

Meeting: Council

Date: 25 February 2016

Wards Affected: All Wards

Report Title: Collaton St Mary Masterplan Supplementary Planning Document

Is the decision a key decision? Yes

When does the decision need to be implemented? Immediately

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1. Proposal and Introduction

- 1.1 The Collaton St. Mary Masterplan further defines the nature of future development within the Collaton area (West Paignton) of Paignton. This area is allocated as a Future Growth Area within the new Adopted Torbay Local Plan 2012-30, to deliver around 460 new homes, local centre and infrastructure, including green infrastructure.
- 1.2 Members are asked to agree that this Masterplan should be adopted as a Supplementary Planning Document (SPD). This will give the Masterplan statutory weight in guiding development and promoting investment in this area, and help implement the Local Plan. It is emphasised that the Adopted Local Plan 2012-30 is the development plan that proposes the Future Growth Area. The Masterplan helps provides additional detail to the Local Plan and identifies matters that must be addressed at the planning application stage.
- 1.3 The Collaton St. Mary Future Growth Area is strategically important in helping Torbay to meet its needs for new housing and employment growth. It is identified as such within the new Torbay Local Plan which was adopted by Council on 10 December 2015. Specifically it is covered by Policies SS2 Future Growth Areas and SDP3 Paignton North and Western Area. These envisage the area providing around 460 new homes, and accompanying infrastructure including measures to provide resilience to the effects of climate change and safeguard biodiversity.
- 1.4 The Masterplan adds important detail to the Local Plan regarding matters related to future development within the Future Growth Area, including further details of the likely approximate layout, phasing, accesses and mitigation works.

- 1.5 The Masterplans provide more detailed layouts etc than the Local Plan, and have been informed by high level assessments of site suitability, biodiversity impact etc. However, it is emphasised that they do not replace the need for project level assessments of highways, drainage, biodiversity etc.
- 1.6 In February 2014, the Council commissioned four Masterplans to be produced for Torquay Town Centre, Torquay Gateway (Edginswell), Paignton Town Centre and Collaton St. Mary. Both of the town centre masterplans were adopted in June 2015, on the back of the then existing Local Plan. The Torquay Gateway and Collaton St. Mary Masterplans could only be adopted once the new Torbay Local Plan is adopted as it is this document which agrees the principle of growth in these areas. SPDs must provide further detail on Local Plan policies. The Torquay Gateway Masterplan was adopted on 10 December 2015.
- 1.7 Following public consultation during October –November 2014, the Collaton St. Mary Masterplan has required further minor modifications and a second, more focussed consultation, primarily on access arrangements. This consultation took place in December 2015-January 2016. The access arrangements have had a knock on effect on flooding and greater horseshoe bat considerations. Specifically removing the proposed road crossing the flood meadow west of Stoke Road reduces the environmental impact of the proposal. With this and a number of other minor amendments, the Masterplan is now ready to be put forward to Members for adoption.
- 1.8 SPDs build upon and provide more detailed advice and guidance on the policies in a local planning authority's adopted Local Plan. Torbay Council has a number of SPDs currently in place covering a variety of matters such as the local approach to achieving quality urban design; planning contributions and affordable housing (under review); and the greenspace strategy. These documents provide a clear indication to applicants on how to make successful planning applications, as well as helping to provide clarity and certainty in the development process. SPDs must be produced in accordance with the Town and Country Planning Regulations 2012.
- 1.9 It is important to adopt the Collaton St. Mary Masterplan, as soon as possible, for a number of key reasons:
 - a) There is already significant and positive activity on behalf of the landowners in the Collaton St. Mary area with planning applications currently being prepared. The Masterplan sets a detailed framework for the sustainable delivery of growth in this area and therefore it is important that this document is given policy weight in terms of decision-making. In particular the masterplan sets out environmental and other safeguards to ensure that development is sustainable, and provides greater certainty for developers.
 - b) It is acknowledged that the development of Collaton St Mary has attracted objections, on the grounds of flooding, highway capacity, biodiversity and village character. The masterplan does not replace the need for project level assessments, but does provide more detail on matters such as bat-corridors and flooding mitigation than it is possible to include in the Local Plan. Without the masterplan, it would be more difficult to achieve these safeguards.
 - c) The Collaton St Mary area will make an important contribution to meeting the overall Local Plan housing requirement and is likely to be necessary for

maintaining a five year land supply in the medium term. Policy SDP3 (Table 5.12) of the Local Plan sets out an approximate timing of development in the Collaton St Mary area. Development of brownfield land at Torbay Motel and Ocean BMW is anticipated within phase 2 (i.e. 2017-22), with greenfield areas anticipated to be developed from years 11-15 (i.e. post 2022). However development cannot be held back purely for phasing reasons if infrastructure and other matters can be addressed. Moreover, the housing trajectory in Policy SS12 of the Local Plan could result in the area being required to help meet the Council's five year supply earlier than the indicative date set out in Table 5.12. If the Council is unable to maintain a rolling five year supply of deliverable sites, then it is much more vulnerable to speculative development and will have less leeway to seek s106 or other contributions.

2. Reason for Proposal

- 2.1 As this document is intended to become part of the Council's Policy Framework, it must be agreed by Members prior to adoption.
- 2.2 This Masterplan, and the Local Plan upon which it builds, have been the subject of extensive community engagement. The Masterplan has sought to provide environmental safeguards to meet residents' and others' concerns. The Future Growth Area is proposed in the Adopted Local Plan. No alternative has been put forward which would meet Torbay's objectively assessed housing needs, or provide certainty about five year supply.
- 2.3 Now that the Council has adopted the Torbay Local Plan, this Masterplan is in a position to be adopted as a Supplementary Planning Document (SPD) to help guide future development of this area.

3. Recommendation(s) / Proposed Decision

- 3.1 That the Collaton St Mary Masterplan, with the schedule of amendments set out in Appendix 2 to the submitted report be approved and adopted as a Supplementary Planning Document.

Appendices

Appendix 1: Supporting Information and Impact Assessment

Appendix 2: Collaton St. Mary Masterplan Proposed SPD. Revised Draft, Feb 2016 (incorporating changes recommended in Appendix 3).

Appendix 3 Collaton St. Mary Masterplan. Recommended Changes to February 2015 Draft

Appendix 4 Collaton St. Mary Masterplan Option 2 Map

Appendix 5: Draft Public Participation Statement – www.torbay.gov.uk/masterplans

Background Documents

Further background documents relating to earlier stages of the masterplan preparation process can be found on the Council's website – www.torbay.gov.uk/masterplans