

1 March 2021

## OVERVIEW AND SCRUTINY COMMITTEE 2

A meeting of the **Overview and Scrutiny Committee 2** will be held on **Tuesday, 9th March, 2021** at **10.00 am**. This will be a virtual meeting and you can observe the meeting [via our Youtube Page](#).

PHIL SHEARS  
Managing Director

### Membership:

Councillors Bullivant (Chair), Swain (Vice-Chair), Austen, Daws, Evans, Hayes, G Hook, Morgan, Nuttall, Parker-Khan, L Petherick, Tume and D Cox

**Please Note:** The meeting will be live streamed with the exception where there are confidential or exempt items, which may need to be considered in the absence of the media and public.

## AGENDA

1. **Apologies**
2. **Minutes** (Pages 3 - 8)  
To confirm the minutes of the meeting held on 9 February 2021
3. **Declaration of Interest**
4. **Public Questions (if any)**
5. **Councillor Questions (if any)**
6. **Executive Forward Plan**  
To note forthcoming matters anticipated to be considered by the Executive over the next 12 months. The Executive Forward Plan can be found [here](#).

7. **Work Programme** (Pages 9 - 14)  
The Committee's work programme is attached
8. **Executive Member Biannual Presentation - Councillor Taylor (Planning)**
9. **Executive Member Biannual Presentation - Councilor MacGregor (Sport, Recreation and Culture)**
10. **Employment Sites Task and Finish Group Report** (Pages 15 - 34)

If you would like this information in another format, please telephone 01626 361101 or e-mail [info@teignbridge.gov.uk](mailto:info@teignbridge.gov.uk)

## **OVERVIEW AND SCRUTINY COMMITTEE 2**

**TUESDAY, 9 FEBRUARY 2021**

**Present:**

Councillors Bullivant (Chair), Swain (Vice-Chair), D Cox, Daws, Evans, Hayes, G Hook, Morgan, Nuttall, Parker-Khan, L Petherick and Tume

**Members Attendance:**

Councillors Connett, Keeling, MacGregor, Purser, Taylor and Wrigley

**Apologies:**

Councillors Austen

**Officers in Attendance:**

Neil Blaney, Head of Place & Commercial Services

Martin Flitcroft, Chief Finance Officer & Head of Corporate Services

Liz Gingell, Business Improvement Project Officer

Jack Williams, Performance Data Analyst

Trish Corns, Democratic Services Officer

### **40. MINUTES**

The Minutes of the meeting held on 12 January 2021 were confirmed as a correct record and authorised to be signed at the earliest convenience.

### **41. DECLARATION OF INTEREST**

None.

### **42. PUBLIC QUESTIONS**

None.

### **43. COUNCILLOR QUESTIONS**

None.

### **44. WORK PROGRAMME**

The work programme as circulated with the agenda was noted.

*At this juncture Councillor Bullivant left the meeting and Councillor Swain chaired the meeting.*

**45. EXECUTIVE FORWARD PLAN**

The Executive Forward plan detailing issues to be considered by the Executive over the next 12 months was noted.

**46. CONNECTING DEVON AND SOMERSET SCHEME (CDS)**

The Committee welcomed Matt Barrow from Devon County Council, the CDS Stakeholder Engagement Officer, who updated the Committee on the progress of the CDS scheme.

The project was now working with Airband to deliver the scheme. There were some 68,000 residential and commercial premises within Teignbridge. To date, nearly 83% of premises in Teignbridge had been provided with improved internet coverage through the project, some 56,000 premises. The next phase planned to reach further properties increasing to just over 96% of premises within Teignbridge by the completion of Phase 2. The remaining 5,351 premises were in the further to reach areas of the district, and the Committee noted how coverage to these areas would be enabled.

The Committee considered connection to rural properties was important for home working, and home learning for children, and that the onus should be placed on developers to provide superfast broadband infrastructure for new properties.

In response to questions the Committee were advised that it would take some 3-5 years to connect all properties due to several issues such as the number of engineers required, road closures, and delays with landowners signing wayleaves.

The full presentation can be found [here](#).

**47. FINAL FINANCIAL PLAN PROPOSALS 2021/22 TO 2023/24**

The Executive Member for Corporate Resources, Councillor Keeling presented the agenda report on the final financial plan proposals for 2021/22 to 2023/24. He commended all staff for finding savings of £2million, and in particular the Chief Finance Officer (CFO) and his team for producing a balance budget for 2021/22.

The proposals included recommended revenue and capital budgets for 2021/22 and planned in outline for 2022/23 and 2023/24. The Executive would be considering the budget and recommendations from this Committee at its meeting on 11 February 2021, and then Council on 22 February 2021.

The Committee noted the current budget position and the savings that would need to be found in future years, to deal with budget gaps of £1.2m and £2.6m expected respectively for 2022/23 and 2023/24. He confirmed that the New Homes Bonus that would continue for another year was being reviewed by Government and there was no details of what could replace it going forward. Business rates were also

being reviewed by Ministers, and there was no central government direction on the local government reform.

The Chief Finance Officer advised that Government would be advising the 2021/22 final settlement the following day. The budget figures reflected the effects of the latest lockdown, the mid-year review of Treasury Management and costs of service areas. He reported on the income and expenditure for the revenue and capital budgets. The former would be partly funded over the medium term by savings found, additional income and use of earmarked reserves built up to cover anticipated future reductions in funding, however work was still required to identify the significant budget gaps for 2022/23 and 2023/24 amounting to £3.8m. In addition further savings were required to meet aspirations of the capital programme in future years. Contributions to capital had been reduced to zero to support the revenue budget and should be reestablished at around £0.5m per annum.

The 2021/22 budgets could be balanced using ear marked reserves. The CFO referred to the statutory requirement to balance the budget each year, and the potential need to issue a Section 114 notice if it was not achievable to balance the budget for 2022/23 or 2023/24.

A roll call was taken as attached and the following recommendation was carried by a majority vote and one abstention.

#### RECOMMENDED

1. The following proposals be considered together with any subsequent consultation comments for approval by Council as the final budget for 2021/22 and the outline plan for the subsequent years 2022/23 and 2023/24.

The proposed budget includes:

- An increase in council tax of £5 or 2.85% to £180.17
- Continued funding for a climate change officer and enhanced planning enforcement
- Increased provision in the capital programme for climate change projects
- The continuing reduction in new homes bonus
- Other central funding reductions – in particular provisional assumptions for business rates for future years and reset of the baseline
- Reserves at 13.0 % of the net revenue budget or just under £2.0 million
- Increased support for housing including the Teignbridge 100 whilst backing business and bringing people and organisations together for local neighbourhood planning
- Infrastructure delivery plan investment funded by community infrastructure levy and external sources where available
- Continuation of grant funded South West Regional Monitoring Programme
- Town centre investment in infrastructure and employment
- Use of long term borrowing where appropriate
- Assumptions of a 1.5% pay deal
- Rural aid funding frozen during the Covid 19 pandemic

2. That Council notes the mid year review of Treasury Management at appendix 8 of the agenda report.

**48. COUNCIL STRATEGY PERFORMANCE MONITORING Q3**

The Committee referred to the agenda report which gave an update on the delivery of the Council Strategy 2020-2030, and an overview of performance for the Teignbridge Ten Programmes for quarter 3, 1 October to 31 December 2020. It provided the detailed performance information used to track its delivery, and advised Members where performance was not on track.

The Council's service performance had improved compared to the previously quarter. 7 of the Council's ten T10 programmes were on track, along with most of the performance indicators and T10 projects. Only 4 of 38 performance indicators were underperforming, along with 7 of 54 T10 projects. Underperformance was due to the covid situation. The Council was being inventive and adaptive to the situation and improving performance where possible. The appendix detailed underperformance of areas under the auspices of the Committee.

**RESOLVED**

The report and actions being taken to rectify performance issues detailed in the appendix be noted.

CLLR P BULLIVANT  
Chairman

**O&S 2 Roll Call Sheet**

Agenda Item No. 9

Final Financial Plan Proposals

<b>COUNCILLORS</b>	<b>FOR</b>	<b>AGAINST</b>	<b>ABSTAIN</b>
Cllr Beryl Austen Absent			
Cllr Philip Bullivant Absent			
Cllr D Cox	1		
Cllr Richard Daws			1
Cllr Lorraine Evans	1		
Cllr Rob Hayes	1		
Cllr Gordon Hook	1		
Cllr Sally Morgan	1		
Cllr Charles Nuttall	1		
Cllr Sarah Parker-Khan	1		
Cllr Linda Petherick	1		
Cllr Andrew Swain	1		
Cllr Terry Tume	1		
<b>TOTAL</b>	<b>10</b>	<b>0</b>	<b>1</b>

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**OVERVIEW & SCRUTINY COMMITTEE (2) WORK PROGRAMME 2021 – 2022**

**Economy, Business and Tourism; Planning; Corporate Resources; Sport, Recreation and Culture**

**Chair** - Cllr Bullivant  
**Vice Chair** - Cllr Swain

**Portfolio Holders**  
**Corporate Resources (Cllr Keeling)**  
**Planning (Cllr Taylor)**  
**Jobs & Economy (Cllr Jeffries)**  
**Sport, Recreation & Culture (Cllr MacGregor)**

The Overview and Scrutiny Committee Work Programme details the planning activity to be undertaken over the coming months.

The dates are indicative of when the Committee will review the items. It is a flexible programme however and it is possible that items may need to be rescheduled and new items added with new issues and priorities.

**Standing item**

South and East Devon Habitat Regulations Executive Committee

<b>9 March 2021 10am</b> Deadline for final reports 19 February 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentation	Councillor MacGregor (Sport, Recreation and Culture)
Executive Member Presentation	Presentation	Councillor Taylor – Planning
Employment Sites Task & Finish Group	Report	Members of the Group Head of Place & Commercial Services

<b>11 May 2021 10am</b> Deadline for final reports 23 April 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Cllr Jeffries (Jobs & Economy)
Newton Abbot Cultural Quarter Task & Finish Group	Report	Members of the Group Head of Place & Commercial Services

<b>13 July 2021</b> Deadline for final reports 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Keeling (Corporate Resources)

Council Strategy Performance Monitoring Q4	Report	Project Manager, BID EM Cllr A Connett Executive Members
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12 October 2021 Deadline for final reports 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Taylor (Planning)
Council Strategy Performance Monitoring Q1	Report	Project Manager, BID EM Cllr A Connett Executive Members

14 December 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor MacGregor (Sport, Recreation and Culture)
Council Strategy Performance Monitoring Q2	Report	Project Manager, BID EM Cllr A Connett Executive Member

10 January 2022	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Jefferies (Jobs & Economy)
Initial Financial plan Proposals 2022/23 to 2024/25	Report	Chief Finance Officer

1 February 2022	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Keeling (Corporate Resources)
Council Strategy Performance Monitoring Q3	Report	Project Manager, BID EM Cllr A Connett Executive Member
Final Financial plan Proposals 2022/23 to 2024/25	Report	Chief Finance Officer

### Task & Finish Groups

Group		Lead Officer
COVID 19 Community Impact		Head of Community Services and Improvement
Newton Abbot Cultural Quarter		Head of Place & Commercial Services
Employment sites		Head of Place & Commercial Services

Car Parks		Head of Place & Commercial Services
BAME	Joint with OS(1)	Head of Community Services and Improvement

### Items to be scheduled

Leisure in the Digital Age	Presentation	Leisure Manager
Update on Council Tax Reduction Scheme	Report	Revenue Benefits & Fraud Manager
Affordable Housing Supplementary Planning Document and Starter Homes	Report	Principal Planner, Spatial Planning
Leisure Centre refurbishment	Report	Head of Operations Leisure Manager

### Past Meetings

<b>22 September 2020</b>	<b>Report</b>
Portfolio Holder Presentation	Cllr Taylor
Notice of Motion from Council 28 July 2020 Black Lives Matter	
Rising Sea Levels (members of O & S (1) invited and can ask questions)	Report /presentation
Council Strategy performance Monitoring Q1	Report

<b>10 November 2020 10am</b>	<b>Report</b>
Executive Member Presentation	Cllr McGregor
COVID-19 Review Group	Update
Cultural Quarter RG	Update
Employment Sites RG	Update

<b>11 December 2020 10am</b>	<b>Report</b>
Executive Member Presentation	Cllr Jefferies
GESP (OS1 Members to be invited to attend for this item)	Report
Council Strategy performance Monitoring Q2	Report

<b>12 January 2021 2.30pm</b>	<b>Report</b>	<b>Lead Officer / Next Steps</b>
Executive Member Presentation	Presentation	Councillor Keeling Corporate Resources
Budget	Report	Chief Finance Officer EM Cllr Keeling

Covid-19 Community Impact Review Group	Update	Review Group Members Covid Recovery Project Officer
BAME Review Group	Report	Review Group Members Head of Community Services and Improvement
Employment Sites RG	Update	Cllr Bullivant & Review Group Members Head of Place & Commercial Services

<b>9 February 2021 2.30pm</b>	Report	Lead Officer / Next Steps
Budget	Report	Chief Finance Officer EM Cllr Keeling
Council Strategy Performance Monitoring Q3	Report	Project Manager, BID EM Cllr A Connett Executive Members
Connecting Devon and Somerset Scheme.	Report/ Presentation	Head of Place & Commercial Services /Matt Barrow DCC

**PROPOSAL FORM FOR ITEMS FOR  
FOR CONSIDERATION BY  
OVERVIEW & SCRUTINY**

**Submitted by:**

**Item for Consideration:**

**Expected outcome i.e. new policy, new action, new partnership, review and/or scrutinise the performance of other public bodies or of the Council in relation to its policy objectives, performance targets and/or particular service areas:**

**Priority for matter to be considered:**

High (up to 3 months)     Medium (3-6 months)     Low (over 9 months).

Basis on which priority has been set .....

**The suggested item should be included in future programme(s) because: (please tick as appropriate)**

- (a) It is a district level function over which the district has some control
  
- (b) It is a recently introduced policy, service area of activity which would be timely to review.
- (c) It is a policy which has been running for some time and is due for review
- (d) It is a major proposal for change
- (e) It is an issue raised via complaints received
- (f) It is an area of public concern
- (g) It is an area of poor performance
- (h) It would be of benefit to residents of the district

(i) Which of the Council's objectives does the issue address?

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(j) Is there a deadline for the Council to make a decision? (If so, when and why?)

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**Members are requested to provide information on the following:-**

(k) What do you wish to achieve from the review?

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(l) Are the desired outcomes likely to be achievable?

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(m) Will it change/increase efficiency and cost effectiveness?

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**Additional information** – an explanatory sentence or paragraph to be provided below to support each box which has been ticked.

**Please return completed form to Democratic Services Department.**

**TEIGNBRIDGE DISTRICT COUNCIL**

**OVERVIEW AND SCRUTINY COMMITTEE 2  
9 MARCH 2021**

**PART I**

<b>Report Title</b>	<b>Report of the Employment Delivery Task and Finish Group Findings and recommendations on making Employment sites work</b>
<b>Purpose of Report</b>	<p>To</p> <ul style="list-style-type: none"> <li>a) Take evidence from interested parties to establish reasons for non delivery of Employment sites</li> <li>b) Make recommendations to the Executive for changes to existing policies and practices to improve delivery</li> </ul>
<b>Recommendation(s)</b>	<p><b>The Committee RECOMMENDS to Executive</b></p> <p><b>That the Executive produce an employment plan for Teignbridge that addresses the matters identified in the following section of this report and establishes the next steps necessary to develop and implement a successful employment strategic plan, including:-</b></p> <p>(Note, some of the recommendations may already be underway by TDC officers, the purpose of this recommendation list is to give them a specific focus under this banner)</p> <ul style="list-style-type: none"> <li>a) Greater emphasis on creating Employment</li> <li>b) Establish specific policies that support the delivery of jobs</li> <li>c) Amend policies to enable additional funds to be generated</li> <li>d) Invest directly in resources to support new businesses</li> <li>e) Increase support for Rural economies</li> <li>f) Expanded current resources to bring forward employment</li> <li>g) Invest in new facilities to support business development</li> <li>h) Provide awareness training to councillors</li> <li>i) Make appropriate investments to create employment</li> <li>j) Lobby government and others for employment delivery support</li> </ul>
<b>Financial Implications</b>	<p>Martin Flitcroft Email: martin.flitcroft@teignbridge.gov.uk</p> <p>Potential financial implications are contained throughout the report and specifically in 3.7 there will be a need to develop business cases for all projects and a review of available resources which may need rationalisation where necessary and due consideration of available funds within the capital programme.</p>
<b>Legal Implications</b>	<p>There are no direct legal implications arising from this report Paul Woodhead – Legal Services Team Leader and Deputy Monitoring Officer Email: Paul.Woodhead@teignbridge.gov.uk</p>

<b>Risk Assessment</b>	<p>Fergus Pate, Principal Delivery Officer Email: <a href="mailto:fergus.pate@teignbridge.gov.uk">fergus.pate@teignbridge.gov.uk</a></p> <p>This report recommends preparation of a jobs plan. In itself, the associated risks are relatively limited and relate to resources. However, the specific areas for investigation that are identified in the report could result in significant implications as outlined in the officer comments below. These will need to be addressed as any jobs plan is prepared and confirmed.</p>
<b>Environmental/ Climate Change Implications</b>	<p>Fergus Pate, Principal Delivery Officer Email: <a href="mailto:fergus.pate@teignbridge.gov.uk">fergus.pate@teignbridge.gov.uk</a></p> <p>The specific recommendations contained in this report could result in environmental impacts associated with landscape and ecology, particularly if new employment sites come forward without careful planning. Conversely, bringing forward new employment space that's closer to Teignmbridge's working age population could reduce impacts associated with travel and commuting. A well devised jobs plan and Local Plan will be capable of balancing these considerations.</p>
<b>Report Author</b>	<p>Councillor Phil Bullivant on behalf of the Task and Finish Group (Councillors C Nuttall, C Jenks, T Tume, H Cox) Email: <a href="mailto:Philip.bullivant@teignbridge.gov.uk">Philip.bullivant@teignbridge.gov.uk</a></p>
<b>Executive Member</b>	<p>Councillor Jefferies (Jobs and Economy)</p>
<b>Appendices / Background Papers</b>	<p>Appendix 1 Officer presentation slides - Delivery of Employment Sites in Teignbridge</p>



<p><b>Lead Officer Comments</b></p>	<p>This report has been prepared by councillors from the employment delivery task and finish group. It identifies some themes that could be used to help inform the Council's work on supporting Covid recovery and job creation.</p> <p>The report acknowledges that the task and finish group's findings do not entirely reflect Teignbridge's existing role in bringing forward new employment development and supporting businesses looking for a new home. For example, we already play a significant <i>enabling</i> role in facilitating employment development and there is a significant pipeline of employment sites that are currently being brought forward.</p> <p>Some of the report's recommendations will result in practical and resource implications. For example, elements of the proposed approach to developer contributions may not be workable when considered against existing planning regulations. Approaching all of the landowners next to main roads would also be extremely resource intensive.</p> <p>Similarly, whilst the current draft 2021 capital programme identifies £2 million that could be invested to help deliver employment schemes, proposals to scale up funding of employment land and infrastructure delivery could require greater budgets and would need to be supported by a robust business case.</p> <p>Working with stakeholders and lobbying government remains key. Employment site opportunities are more likely to succeed if we can secure support with barriers to delivery, like infrastructure funding. Local discretion associated with matters like prioritising redundant buildings for employment-led conversion could also be important.</p> <p>The report's recommendations on training and knowledge sharing would also help to ensure that the council takes informed decisions associated with supporting employment developments.</p> <p>If the group's recommendations are to be taken forward as part of strategy and implementation plan preparation, resource and technical implications will need to be considered more thoroughly.</p>
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## 1. BACKGROUND

- 1.1 Teignbridge has a key role in supporting local people and helping lift unemployment and providing higher paid employment.
- 1.2 Employment site delivery has fallen short of targets for many years and this Task and Finish group was set up to look into the reasons and possible answers to this.
- 1.3 This report focuses on the delivery of employment sites only, but a much wider Council role exists that looks at those things the council does that supports the local economy through its policies and support. (See LGA report "Work Local" for the range of areas for further consideration).

## 2. EMPLOYMENT SITES INTRODUCTION

- 2.1 Teignbridge has not delivered any new employment sites of any size for many years.
- 2.2 The growth in employment seen over recent years has been through the expansion of existing businesses. There are pent up demands for employment units designed to meet current requirements.
- 2.3 There is a shortfall in availability of supply that is forcing local employers to consider relocation out

of Teignbridge with the potential resulting loss of employment locally.

- 2.4 Current Council policy focuses on the delivery of distributed employment sites within or adjacent to residential developments that conflicts with the needs of businesses for working hours and access requirements that are contrary to being a 'good neighbour' and is seen as a major impediment by prospective employers.
- 2.5 The current sites available within Teignbridge on the market amount to 20% of the demand identified. Current sites are mostly over 25 years old and lack the accessibility that current demand requires.
- 2.6 The infrastructure costs for new sites is seen as a major disincentive for new developments.
- 2.7 The disparity of land values between residential and employment sites is also seen as a major problem.
- 2.8 The need to promote Teignbridge for inwards investment has been constrained by the lack of suitable opportunities such that no significant activity now takes place to promote Teignbridge as a place to invest.
- 2.9 Demand for new facilities is coming from Manufacturing/Warehousing Distribution etc. where demand is strong even in the pandemic and seen and continuing post the current issues., the requirements for offices is weak.
- 2.10 The mix of rented and owned units is important as businesses seeking to expend want to acquire facilities rather than rent.
- 2.11 A summary of the current position outlined by Teignbridge officers is provided at Appendix 1

### **3. EMPLOYMENT SITES INTRODUCTION**

- 3.1 The Task and Finish group was set up to include a representative group of councillors from each political group. Councillors Bullivant, Nuttall, Jenks, Tume and Cox have agreed this report.
- 3.2 The group met to review the current position and invited representatives from TDC and East Devon to understand the background and identified key players who work extensively with the businesses within Teignbridge to obtain their perspective of the issues faced by those businesses who potentially would make the investments to deliver employment sites.
- 3.3 Zoom meetings were held and discussions took place with EDDC, TDC, JLL and Tony Noon. (JLL and Tony Noon representing a broad range of interests including land owners with current permissions).
- 3.4 Telephone conversations took place with IMERYYS and Sibelco (both making the same points as JLL and TN).
- 3.5 Information on 'best practice' was sought and use made of LGA resources and HMG information where appropriate.
- 3.6 Current policies were reviewed and discussed with all those involved and a picture established that forms the basis for this report.
- 3.7 The financial implications and additional resources required are a matter for Executive decision and therefore require a detailed assessment by officers against any policies introduced.
- 3.8 If further work is required this should be based on information needed by the executive to support any decisions that they make.

#### 4. GROUPS CONSULTED

4.1 Individuals and organisations consulted in assembling this report and its recommendations included the following:

- Teignbridge District Council (N Blaney, A Clark, M Luscombe, F Pate)
- East Devon District Council officer
- Jones Laing Lasalle International specialist in delivering commercial sites
- Noon Roberts, specialist in commercial property
- Imerys (by phone), minerals company with significant land holdings within Teignbridge
- Sibelco (by phone) minerals company with significant land holdings within Teignbridge

#### 5. SUMMARY OF FINDINGS

- 5.1 There is a current demand for over 1,500,000ft<sup>2</sup> of commercial buildings required in Teignbridge. Majority of requirements are from businesses currently working in Teignbridge. (JLL/TN)
- 5.2 Significant number of Existing businesses currently in Teignbridge seeking to expand in Teignbridge are considering moving out of area to find suitable premises (JLL/TN)
- 5.3 Current available supply is less than 300,000ft<sup>2</sup> with 220,000ft<sup>2</sup> on one site (Drumbridges) (JLL/TN)
- 5.4 Majority of current facilities in Teignbridge are over 25 years old and not fit or economical to convert to modern requirements (JLL/TN)
- 5.5 Strong requirement for Industrial, Distribution, Warehouse space. Demand for office space is limited, (JLL/TN)
- 5.6 Businesses looking for sites with good access to major arterial routes and away from residential areas (JLL/TN)
- 5.7 Land for Construction in Teignbridge has a value of £2million/hectare for residential use, £500,000/hectare for Commercial use (HMG Statistics)
- 5.8 Cost of infrastructure (Access, Broadband, Power) to open new sites are major issues (JLL/TN)
- 5.9 Local starter units are desirable (TN)
- 5.10 Position of industrial sites too close to residential areas is a problem as working times and traffic movements can cause local issues (JLL/TN)
- 5.11 Requirement for mix of owned and rented units (JLL/TN)

##### From council officers

- 5.12 Residential developers are not the best deliverers of employment sites.
- 5.13 Lack of available supply of sites has resulted in TDC curtailing activity to attract new employers (TDC)
- 5.14 Requirements exist for both rented and owner occupied units (TDC)
- 5.15 Successful delivery of employment sites requires a dedicated team focus and integration of all areas of Council activity (EDDC)
- 5.16 Land ownership is a major factor in successful delivery, (EDDC/TDC)
- 5.17 Creation of "Employment Zones" helps (EDDC)

5.18 The current disparity in land values is encouraging residential developers to hold back on delivering employment sites (TDC/EDDC/JLL/TN)

## **6. SPECIFIC RECOMMENDATIONS AND REASONS**

6.1 Drawing on the evidence that has been assembled and reviewed, the following specific recommendations are made.

### **6.1 Strategic Function**

**Create a primary strategic function within the Council by bringing together the appropriate functions, departments and resources to enable an effective and dynamic approach to creating employment and attracting funding from HMG ,LEP etc.**

Reason: to focus on the need for creating economic opportunities for residents and deliver the resources required to be successful. Influencing and lobbying will play an essential part in ensuring that we secure the necessary funding and infrastructure investment.

### **6.2 Planning Policy**

**Have a separate planning policy that focuses on employment and has the delivery of employment sites as a primary objective whilst respecting environmental and ecological issues to accelerate development consents. Consider including the creation of 'Zones' or Local Development Orders for where Employment Development would be appropriate, through, or alongside the local plan review.**

Reason: whilst there are current policies (S3, EC1,2,3 etc.) they are failing to deliver the employment sites the district needs. Therefore, to differentiate the need for employment sites within the district and identify specific policies that should be applied additional policies are required. Current policies focus on residential development and this is taking priority over employment

### **6.3 Planning contributions**

**Examine and change the current infrastructure contribution requirements (S106/CIL) attached to residential developments to generate the investment funds required to enable and reprioritise the funding of infrastructure needs for off site employment sites, fund the personnel required (if possible) and to promote the marketing of opportunities**

Reason: providing employment sites will require investment in key areas for infrastructure, personnel and marketing etc. The generation of the required funds should include residential developer contributions as they benefit from a greater percentage of residential land within developments. If the 'Pepperpot' policy for employment sites change greater contributions should be sought for Offsite employment development.

### **6.4 Investment in starter units**

**TDC invest and create embryo/starter units in suitable areas across the District to kick start new business development and build on previous successful programmes.**

Reason:- Embryo businesses need support and there is a lack of available sites. Previous examples in Heathfield and Teignmouth have been very successful and should be seen as an example for future development

### **6.5 Conversion of rural buildings**

**Examine, Simplify and establish policies to allow rural buildings or small scale new rural development for commercial uses (subject to size limitations, access etc.) to bring employment to rural communities**

Reason:- Whilst we have existing policies that support permitted development the rural economy needs

greater support and there are established farms and agricultural sites where small scale development would provide more local employment and small scale units and offices would be appropriate uses subject to financial support from the council for improved infrastructure (broadband, access) etc. This approach is supported by the National Planning Policy Framework (Paragraphs 83 and 84), and national Industrial Strategy.

#### **6.6 Employment development opportunities on main roads**

**Approach land owners alongside primary road routes where residential development would not be part of local plans to acquire land for employment uses.**

Reason: access to sites of a size and with accessibility close to major arterial routes are key to a successful employment sites strategy. Teignbridge should identify and work with land owners to bring these sites forward. The current 'call for sites' as part of the Local Plan review will contribute towards this but we recommend a more specific targeted approach is required.

#### **6.7 Coordination with mineral extraction plans**

**Approach Mineral rights owners to identify areas of mineral extraction zones where land could be used for industrial developments**

Reason:- given the large areas of land affected by the need to protect minerals there are areas where industrial use would be acceptable where residential use would not. Areas approaching the end of life for mineral extraction or areas where extraction is not planned for the next 80+ years should be considered.

#### **6.8 Councillor training**

**Provide training for Councillors and involve them on the needs for employment sites within their wards and across the district.**

Reason: creating the environment for creating employment within the district and bringing work opportunities to residents is an important element of a councillor's role. To ensure appropriate consideration is given Councillors need to be given training to ensure they are aware of their roles and obligations. This would be officer led but the working group could assist with development of the training.

#### **6.9 Separation between employment and residential development**

**That the current 'Pepper Pot' approach to integrating employment sites into residential developments is revised to promote separate development of employment sites**

Reason: Modern employment sites have access and working arrangements that conflict with expectations of residential sites. Demand is also usually for sites of larger sizes than the 'Pepperpot' delivery can deliver. Also, it is not in the financial interest of residential developers to promote lower value land and too many sites are therefore overpriced and held back until the sites can revert to residential use and higher values. The value uplift should be used as a basis for generating the offsite development and funds needed to support this.

#### **6.10 Infrastructure Investment**

**TDC undertakes appropriate infrastructure investment to ensure local delivery of employment sites (Broadband, Access, Power Etc.)**

Reason: the costs of infrastructure for a new employment site can be considerable and has made some sites uneconomic, restricting their development. (e.g. Peamore). Teignbridge should be able to support the provision of essential services as appropriate. Current Teignbridge budgets include some amounts to be used towards this objective.

#### **6.11 Employment 'Enabler'**

**TDC identifies itself as 'an Enabler' to work with appropriate partners to deliver employment sites**

**within Teignbridge.**

Reason: Bringing forward employment sites and the associated infrastructure costs can require coordination. Teignbridge should expand its current resources to facilitate and help things to happen. There is also a demand for a mix of tenures between new businesses renting and established businesses wanting to buy. Teignbridge should be in a position to support these options.

## **7. CONCLUSION**

- 7.1 Teignbridge is not delivering the employment sites that the area needs. There is a danger that the ongoing failure to meet the needs of current, growing businesses will result in the loss of local employment.
- 7.2 Teignbridge needs a strategic plan and structure that works to deliver employment sites.
- 7.3 Teignbridge needs an investment plan that focuses on the delivery of employment sites.
- 7.4 Teignbridge needs a dedicated, cross function team to deliver employment sites.
- 7.5 It is noted that a broader view of Employment strategy (of which this review may form part) may be required by the Executive. If this is required a separate instruction to O&S will be required to facilitate the additional tasks.

**Cllr Bullivant Chair**  
**Cllrs Nuttall, Jenks, Tume, H Cox**

# Delivery of employment sites in Teignbridge

Presentation to the Overview and Scrutiny Working Group

Thursday 3<sup>rd</sup> December 2020

# Future approach to employment land allocations

Potential sites currently being assessed as part of the HELAA



A panel of industry representatives will be used to provide advice on the achievability of the sites submitted – including mineral landowners



All feasible site options will be published for consultation as part of the Draft Plan next May/June

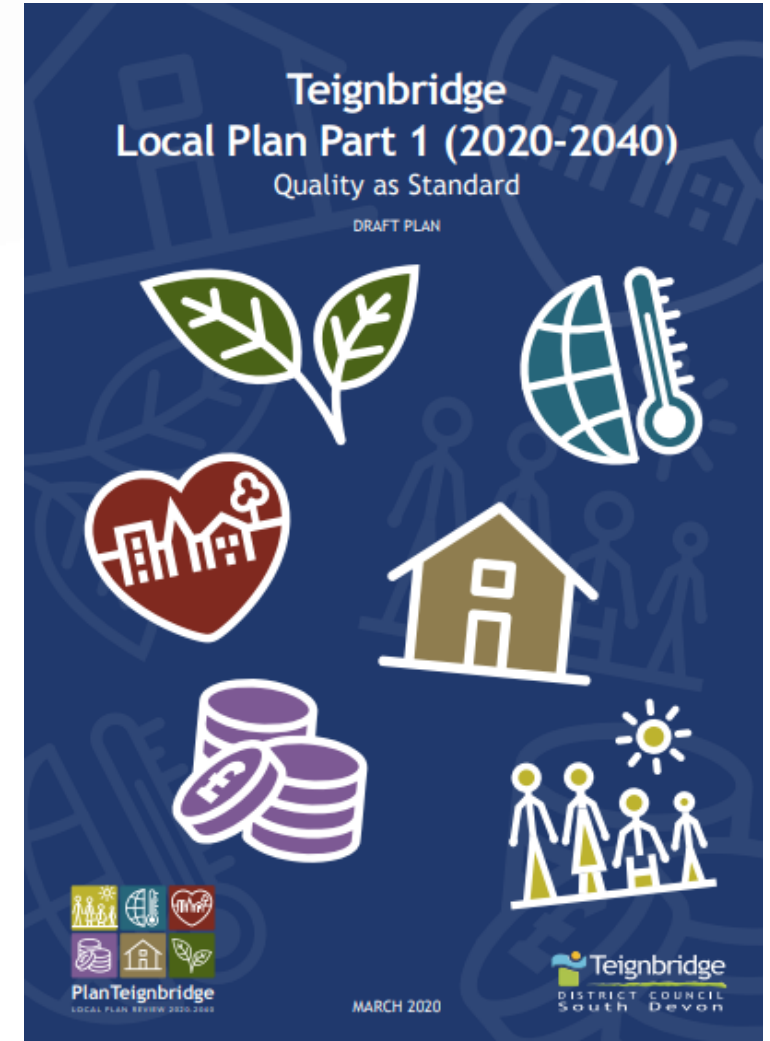
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# Emerging Local Plan policy

- Continues to have a permissive approach to business development across the district (subject to certain criteria being met)
- More flexibility for supporting services within employment sites (e.g. cafes, nurseries, gyms, healthcare facilities etc.)
- Continues to resist the loss of employment land
- Requires all new major commercial and residential development to incorporate high speed digital network infrastructure
- Continues to support working from home
- Requires major planning applications to be accompanied by proposals to invest in construction skills

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# Government Approach - Employment Development

## Permitted Development Rights and the Use Classes Order

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# Permitted Development Rights and the Use Classes Order

## Permitted Development Rights:

- Flexibility for occupiers
  - B2 or B8 to B1
  - B1 or B2 to B8
  - A Classes to B1a
  - B1 to school or nursery
- Conversion to dwellings
  - Offices to Dwellings
    - 60+ home
    - 0 Affordable
    - >3,500 sqm
  - Storage to dwellings (now expired)
  - B1 © to dwellings (now expired)
- Demolition / rebuild or extension
  - B1 to new flats or a single house
  - New flats on the roof

## Changes not considered development:

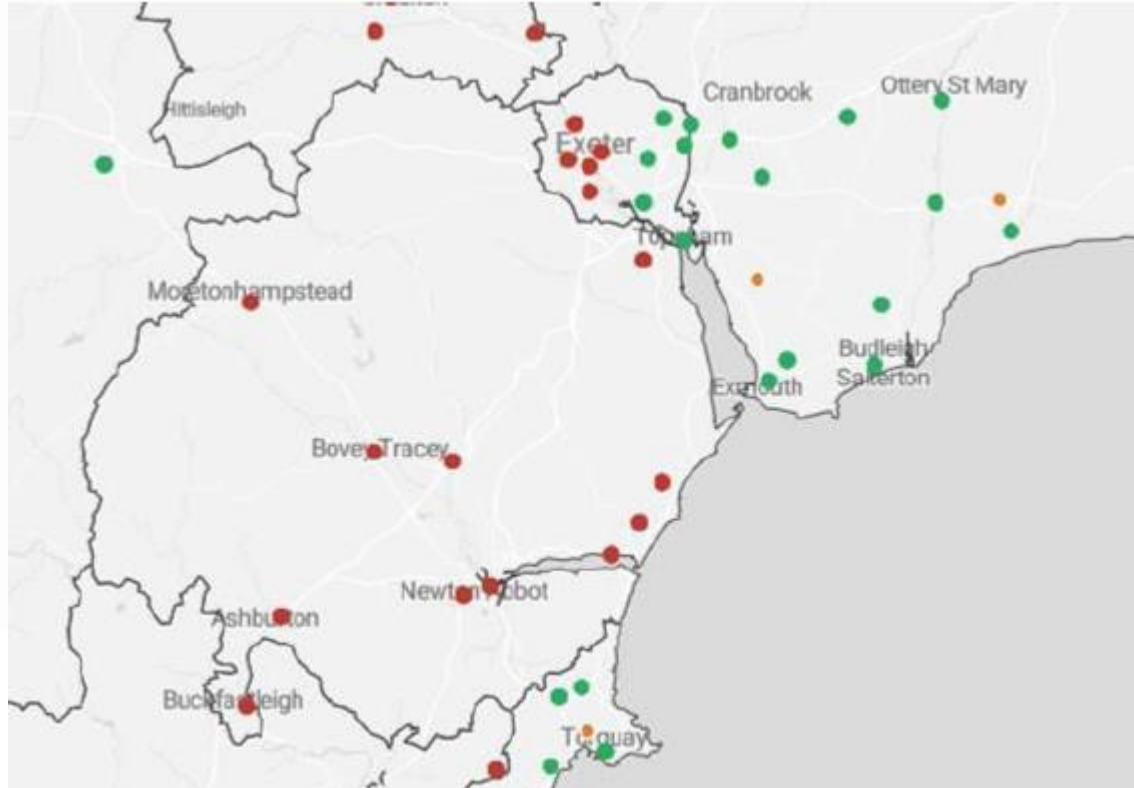
- Flexibility for occupiers
- No permission is needed to change within:
  - Shop
  - Café
  - Financial services
  - **Office**
  - **Research centre**
  - **Light industrial**
  - Clinic/ health centre
  - Crèche / nursery
  - Gym or other indoor recreation

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# Delivery challenges

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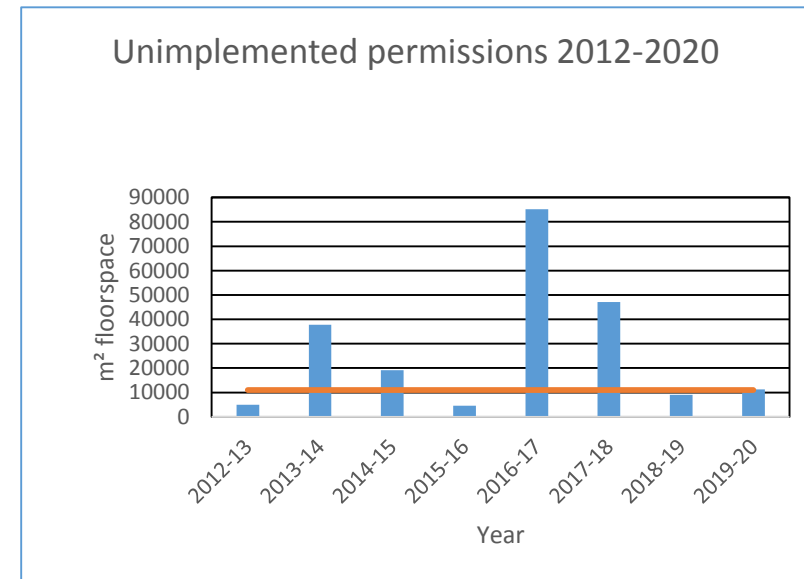
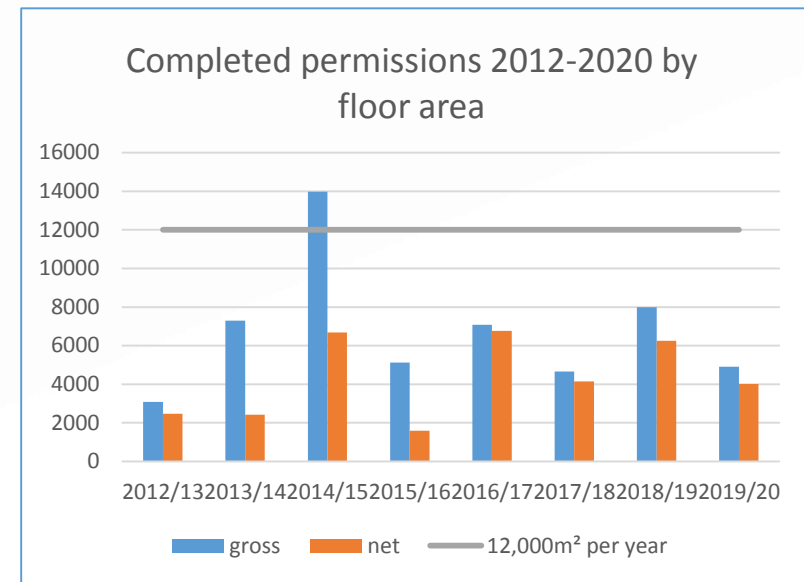
Electricity connection capacity

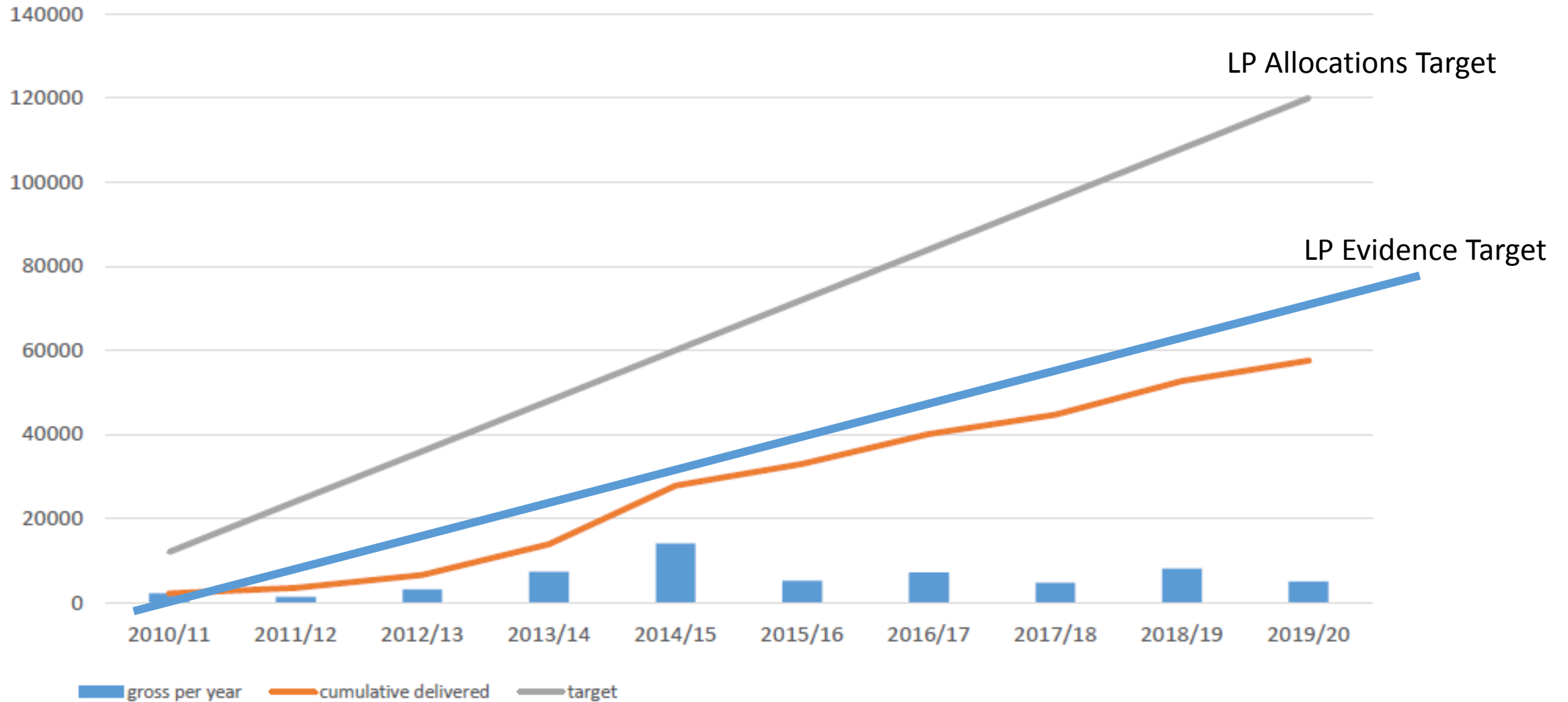
- Electricity network constraints
- Road and other opening up costs
- Pressure for residential development
- Dependency on quarrying programmes
- Ecology
- Ground conditions
- Marginal viability
- LP allocations that do not reflect employment viability
- Extra caution from lenders
- Allocations sometimes not suited to current demands
- Planning uncertainty, including at Committee
- Pre-lets required

# Local Plan 2014

- Around 25% of job growth is on traditional employment sites
- Local Plan evidence identified a requirement for up to 43ha of employment space
- Local Plan allocations incorporated additional land to account for non-delivery and targeted 67ha (270,000 sq m)
- Planning permissions are in line with targets
- Delivery of net additional floorspace is half of Local Plan target
- Fundamental changes to the economy and the ways we work will require fresh evidence on how much space is required

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# Local Plan Allocations

- No new floorspace delivered on allocated land
- 4 out of 14 allocated sites progressing
- Approximately 25ha of 67ha allocated land progressing



## Dawlish DA2 (3ha)

Permission secured and implemented but no sign of bringing forward

## Milber NA4 (8ha)

Permission secured and implemented but no sign of bringing forward

## Wolborough NA3 (10ha)

0.72 ha approved at Wolborough Barton.  
5ha approved at Kingskerswell Rd.

## Peamore SWE2 (18ha)

Development area on the edge of Exeter. Highway and power constraints that £55m Housing Infrastructure Fund will help to overcome.

## Rocklands CH1 (1.5ha)

2,500 sq m approved and under construction as part of mixed use site

## Sands Copse KS1 (16.4ha)

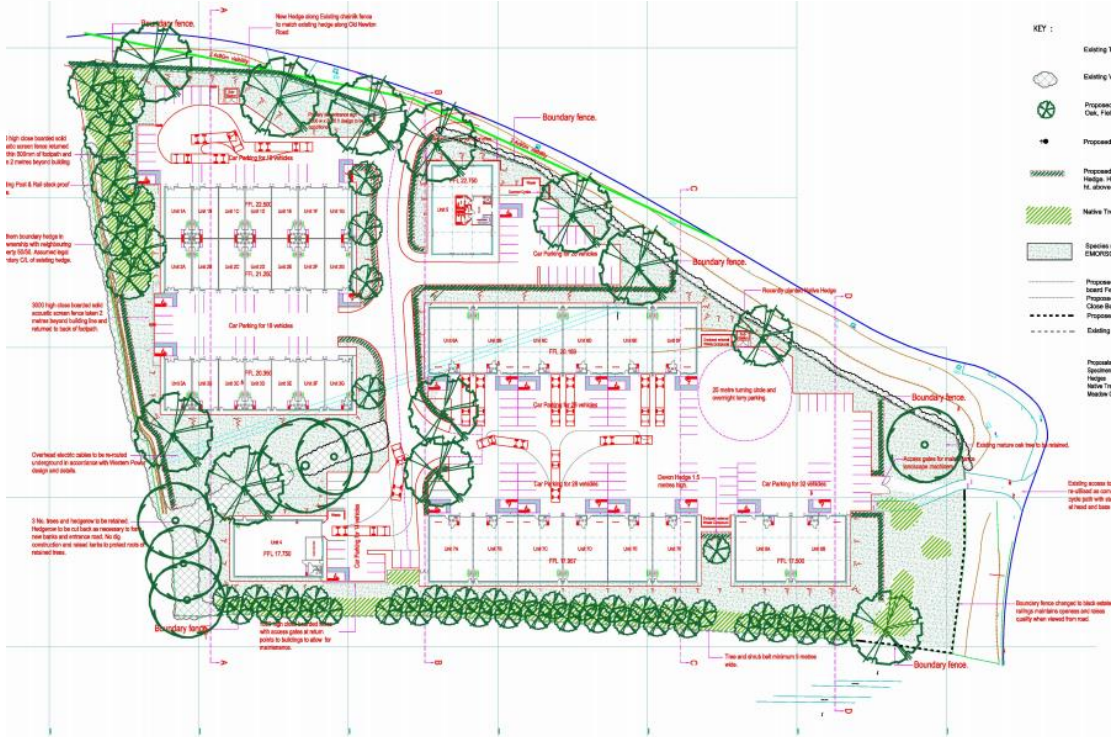
Operators identified and planning application for 5ha first phase of development anticipated early in 2021.



# Additional Employment Sites

- 36,000 sq m approved at Ilford Park
- 5,190 sq m Former Galliford Try site approved at Kingskerswell and development due to commence in 2021
- 4.1ha refused by planning committee adjacent Little Liverton Business Park

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# Case Study: Estuary Court

- Part of 2013 Morrisons capital receipt invested in 12-unit business park in Teignmouth.
- 80 sq m – 320 sq m industrial units
- Erection of marketing board established level of demand, including for trade counters
- Design and Build contract with SW Highways
- Project managed in house. Delivered close to budget.
- Total cost £2.57m. Payback expected by around 2030
- Marketed and sold by a commercial agent at full market rent
- Fully owned and managed by Teignbridge.
- Fully occupied since July 2019
- 60-70 jobs on site



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