will address the existing town, the Culm Garden Village location and the relationship between the two areas. The spatial framework is scheduled to be produced in draft by the end of 2016.

Letters of support for this submission from Cullompton Town Council and the Neighbourhood Plan Steering Group are appended



The town of Cullompton itself is also identified for significant growth in the Local Plan Review. 1,200 dwellings have been planned in a northward and eastward expansion. This expansion was first confirmed in Allocations and Infrastructure DPD (2011) and will roll forward into the Local Plan Review. A Masterplan SPD for the expansion of north-west Cullompton as an urban extension was adopted in February 2016 and serves as a useful guide respect of process and content for the Culm Garden Village location.

It demonstrates that the LPA has recent experience of planning for, and enabling high quality strategic growth and that capacity will have been built with the local community to engage in an informed way in the Culm Garden Village project. The LPA can also build on recent practice in respect of the Tiverton Eastern Urban Extension SPD. The results of these SPDs are shown overleaf.

**North West Cullompton Masterplan SPD
for 1,200 homes (February 2016)**



East of Tiverton Masterplan SPD for 1,520 homes (April 2014)



Culm Garden Village will take its name from the River Culm which is the main tributary of the River Exe. Water management is a theme that will be important in the master planning and delivery of the Garden Village. Flood mitigation and attenuation measures will generate the canvass/framework for a new country park associated with Culm Garden Village and the surrounding area. Such measures are also central to enabling highways works in respect of a modified Junction 28 of the M5 motorway, crucial to the delivery of development here.

Perhaps uniquely, there is an emerging Neighbourhood Plan that supports the scale of change envisaged. Beyond the achievement of good urban design, as standard, the project can address the distinguishing themes that make a garden village stand-out from normal well designed new places.

Headline Features and Community Benefits

These include:

a) The potential involvement of the National Trust in the stewardship of a new 120 acre country park and wider green infrastructure network within the garden village itself

A letter of support from the National Trust appended

b) The growing and local use of biomass fuel with the country park, related to flood attenuation measures and to contributing to the Governments renewable energy targets.

c) A commitment to 5% of serviced plots being available for sale to self and custom builders.

d) Up to 1,000 starter homes that could be secured in a Neighbourhood Plan allocation, 500 of which would also be secured in a Local Plan allocation, by the end of 2017/early 2018.

e) The potential for Mid Devon District Council to directly deliver some of the non-starter homes affordable housing plots. The Council has a track record of doing so.

f) The ability of the project to deliver much of the social infrastructure for the area that is sought with in the emerging Local Plan and Neighbourhood Plan – such as a new sports hub.

g) The availability of land for new free schools, potentially linked to the Richard Huish College in Taunton, and thus achieving linkages with the Government's Free School programme.

h) The availability of developer subsidy for the development of a town centre relief road for Cullompton itself, which is needed now to take through traffic away from the town centre and improve an air quality management area.

i) The availability of developer subsidy to fund the estimated cost of modifications to Junction 28 of the M5, at a scale of 5,000 homes.

j) The re-opening of Cullompton rail station with £100,000 recently committed locally for a feasibility study.

k) A local delivery vehicle to establish an organisation(s) to steward community assets.



2. How does the proposed Garden Village fit with strategic growth plans in the local area?

Whilst Tiverton is the primary settlement in Mid Devon, for reasons of suitability and availability it is the Cullompton area that will play an increasing role in the delivery of new housing and commercial space as set out in the Council's emerging Local Plan Review for the period up to 2013 and beyond. The headline statement of the vision for Cullompton within the draft Local Plan is for it to:

“develop as a fast growing market town with a strategic role in the hierarchy of settlements in Mid Devon. The town will become the strategic focus of new development reflecting its accessibility, economic potential and environmental capacity”.

Policy S2 of the pre submission draft of the Mid Devon Local Plan Review (February 2015) proposes 7,200 more homes in Mid Devon between 2013 and 2033. The emerging Local Plan proposes to enable 10% more housing than is required and thus Culm Garden village will contribute to the achievement of housing beyond the basic requirement. The proposed spatial strategy for delivering the requirement is presented in **Table I**. As previously set out there is Neighbourhood Planning support for the emerging strategic growth plan as it affects Cullompton.

Table I Plan Requirements to 2033

Policy Area	Dwellings	Commercial Space sqm
Tiverton	2,160	30,800
Cullompton	3,600*	77,000
Crediton	720	15,400
Rural Areas	720	30,800
Total	7,200	154,000

**of which 2,100 at Culm Garden Village and 1,200 in the Cullompton NW urban extension*

Mid Devon Council's track record in response to the NPPFs requirement to 'boost housing supply' is very good. The stock of permissions has been rising, from 728 in 2012/13, to 1013 in 2013/14 and 1,427 in 2014/15.

The Council is actively looking for ways to boost housing supply in response to the NPPF and Government aspirations. The Council has a good track record of collaborative working with land promoters/developers to deliver its existing urban extensions with the production of masterplan SPDs for these sites.

In May 2016 the Council made an expression of interest to the Homes and Communities Agency under the prospectus "Starter Homes: Unlocking the Land Fund". A provisional list of 35 sites was identified with the potential to provide 364 starter homes.

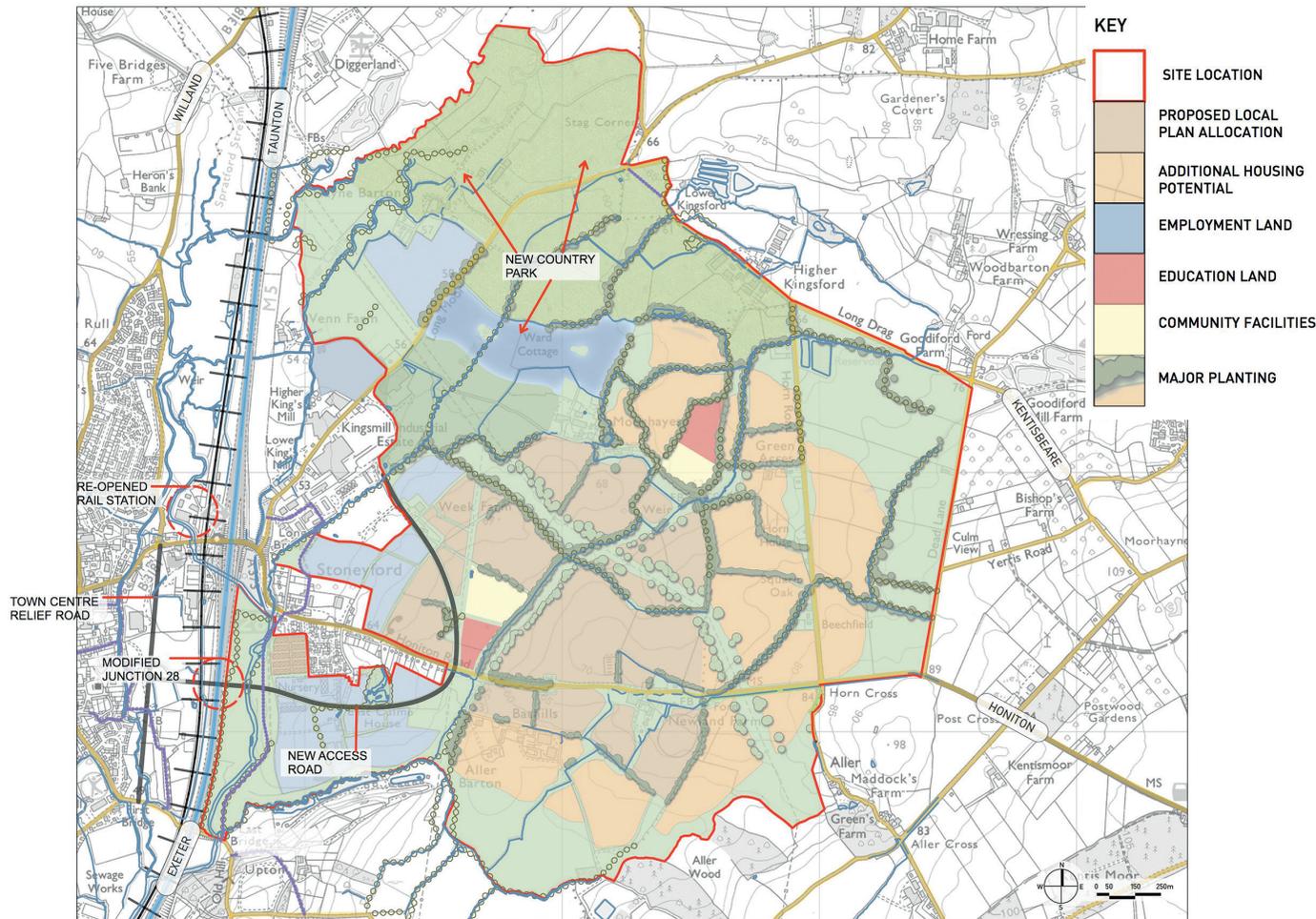


3. High level Spatial Plan to indicate extent of the ambition

Map 6 Headline Constraints Plan to shape masterplanning



Map 7 High Level Spatial Framework



This plan shows the probable alignment of the Cullompton Town Centre relief road, a modified Junction 28 (whereby additional south facing slips are provided with new overbridge), a link road into the project area, employment land to the immediate east of the motorway, two broad strategic housing phases a new Country Park to the north, local centres and primary schools.

4. How the Culm Garden Village meets the principles of well-planned, designed and sustainable Garden Villages

The Culm Garden Village has the potential to be an innovative and progressive Garden Village and a locally distinctive place. Parks, play areas, community facilities, open spaces and environmental systems will combine to form a holistic green infrastructure grid for the village. Local employment opportunities will be created in services for the new population, but the site's location off Junction 28 is significant and enables opportunities for wider forms of economic activity associated with the M5 corridor; land for a range of business uses and the hotel and leisure sector. 32,000 sq.m of commercial floorspace is expected to provide around 1,100 new jobs.

Meeting Enabling Principles

Land value capture for the benefit of the community

- New Country Park, potentially under National Trust management/ stewardship
- Developer funded Eastern Relief Road for Cullompton Town Centre
- Numerous aspects of emerging social infrastructure 'asks' within Neighbourhood Plan can find form on land within Cullompton Garden Village e.g. sports hub for the town
- Scope for second phase beyond the Draft Local Plan Review allocation to achieve even greater value capture due to less hope value

Strong Vision, leadership and community engagement

- Backing of Mid Devon District Council and Devon County Council via Draft Local Plan Review
- Cullompton Town Council and the Neighbourhood Planning Steering Group are firmly behind the concept.
- The wider community is engaged via the statutory Local Plan process. There is a commitment to Masterplanning as a pre-requisite to a planning application being determined
- Interim Board to determine longer term local development vehicle arrangements

The long-term stewardship of assets

- Local Development vehicle to set up arrangements for stewardship and the establishment of a delivery bond will ensure that long term stewardship arrangements are in place
- The stewardship of a new Country Park could rest with The Natural Trust, which has expressed an interest in enhancing its portfolio of assets at Culm Garden Village.
- Annual maintenance charge of 5,000 units contributes revenues for stewardship.
- Harvesting of renewable energy crops for sale generates income for management of country park, which would charge entry to non-locals or achieve revenues through on site facilities



Meeting Strategic Design Principles

Mixed-tenure homes and housing types that are genuinely affordable for everyone

- The proposed Local Plan Review embeds within it a commitment to provide serviced plots for self and custom builders (5%), and pitches for gypsies and travellers.
- Crucially, as part of overall affordable housing provision, Culm Garden Village can assist in delivering the Government's target of securing the provision 200,000 Starter Homes by 2020. At scale of 5,000 homes Culm Garden Village can deliver a significant number of starter homes together with other affordable homes once it has reached full maturity.

A robust range of employment opportunities in the Garden Village itself, with a variety of jobs within easy commuting distance

- Culm Garden Village will include at least 32,000 sqm of commercial space for industrial, warehousing and

office development. Local needs retail, the care sector, leisure and hospitality uses (e.g. motorway hotel) will also provide employment as will the (non-commercial) education sector.

- A e-opened station will enable improved rail access and decreased journey times to other employment centres at Exeter and Taunton and beyond.

Development which enhances the natural environment

- The proposed site for Culm Garden Village incorporates ample opportunity to embed 'the country' within the new settlement within a hierarchy of open space provision, which at the strategic level would also be shared with the neighbouring town of Cullompton in the form of a new Country Park.
- Stover Country Park Local Nature Reserve near Newton Abbot in Devon is a potential model to follow. This is a local Nature Reserve containing 114 acres of woodland, heathland and grassland around a central lake.
- Environmental Improvements based on such a concept are part of the desired outcomes for the Neighbourhood Plan and would generate a superb new recreational and educational resource for the area.

- A catchment based approach to flood water management with mitigation measures that will deliver improvement to a Critical Drainage Area.

Strong local cultural, recreational, community and shopping facilities in walkable neighbourhoods

- The Cullompton Neighbourhood Plan will provide an overall spatial framework and desired outcomes for the area, for the Masterplanning of Culm Garden Village to respond to. It provides the ideal opportunity deliver facilities such as a combined sports hub for cricket, tennis, football and rugby etc

Integrated and accessible transport systems

- Internally the spatial framework for Culm Garden Village will prioritise walking, cycling and public transport to make them the most attractive forms of movement. Walkable and cycleable neighbourhoods within the village will be based on safe and attractive routes that intersect with public transport nodes

- Connectivity to main town over the M5 is a priority, including improved access for cycling. Junction improvements will enhance pedestrian and cycle connections between the Garden Village and the centre of the existing town of Cullompton across the motorway.
- The proposed site for Culm Garden Village is strategically located to the east of Cullompton, off Junction 28 of the M5. It is on a broadly SW-NE axis between Exeter and Taunton that benefits from by a cross country rail service and Exeter Airport. The site also lies on an NW-SE axis between the second order settlements of Tiverton and Honiton. It is therefore well-connected to the wider Devon and Somerset area. The potential to re-open Cullompton railway station, directly related to the implementation of Culm Garden Village can improve the area's already excellent accessibility credentials. A station site is already reserved and in local authority ownership.

A strategic approach

- The first phase of the Garden Village is embraced in the Mid Devon Local Plan Review. The whole concept will be addressed in the Neighbourhood Plan and forthcoming Greater Exeter Strategic Plan. Development will contribute to the strategic direction of travel proposed for the whole parish in the Neighbourhood Plan and respond to the spatial framework within that Plan.
A Masterplanning exercise will be essential to consider all the requirements of the development in more detail, including the phasing of infrastructure. The proposed Framework for the Garden Village is set out in Policies CU7-CU10 of the emerging Mid Devon Local Plan Review which covers land use quantum, general principles, transport provision, environmental protection, green infrastructure and community facilities. The north-west expansion of Cullompton and the new settlement at Culm Garden Village will see the number of existing homes around Cullompton increase by at least 3,300 to 6,550 by 2033. Once the full extent of Culm Garden Village is

accounted for, a further 2,900 homes can be identified to enable longer term growth for Mid Devon and/or growth associated with Exeter's wider needs. Although in close proximity to Cullompton, the severance effect of the M5 means that Culm Garden Village will be physically separate from Cullompton. A distinct place will need to be created, with supporting services and facilities commensurate with the scale of development and Culm Garden Village's intended place in the settlement hierarchy. The scale of the proposed development will generate the critical mass required to embed garden village principles within the project. The Council is keen to explore how a local delivery vehicle can govern this extensive project. Key agencies will all need to be involved, including, but not limited to:

- Devon County Council
- Environment Agency
- Highways Agency
- Network Railway
- Homes and Communities Agency
- Local Enterprise Partnership
- Neighbourhood Planning Steering Group
- Cullompton Town Council

5. Outline of the Governance Structure

This will be a large innovative project and will need good project management. It will rely on many organisations working together – government agencies, Mid Devon District Council, Devon County Council, the health authority, utility companies and developers. These must work together and with the existing and evolving community.

A recognisable, transparent and effective governance structure for delivery, including project management, will help to make sure that leadership is visible and that co-ordinated action happens, is predictable and understandable, and is focused on achieving the agreed aims and outcomes.

The Governance Structure for Culm Garden Village is likely to take the form of a delivery board. This will be established at a local scale to deal with this proposal (with a suggested initial structure below) or alternatively could be connected to a Greater Exeter Growth and Delivery Board, the potential for which is being explored as part of the wider strategic governance proposals across the Housing Market Area. The expertise of ATLAS will be sought to advise by reference to successful structures elsewhere.

The ultimate governance structure for delivery must be chosen carefully and it is likely that an interim arrangement / partnership will be needed for this purpose to ensure openness and transparency.

Delivery Board

Purpose

- Provides overall direction in respect of the project and setting up an appropriate delivery structure for Culm Garden Village, subject to the plan-making process. The purpose and terms of reference of the Board would be reviewed when a decision is made to proceed with setting up a formal delivery vehicle/ structure.

Membership

The core membership would include

- Leader / Planning portfolio holders at Mid Devon District Council and Devon County Council.
- Lead Directors at Mid Devon and Devon County

Decisions

- Recommend the format of potential delivery structure, long term stewardship structure, longer term governance, monitoring and scrutiny arrangements, and ensure compliance with relevant statutory or administrative requirements relating to due diligence and the use of public funds in relation to the project.

Financial

- Agrees annual budget until Delivery Vehicle is set up including use of any funding received from DCLG. Recommends a draft business plan for investment and delivery.

Steering Group

Purpose

- The Steering Group will define the scope of the Garden Village project, take a strategic view of relevant housing market area issues and provide strategic direction to officers for taking forward the projects and work programmes related to them. It will be responsible for commissioning papers and reports to be considered by the Board and making recommendations to the Board. The core membership of the Steering Group will be focussed on key lead officers from the main partner organisations. It may be appropriate to co-opt commercial experience onto the group at an appropriate stage.

Membership

- Lead Officers at Mid Devon and Devon County + advisors

Decisions

- Define the scope of the project at relevant stages
- Direct and monitor progress
- Make recommendations to the Delivery Board in respect of delivery issues
- Sign off on a Strategic Route Map for the project and keeps it under review

- Set up project teams and working groups as appropriate to progress the project
- Sign off on project plans for the project teams / working groups and ensure effective cross-collaboration between the teams in relation to project issues
- Maintain a risk register for the project and keeps it under review
- Ensure the appropriate resources and working mechanisms are in place to deliver a co-ordinated HMA approach to the plan-making & delivery
- Signs off on any consultancy commissions
- Resolve any blockages and issues should they occur, if they cannot be resolved by a project team
- Provides direction on engagement with landowners / development promoters and monitor the outcomes of negotiations
- Ensure an appropriate project governance structure and is in place to meet the challenges and needs of the project
- Ensure that due diligence and appropriate decision making channels are exercised
- Provide direction on external communications related to the project

Financial

- Recommend a business plan for the use of internal and external funding and resources to the Delivery Board until a Delivery Vehicle is set up; and monitor expenditure.

- Provide strategic direction on potential external funding opportunities to be explored.

LPA to allocate phase I of the Garden Village in the Mid Devon Local Plan Review for 2,600 dwellings and 20,000 sqm of commercial

Project Teams /Working Teams

To ensure that the partners are providing appropriate input to the plan-making, investment & evidence gathering / concept development aspects of the garden village project a number of project teams and task and finish groups will be required. The Steering Group will make arrangements for setting these up as required.

Other structures and processes

The existing plan-making activities of Mid Devon District Council of relevance to the Culm Garden Village take place within a statutory process and has its own governance arrangement. The Mid Devon Local Plan Review, Masterplan SPD, Neighbourhood Plan and forthcoming Greater Exeter Strategic Plan will all form part of the wider governance environment and will need to link into the specific arrangements for Culm Garden Village and the chosen LDV format.

6. Plan showing land
ownerships & control

The proposed site for the initial allocation of 2,600 homes is in the full control of Lightwood Land who have a promotional agreement with four landowners

Lightwood Land are talking to the same and different parties in respect of assembling land for 5,000 homes

See Appendix 'D' (confidential)



7. Summary of local community support

The idea of pursuing a new settlement of 2,600 homes near Cullompton is being progressed within a statutory process of Local Plan preparation. A Draft Plan was published for consultation in February 2015 and publication of the Submission Plan for consultation is imminent. The communities of Mid Devon and Cullompton have been fully briefed on the scale of the housing requirement and the options for meeting that requirement. The site for the new settlement was first proposed by the Town Council in a call for sites consultation response and it extolled the suitability of the land on the Honiton Road to the east of Junction 28 in its representations to the February 2015 consultation.

The proposed Local Plan Review allocation embeds within it the requirement for the detailed Masterplanning of the new settlement to take place within an SPD process. Thus, post adoption of the Mid Devon Local Plan Review the community will continue to be engaged in the planning of the Garden Village, building on the basic principles and framework for the development established in the Local Plan.

Cullompton Town Council supports the proposed allocation of 2,600 homes and will explore the potential for longer term growth in the Neighbourhood Plan for Cullompton. The neighbourhood planning area was made in 2014 and a Draft Plan is scheduled for consultation towards the end of 2016. The Neighbourhood Plan will propose a spatial framework for the parish as a whole end and set out the place of Culm Garden Village within that framework and the community benefits that are expected from it.

Letters of support for this submission from Cullompton Town Council and the Neighbourhood Plan Steering Group are appended as items 'A' and 'B'



8. Management and Stewardship Proposals

It is never too early to determine how, once development has taken place, the public realm and community facilities will be 'owned' and by whom e.g. a non-profit distributing company such as a local 'trust'. Consideration needs to be taken of maintenance and the necessary funds for this. Options for the longer term land ownership and maintenance of community assets has implications for the type of delivery arrangements that should be put in place and the type of arrangements needed with current landowners.

New assets will not be sustainable unless they have viable long-term management backed up by effective sources of revenue. Some of the questions that the Council has begun to ask itself are:

- a. Will the landowner/'master developer' provide an endowment in the form of money or income-producing assets?
- b. Will there be a service charge levied on all residents and businesses and ring-fenced for local facilities and services?
- c. Will a local trust own and manage local facilities? Who will form it, and when?

The project is not advanced to enough to have made decisions on these issues but recognises that they form part of the overall Garden Village delivery package. Comprehensive proposals will be put in place following consideration by delivery board. It is recognised that comprehensive proposals are required in order to ensure the Garden Village is both established and maintained in accordance with principles of garden settlements, quality places and community cohesion.

The National Trust has expressed an interest in undertaking a management/stewardship role in connection with the proposed country park element of the proposal.

An innovative approach would be to design 'linking' green infrastructure within the core of the garden village and have it managed by the National Trust as part of a holistic network.

9. Preferred project delivery mechanism

Mid Devon District Council recognises that the delivery of large-scale innovative sustainable development requires additional thought and focus over and above 'normal processes'.

'Delivery' includes the formulation of a vision and masterplan right through to having completed developments and a functioning sustainable community. It will require the implementation of a large number of interconnected activities, some of which will be sequential but also many that will be carried out in parallel in order to genuinely accelerate delivery. Delivering Culm Garden Village will be long-term commitment which needs consistent direction through periods that are much longer than election cycles or individual political administrations. People and companies who invest their lives, money and futures in Culm Garden Village will do so under an implicit promise that the project will be seen through to the point where it can function effectively

and sustainably. Any lesser achievement will undermine their commitment and faith in those charged with delivery. Culm Garden Village represents a greater scale of development than has previously been enabled within Mid Devon and the Council would welcome support in determining the precise nature of that vehicle.

The preferred project delivery mechanism has yet to be determined but it is likely that a Local Delivery Vehicle could be put in place. It is not likely that a Public Private Venture or New Town Development Corporation will be set up.

The delivery vehicle option will need to take into account that: the project's delivery will have a long lifespan; will need to be undertaken by co-operation with the landowners; will need to find a way of 'capturing land value for the community'; and will need to find a way of securing long term stewardship of the community assets.

Possible forms of delivery vehicle need to be assessed accepting that no development model has been confirmed. Mid Devon would propose to work with ATLAS to:

- identify alternative models of delivery vehicles which ensures ongoing local democratic strategic control - and an “arms length” company which gives confidence to landowners to make detailed decisions;
- discuss whether a local delivery vehicle should be established and whether it should perform the “master developer” role and the implications of this role
- ensure that the scheme is financially viable (by using the ATLAS development model) and explore the options for forward funding all necessary infrastructure and community facilities;
- evaluate the alternatives and support the selection of a preferred model;
- ensure that any delivery vehicle builds from the strengths of existing local development organisations; and
- support efforts to establish the local delivery vehicle including negotiations with land owners and scheme promoters as appropriate

10. Market Commentary

Cullompton was recently identified as the 12th most affordable and desirable place to raise a family. 'Family Hotspots' by One Family is a unique analysis of nearly 2,400 postcodes in England and Wales outlining the most affordable and desirable places to raise a family. Over 70 different sets of data are fed into the analysis, which references key criteria important to parents when deciding where to settle and raise their family. This includes education, safety, childcare costs, local amenities, affordable property and green spaces.

Mid-Devon, including Cullompton form part of the Exeter Housing Market Area (HMA) as defined in the 2015 Strategic Housing Market Area (SHMA). Across the HMA, the existing housing stock is noted as heavily weighted towards larger semi-detached and detached properties, with only Exeter showing a more balanced stock of flatted, terraced units. This, combined with the aging demographic profile of the HMA, has led to a high level of under-occupation of existing housing stock.

The SHMA indicates that in the 13 year period 2000-2013 house prices increased at a lower rate within Mid-Devon (121%) than across the county as a whole (124%), however, this is largely driven by the substantial increase within Exeter (137%) (table 9-2). Exeter is reported as having the lowest average property price of all the constituent HMA authorities, nonetheless, this is largely due to the greater supply of flats and smaller properties in the urban area than in the wider, more rural HMA area.

An initial, high-level survey of residential values indicates that the urban area of Exeter achieves a higher average sales value on a per internal square meter basis than Cullompton, with the new settlement of Cranbrook between the two. Taking a small cross-section of new build dwellings sold in the period of July 2014 to July 2016, Land Registry 'Price Paid' data shows that new build dwellings in the Cullompton Post Code area of EX15 achieved an average sale value of £2,161 per square internal meter. In the postcode areas of EX1, EX2 and EX4 which make up the primary urban area of Exeter, the figure is higher at £2,950 per square meter. The new settlement of Cranbrook to the north east of Exeter, the value achieved is higher than that at Cullompton, but lower than that at Exeter, at £2,635 per square metre.

Between July 2014-2016 8.4% of sold units in EX15 were new build. However, the average price paid was 7% higher for a new bed home than non-new build and 6.3% higher than average achieved value for all sales within this period.

11. Timescales for planning and delivery

Planning and delivery route way to first completions

There is a genuine prospect that a successful Garden Village submission would enable Mid Devon District Council to move from a capacity constrained traditional model of the planning process to one that is more ambitious, builds on community support for capturing the benefits of development and expedites not only the submission of a planning application, but also the necessary delivery of infrastructure, development and community gains. The programming of a masterplan SPD to supplement the new Local Plan policy, and which will be a pre-requisite for the determination of a planning application, can be compressed if resources become available.

Table 2 shows a planning and implementation route way to first completions. The upper timeline is based on a business as usual approach that would enable the housing trajectory set out in the Regulation 19 consultation (February 2015). The second assumes

a successful Garden Village bid and the availability of capacity funding to speed up and de-risk the project management of the masterplan SPD the east of Cullompton allocation. This enables a swifter process, saving around 24 months. The Council cannot resource the SPD sooner under the business as usual approach as internal staffing resources will still be deployed on the Local Plan itself. It could not justify nor has the budget for paying for additional or external resources until positive inspectors report was received. A successful Garden Village submission would enable the SPD to be resourced much sooner in the process.

Garden Village status and associated support would also allow for the compression of work streams in relation to Junction 28 M5 improvements and the town centre relief road, vital to unlocking the current constraint to growth in the Cullompton area. The ability to undertake the detailed design work for highways infrastructure planning applications can also be generated from new, additional upfront LA funding. This will enable an

earlier planning application process, earlier commencement and earlier completion to enable continuity of delivery.

Further, the confidence that a Garden Village designation, together with assurances over the availability of a highways infrastructure loan would enable the site's promoter to more immediately resource a planning application and market the land to house builders.

Ensuring a continuous supply of new housing

The early promise of enabling infrastructure finance for the modifications to Junction 28 of the M5 (once the allocation for 2,600 homes is confirmed through the planning system) would enable a seamless flow of housing to be achieved across all of Cullompton. It would enable the NW extension and the Culm Garden Village to deliver more in parallel than sequentially. At present the number of new homes that can be delivered at Cullompton as a whole before the impact on the Junction 28 would be too severe

is highly constrained. An infrastructure loan via garden village status is needed to unlock capacity at this junction. At a scale of 5,000 the viability of highway improvements is more certain without the need for public subsidy.

The town centre relief road for Cullompton also needs to be constructed. Receipts from the sale of the first 500 plots could raise c. £10m to ultimately pay for this, but against the submission these funds will not be available until that sale – with the construction phase to follow. If an infrastructure loan for these works is available upfront they could be implemented much sooner and de-risk the continuity of delivery.

The first part of **Table 3** shows the February 2015 housing trajectory for the NW extension, the first phase of Culm Garden Village and other allocated sites and commitments. The second part of the table shows a modified trajectory based on Garden Village status. The resources deployed to expedite the planning and delivery process have the

effect of shifting the critical point at which the Junction 28 works need to be in place to earlier in the trajectory as more housing can be delivered sooner due to quicker Masterplanning and associated quicker highways planning and therefore construction. The existing capacity of junction limits delivery to existing adopted commitments at Cullompton.

Moreover, the shift to the left of the housing trajectory enables Culm to deliver 2,600 units to 2033 as opposed to 2,100 under the business as usual scenario, and delivery through most of the period is around 400 ahead of where it would otherwise be.

Table 2 Planning and delivery timetables to achieve first completions

	2016		2017				2018				2019				2020				2021				2022				2023							
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4				
CURRENT LOCAL PLAN REVIEW PROCESS																																		
Mid Devon Local Plan Review			S		H		A																											
Cullompton Neighbourhood Plan	C		S		H		A																											
East of Cullompton SPD							P				C		C	A																				
Detailed Highways Design, Tendering, Application & Works											De			S	DT	Co															F			
Hybrid Application													P			S					D													
Development																																Co	1st	
GARDEN VILLAGE STATUS																																		
Mid Devon Local Plan Review			S		H		A																											
Cullompton Neighbourhood Plan	C		S		H		A																											
East of Cullompton SPD				P		C		C	A																									
Detailed Highways Design, Tendering, Application & Works			De			S	DT	Co																									F	
Hybrid Application						P		S	D																									
Development																																	Co	1st

Key

Development Plan	SPD	Highways	Housing Application	Development
C Consultation	P Preparation	De Design	P Preparation	C Commencement
S Submission	C Consultation	S Submission	S Submission	1st First Completions
H Hearings	A Adoption	DT Determination & Tender	D Determination	
A Adoption		Co Commencement		
		F Finish		

Table 3 - Overall Delivery, Continuity of Delivery and the date when modified Jct 28 needs to be operational re the 1,500th occupation

Local Plan Review Proposed Submission Feb 2015

		13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	
Other Sites	519	87	66	66	79	37	50	33	83	18												
NW Extension	1,220						12	75	150	150	150	150	150	150	150	83						
Culm Garden Village	2,100										50	200	200	200	200	200	200	200	200	200	200	250
Combined Delivery	3,839	87	66	66	79	37	62	108	233	168	200	350	350	350	350	283	200	200	200	200	200	250
Cumulative Delivery	3,839	87	153	219	298	335	397	505	738	906	1,106	1,456	1,806	2,156	2,506	2,789	2,989	3,189	3,389	3,589	3,839	

NOTE: At time of expression of interest submission it is likely that this delivery trajectory produced in Feb 2015 will be amended prior to Local Plan Review submission to push back E Cullompton delivery to begin from 2024/25 and bring forward NW Cullompton to deliver from 17/18

Garden Village Status

		13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33
Other Sites	519	87	66	66	79	37	50	33	83	18											
NW Extension	1,220						12	75	150	150	150	150	150	150	150	83					
Culm Garden Village	2,600								50	200	200	200	200	200	200	200	200	200	250	250	250
Combined Delivery	4,339	87	66	66	79	37	62	108	283	368	350	350	350	350	350	283	200	200	250	250	250
Cumulative Delivery	3,820	87	153	219	298	335	397	505	788	1,156	1,506	1,856	2,206	2,556	2,906	3,189	3,389	3,589	3,839	4,089	4,339

12. What existing commitments, for example Local Growth Funding, have been made by local partners?

Non-directly

£100,000 committed by local councils (including Mid Devon) at District and Town levels towards a feasibility study (GRIP 2) for new metro stations at Cullompton and Wellington.

13. What makes the Culm Garden Village proposal a best practice exemplar and well suited to DCLG's Locally-Led Garden Villages, Towns and Cities programme?

Much of this has been set out previously, but for comprehensiveness:

Perhaps uniquely, there is emerging Neighbourhood Plan support for the scale of change envisaged and to good urban design, as standard. The project can address the distinguishing themes that make a garden village stand-out from normal well designed new places. This includes:

- a) A commitment to 5% of serviced plots being available for sale to self and custom builders.
- b) A significant number of starter homes that could be secured in a combination of Neighbourhood Plan and Local Plan allocations. These policy commitments could be secured by the end of 2017/ early 2018.
- c) The potential for Mid Devon Council to directly deliver some of the non-starter homes affordable housing plots to deliver affordable housing itself.
- d) The ability of the project to deliver much of the social infrastructure for the area that is sought with in the emerging Local Plan and Neighbourhood Plan – such as a new sports hub.
- e) The availability of land for education purposes, allowing for consideration of provision via a free school, potentially linked to the Richard Huish College in Taunton, and thus achieving linkages with Governments Free School programme.
- f) The availability of land value uplift and developer subsidy for the development of a town centre relief road for Cullompton itself, which is needed now to take through traffic away from the town centre and improve a designated air quality management area.
- g) The availability of land value uplift to completely fund the currently estimated cost of the modifications to Junction 28 of the M5 at a scale of 5,000, thereby unlocking growth potential.
- h) The improvement of rail service infrastructure by virtue of the provision of a new station to serve Cullompton. Garden Village status and the associated package of resources would expedite and enable feasibility assessment and give a greater profile to the project together with access to rail capital programmes.
- i) The green and blue infrastructure associated with the project would help alleviate existing flood risk in Cullompton and the surrounding area, currently designated a Critical Drainage Area. A range of flood mitigation measures are envisaged based upon a whole catchment management approach.
- j) The potential involvement of the National Trust in the stewardship of a new 120 acre country park and wider green infrastructure network within the village itself.
- k) The growing of and local use of biomass fuel within the country park, related to flood attenuation measures and to contributing to Governments renewable energy targets.
- l) Accelerated Delivery trajectory of around 24 months.

14. The Package of Government Support that would be most beneficial to the project

This section identifies the immediate project priorities that would benefit from support, the quantum of support needed and the timescale for expenditure. It also reflect of the assessment of infrastructure needs and how these can be met.

Local Authority Capacity Support

As set out in section 3 capacity support for master planning and the planning application stage would enable the planning process to be compressed. ATLAS support is requested within this context. In addition specialist advice is requested in relation to the pursuit of a delivery vehicle and the setting up of a stewardship organisation.

Lack of LPA capacity to coordinate the delivery of the project as a whole. There is a need for project officer / staff to provide an exclusive resource in order to drive the project forward within 16/17 and 17/18 as identified in the prospectus. Tasks will include:

- a) Lead on project delivery and coordination.
- b) Project manage masterplanning & liaise with owners / promoter to deliver. To include commissioning and overseeing consultancy work to complete masterplan evidence base.
- c) Liaise with the public, stakeholders

- d) Deliver project comprehensively. This will include brokerage between different parties.
- e) Lead on early stage preparation for applications.
- f) Lead on investigation, scoping and delivery of infrastructure & liaise with Devon County Council.
- g) Lead on the required level of pre-application engagement, negotiation and to deal with the first emerging applications for this project.

Start of contract period dependent upon date of funding award. Assumed at Quarter 3 16/17 with a 2 year duration Total **£140,000**. This is considered necessary in order that an appropriate quantum of resource with the required experience and skills can be secured

Technical work to be undertaken if successful

A number of studies have already been resourced in order to enable a sound, deliverable allocation in the Mid Devon Local Plan Review.

Key amongst these relate to the modifications of Junction 28. This work has established a feasible solution for the modification of Junction 28 that is acceptable to both Highways England and the Environment Agency.

Appendix e: New Junction arrangement (CONFIDENTIAL)

In order for an adopted allocation to progress to a planning application an interim stage related to the preparation of a masterplan SPD will be needed. The Council has recent experience of preparing SPDs for large housing sites at North West Cullompton and at Tiverton East.

A number of studies required to enable master planning. Often these are financed by developers with the Council having an editorial role, but if Council can fund in partnership with the developers it will enable greater local control and leadership.

a. Masterplanning

i) Studies and evidence base to inform masterplanning have not yet been comprehensively commissioned. The Council does not have the resources in terms of either finance or staff capacity to complete this work. Additional evidence is needed to cover a wide range of technical aspects including:

- a) Transport and highways
- b) Ecology & protected species
- c) Arboricultural and hedge surveys
- d) Cultural heritage incl archaeology and heritage assets
- e) Flood risk assessment and hydrology
- f) Ground conditions and contamination
- g) Air quality
- h) Utilities and services
- i) Topography
- j) Landscape and visual impact

(A review of this list of required studies / evidence base is required and is likely to

add to this list). It is expected that some of the cost of this work would be met by the land owners / land promoters and could be on a match funded basis. However **£160,000** would ensure certainly over the delivery of the most critical reports and these would be within the Local Authority's control.

ii) The production of a Masterplanning SPD for the site will be required. The Council does not have the resources in terms of either finance or staff capacity to complete this work. In addition in order to ensure delivery of an appropriate design quality it is envisaged that a design guide will also be needed and could form part of the same commission. The cost of this work would in part be met by the land owners / land promoters but will be extensive. **£125,000** contribution towards this work will ensure that it is delivered with the necessary outcomes and required quality.

b. Infrastructure studies and design

i) The provision of off-site highway works in the form of J28 M5 improvements and Cullompton town centre relief road are crucial to the delivery of the project and in unlocking the development potential of the Cullompton area. They are being designed in conjunction as a single scheme. High level design work is taking place in order to demonstrate deliverability for local plan purposes. This is in conjunction with hydrological modelling due to floodplain constraints at the existing motorway junction. The Local Authority has committed £100,000 towards this. More detailed highway design work will be required for planning application purposes. **£150,000** will give more surety and control over the additional design phase and its timing.

ii) Greater clarity over flood risk and required mitigation measures via a catchment based approach will be important in de-risking the project going forward through masterplanning and detailed design stages. A hydrological

model has already been produced in connection with M5 J28 highway improvements (part funded by Mid Devon District Council). A catchment based approach to flood mitigation is required and will need to be resourced as is beyond the scope of work normally expected.

£30,000 will advance this work.

iii) Coordinated and sustainable transport networks are at the heart of successful places and a requirements for delivering growth in an appropriate manner. To date £100,000 has been secured from Local Councils towards a feasibility assessment for new metro stations at Cullompton and Wellington as part of the same metro project. The estimated cost of such an assessment that would fulfil GRIP stage 2 is at least £150,000. A further **£50,000** would match fund the contribution gained to date from Mid Devon District Council and Cullompton Town Council and allow this assessment to go ahead.

c. Viability

Development viability across the whole garden village area will require further

examination. This is required to explore the relationship between housing delivery rates, infrastructure and phasing / land ownership parcels. Further viability work will also be required to explore the amount of affordable housing required to meet need, yet still retain scheme viability. Estimate cost **£10,000**.

d. Public engagement and community liaison

Public engagement and community liaison on the project will be required, particularly given the pivotal role of the neighbourhood plan and the locally led nature of the project. Estimated cost **£15,000**.

e. Legal advice

The Council anticipates requiring external legal advice over matters such as delivery arrangements, funding agreements, ransoms and land assembly matters. Estimated cost **£10,000**.

Availability of funding locally

The Council does not have a budget for

the project, nor funds set aside or available in order to undertake the activities where support has been requested. The support bid therefore does not substitute existing Local Authority spend, but has been focussed upon additional work over and above that provided for in existing budgets. It is expected that the land owners/ land promoters will also be required to invest financially in commissioning work and studies necessary to bring the project forward. The identified support bid takes this into account.

In the absence of the support requested, the activities identified will either not take place via the Local Authority or would be significantly delayed as a result of a lack of resources. The successful and accelerated delivery of the garden village proposed is dependent upon the support package as outlined above which will also have the added benefit in significantly de-risking critical aspects of the scheme.

Mid Devon District Council has already committed funds of £150,000 towards hydrological modelling, J28 highway improvement design work and the proposed Cullompton railway station feasibility study.

Timescale for expenditure

Expenditure will take place within the requirements of the prospectus and hence be over the next few financial years in order to maximise acceleration of delivery.

Total financial support package sought (non-loan element) = £690,000

Brokerage across government



It is evident in this submission that the successful and timely implementation of Culm Garden Village will require the support of a number of government agencies on the following issues:

- M5 Junction 28 – Highways England and Environment Agency and Network Rail. If the additional of south facing slip roads to Junction 28 are deemed to form a new junction then SoS approval will be also needed.
- Master planning – Environment Agency re drainage strategy and attenuation within the new Country Park.
- Cullompton Railway Station – Network Rail in respect of a new metro style station. Whilst exploratory work around new stations between Exeter and Taunton at Cullompton and Wellington is mentioned in the Western Route Study (2015), and whilst due cognisance has been taken of these proposals they do not form part of the baseline.
- Starter Homes - HCA

Delivery Enabling Funding for Infrastructure

Several schemes have been considered in order to assess how a new community to the east of the M5 at Junction 28 could be accommodated on the strategic road network. These include:

1. Improvement of the existing Junction 28
2. Provision of a new segregated bridge over the M5 (without connecting to the motorway)
3. The provision of a new motorway junction with south-facing slip roads just north of the existing Duke Street Bridge which travels over the railway and motorway.

Of these, option 3 provides the greatest capacity. A set out in section 3 the cost of the works to modify Junction 28 will require a loan facility. At a scale of 2,600 homes public subsidy would be needed, but at 5,000 homes the works can be financed in full, in the longer term, by development value. Assistance would be sought in securing the early delivery of the highway improvement scheme via loans to be repaid via a development roof tax.

It is currently estimated that £40m of funding is needed to modify Junction 28 of the M5 and that a further £10m is needed for the town centre relief road. It is estimated that the development value of the Garden Village can contribute around £30m at 2,600 dwellings and £50m at 5,000 dwellings. In both cases delivery enabling funding would enable a timely start on the works and continuity of housing delivery.

Whole Network Map showing potential Cullompton Station



Junction 28 is nearing capacity Nearing capacity and generates a barrier to the continuity of housing delivery in the 2020s. This is a fundamental constraint and would limit growth to existing adopted commitment at Cullompton.

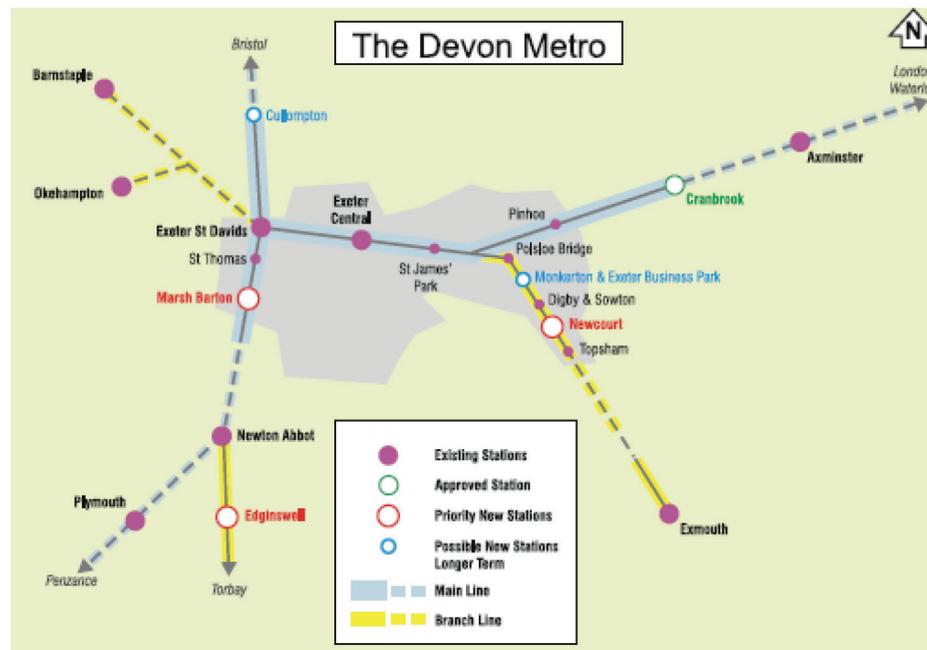
Access to Government Funding Streams

The nature of the project as expressed in this submission would benefit from access to Government housing funding streams, not least in relation to starter homes. Other government funding sources in relation

to the free schools programme, road and rail capital programmes, including new rail station fund, also have resonance for Culm Garden Village.

The new station proposal have wider resonance with a broader Devon & Somerset Metro Plan embedded with the Devon & Torbay Local Transport Plan 2011-26.

Greater Exeter Inset Map showing potential Cullompton Station



Planning Freedoms

In committing to a Garden Village model Mid Devon District Council would welcome the application of the Liverpool approach to assessing 5 year housing land supply – pinned against an agreed housing trajectory with PINS / CLG, reflecting the lead in times required to delivery of large scale project that will account for a major part of housing land supply.

The agreement of a trajectory would also affect the assessment of whether there had been any persistent under delivery during the plan period, for 5 year land supply purposes. This would affect the applicability of a 5% or 20% buffer.

Request for freedom from the CIL Reg infrastructure pooling limit for infrastructure associated with the project.

Phoenix House,
Phoenix Lane,
Tiverton
EX16 6PP

T: 01884 255255



COPYRIGHT The contents of this document must not be copied or reproduced in whole or in part without the written consent of Mid Devon District Council.

Crown copyright. All rights reserved.