# FUTURE RETAIL DEVELOPMENT IN TORBAY – CLARIFICATION OF POLICY *(DRAFT)*

## 1 INTRODUCTION

1.1 This Topic Paper set out the Council's proposed approach as to how the future provision of retail facilities will be met within the Bay. It explores the issues the Bay Centres face, the existing spatial provision of retail facilities and how future growth can be distributed.

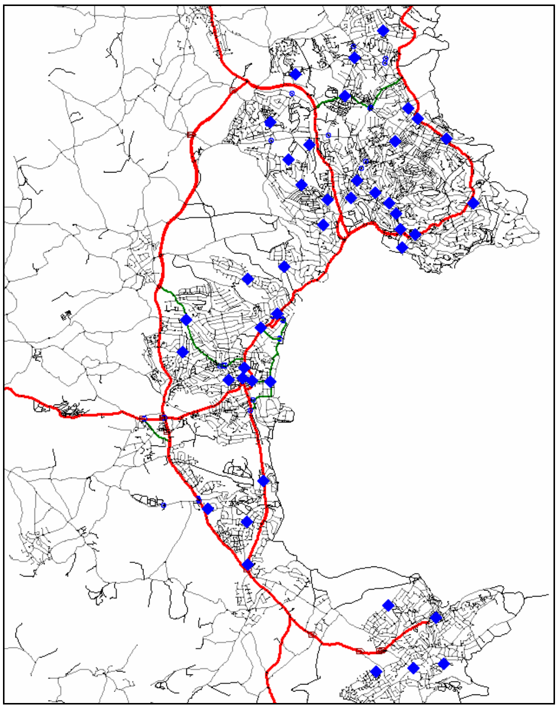
1.2 It will provide an interim policy approach to how future retail provision will be delivered in the Bay, in accordance with Policy SS Shopping Strategy of the Adopted Local Plan 1995-2011. It will also inform the emerging Core Strategy which will set out the spatial strategy for Torbay to 2026.

1.3 Retailing has a vital role to play in Torbay, ensuring that people can meet their shopping needs locally as well as acting as a crucial part of the Bay's economy and attraction as a leisure and tourist destination. A thriving retail sector is critical to the economic prosperity of Torbay and important to sustaining the area's role as a Strategically Significant City. A proactive strategy for future retail provision will be required for Torbay to help regenerate the area, meet local peoples' needs, and deliver the vision of the emerging Core Strategy, the Community Strategy and key aspirations of the Mayor's Vision.

### Current Provision

1.4 The retail offer in the Bay is focused around the three towns of Torquay, Paignton and Brixham. Each town acts as a hub for retailing and services, serving the local community and the Bay's tourist visitors. The three towns have a dynamic relationship and inter connect, with Paignton and Brixham serving more localised catchments and Torquay acting as the 'higher order' centre.

1.5 The Town Centres are supported by a range of District and Local Centres, which help people meet their shopping needs locally. There is also a range of stand-alone supermarkets, retail stores and retail parks which complete the shopping provision within Torbay. Map A shows the spatial distribution of Centres throughout the Bay.



Map A. Location of the Town, District and Local Centres of the Bay

Shopping provision in Torquay

1.6 Torquay's Town Centre role is more substantial than that of the other towns in the Bay with a greater range and provision of stores and acts as the 'City Centre' of the Bay. It is supported by two District Centres and 19 Local Centres. The Willows is the largest of these centres and provides the principal location in Torquay for main food shopping. Within the Saved Adopted Local Plan there are a number of potential sites available and allocated for mixed use redevelopment, including retail, located within the Town Centre. At present these have not come forward but still represent an opportunity for future retail facilities in a sequentially preferable location.

Shopping provision in Paignton

1.7 Paignton has a busy medium sized Town Centre and serves a more localised catchment than Torquay. Paignton has one District Centre, Preston, which has recently gained a new Tesco Express store. There are 7 Local Centres and one allocated Local Centre which forms part of the Great Parks development which has yet to be implemented. There are two large out of centre supermarkets, geographically close together, which provide a focus for convenience retailing in the town, in addition to the Tesco, Somerfield and Lidl stores in the Town Centre. Within the Saved Adopted Local Plan there are two potential sites available and allocated for mixed use redevelopment, which could include retail, within the Town Centre. At present one of these is being developed for a new Civic Hub and Library; the other has not come forward but still represents an opportunity for future retail facilities. There are also a large number of vacancies in the Crossways Centre which present strong opportunities for future retail development in the Town Centre.

Shopping provision in Brixham

1.8 Brixham is the smallest of the Town Centres in the Bay and has a strong link to the fishing port in the town's harbour. Brixham is served by 4 Local Centres including the new Briseham Road Local Centre. The Saved Adopted Local Plan allocated a mixed use development site for the former Town Centre car park site to meet the town's food retailing needs by including a small/medium sized supermarket. Tesco are currently bringing forward proposals for this site, which will cater locally for convenience shopping needs.

**Key Issues Facing Torbay**

Town Centres

1.9 The Centres have in recent years seen a steady decline in their health, characterised in particular by the growth in vacancies in high street stores. These include the closure of Zavvi, M&S, Woolworths, and Dorothy Perkins, as well as Rossiters, the long established Paignton Town Centre retailer.

1.10 Between 2004 and summer 2009 the Council's Annual Retail Monitors have recorded an increase in vacancy rates in the Town Centres with a growth from 23 to 74 in Torquay, from 24 to 58 in Paignton and from 11 to 25 in Brixham. This equates to a current vacancy rate of 16%, 13% and 10% respectively for the Towns, against the National Average 12% (2009 Q1). However an interim, survey of the Town Centres carried out in February 2009, recorded vacancies at 85 for Torquay and 67 for Paignton and 21 for Brixham. This illustrates that for Paignton and Torquay there has been an improvement during 2009 in vacancy levels.

In addition to these general issues facing the Centres of the Bay, there are other more specific challenges facing the centres;

- All the Town Centres suffer a lack of large format units which suit the requirements of main high street retailers.

- Torquay is an extremely long centre extending to over a mile from the Town Hall to the end of Victoria Parade, which includes over half a mile of Primary Frontage and lacks a clear central focus.
- Paignton is suffering a decline in key areas of Primary Frontage through pressures from other uses and high concentrations of vacancies. Victoria Street is the only Primary Frontage that does not suffer significantly from these problems.

District and Local Centres

1.11 It is not just the Town Centres which are suffering - the District and Local Centres of the Bay are also affected. They have been hit by the increasing offer of supermarkets, the rise of internet and destination shopping and a decline in residents' reliance on purely local provision. A number of Centres have been identified in the Annual Retail Monitor as centres in decline, These include St. Mary's Square, Kingsway Avenue, Hawkins Avenue and Ellacombe Local Centres. This is a particularly significant issue for those sectors of society who are less mobile and rely on these centres to meet their shopping needs locally.

1.12 The rise in popularity of the Willows District Centre is also an important issue for the Bay. While it provides large modern facilities its continued growth and range of Town Centre and particularly main high street brands such as Next, M&S and Boots mean that it now acts as a competing retail destination to Torquay Town Centre. Between the 2006 Torbay Retail Study and the recent 2008 update, Torquay Town Centre has seen a drop in turnover from £217.5m to £166.7m. At the same time, the Willows has increased its turnover from £113.5m to £158m. This correlation represents a concerning trend of expenditure being transferred away from Torquay Town Centre.

**Future Capacity – GVA Grimley Retail Study Update 2008**

1.13 In planning for future development and increase in provision of retail facilities, it is vitally important to understand what levels of provision are needed to support the needs of the Bay's residents, both now and for the future. The most recent study 'Torbay Retail Study Update 2008' identifies the available capacity in the Bay, utilising the same population projection base data underpinning the emerging RSS. The tables below set out the headline figures, at five-year intervals. The future capacity is broken down into two constituent parts for comparison (non-food) and convenience (food) shopping, and covering the three Towns. The figures are in square metres net; this is the internal trading floor space and does not need to take account of ancillary floor space such as storage, staff space and office accommodation.

Table 1: Convenience Goods (Food stores) Capacity Projections (sq m net)

| Town | 2012 (sq m net) | 2016 (sq m net) | 2021 (sq m net) | 2026 (sq m net) |
|---|---|---|---|---|
| Torquay | 3,357 | 3,942 | 4,692 | 5,465 |
| Paignton | 2,395 | 2,931 | 3,646 | 4,421 |
| Brixham | 317 | 360 | 415 | 472 |

Table 2: Comparison Goods (Non-Food) Capacity Projections (sq m net)

| Town | 2012 (sq m net) | 2016 (sq m net) | 2021 (sq m net) | 2026 (sq m net) |
|---|---|---|---|---|
| Torquay | 5,218 | 13,216 | 24,282 | 36,661 |
| Paignton | 1,877 | 3,531 | 5,809 | 8,343 |
| Brixham | 578 | 1,086 | 1,785 | 2,560 |

1.14 These figures show that over the plan period for the Core Strategy (to 2026), there is a need to provide 10,358 sqm net of additional convenience floor space. There is a need to provide 47,564 sqm net of additional comparison floor space. As an example, this equates to providing the same floor space as Princesshay in Exeter and Drake Circus in Plymouth over the plan period for the Core Strategy.

1.15 The spatial distribution of this level of floor space will have a huge impact on the Bay, the location of such volumes of floor space will need to be carefully balanced to support the existing centres and provide a balanced provision of new facilities in a sustainable way, which positively contribute to the offer and appeal of Torbay.

**Qualitative Assessment of Centres**

1.16 To inform this future strategy, a comprehensive review of all centres of the Bay has been undertaken. It is important to take into consideration the current 'in-centre' retail offer in planning for future, this comprises the network of Town, District and Local Centres which meets the needs of the local residents.

1.17 Each Centre has been assessed using a standard approach which:

- Provides an overview of the Centre and its characteristics,
- Records the pedestrian activity,
- Identifies national and key local brands that are present,
- Provides an assessment of the car park facilities available.

1.18 In addition to this base information, the existing designations in each centre were reviewed to help future LDF allocations for and within the centre. This involved:

- Changes to Centre designation
- Changes to the Centre's boundaries
- Allocating areas of Primary and Secondary Frontage
- Establishing Primary Shopping Areas
- Identification opportunity sites, within and adjoining the Centres

1.19 For Local Centres, the assessment looked at the potential to divide the current designation into two parts; Small Local Centres which have limited provision and serve a more local catchment, and Large Local Centres which have a wider range of uses and units and serve a larger catchment.

1.20 Also as part of this work, other locations that may act as centres were identified in order to explore a potential increase in the range of Centres and where these exist, to protect them from inappropriate changes of use in the future.

1.21 The table below provides a summary of the key recommended actions which have been proposed as a result of undertaking the Centre Assessment.
The key change from the existing network of centres is the change from 29 Local Centres to 12 Large Local Centres and 17 Small Local Centres, acknowledging their different roles in the community. The other changes include the subdivision of the existing Lucius Street/Belgrave Road Local Centre into two separate Small Local Centres, acknowledging that they function as two individual centres which are geographically close together.

1.22 Two new Small Local Centres are also recommended; these are Lisburne Square and Upton Road. These are both located in Torquay and have a similar range of shopping, service and other facilities as some of the other Small Local Centres and are clearly serving the needs of their local communities.

1.23 The other important change is that Hawkins Avenue Local Centre is recommended to be de-designated. This is one of the Centres that the Council's Annual Retail Monitor has been monitoring as a struggling centre.

Table 1. Key recommendations from Centre Assessment.

| Centre | Number of Centre |
|---|---|
| Town | 3 |
| District Centre | 3 |
| Large Local Centre | 12 |
| Small Local Centre | 17 |
| De-designated Centre | 1 (Hawkins Avenue) |
| New Centres | 2 Small Local |

## Potential identified sites for Improved Retail facilities

1.24 Apendix## contains a summary table of the sites identified with potential for change arising from the Centre Assessments. These are sites where an improved retail offer and/or an increase efficiency of under-utilised sites could be achieved within or adjoining Centres. There are 37 sites identified of which 13 are within the Town Centres, 6 with the District Centres, and 18 within the Local Centres.

**Gap Area Analysis**

1.25 It is important to understand how the range of retail facilities provided by the network of Town, District and Local Centres in the Bay meets the needs of the residents of the Bay from a spatial perspective. If the future provision of retail facilities is to be planned spatially it is important that they are accessible to the population they seek to serve.

1.26 In relation to comparison shopping, Town Centres of the Bay should act as the focus for this provision, to enable people to meet their basic needs within the Town Centre of each town. Torquay, as the largest centre in the Bay, will provide for the wider range of provision, meeting the vast majority of the Bay resident's wider needs. Directing growth into these centres will help ensure that un-sustainable trips to meet these wider comparison shopping needs outside the Bay are reduced, and that the Town Centres, particularly Torquay, are the focus for this provision.

1.27 In relation to convenience goods and the other services and facilities that people need on a more day-to-day basis, the Local and District Centres provide the focus for this service. Both the existing Local Plan Policy SS Shopping Strategy and the Draft Core Strategies Strategic Objective 14 Strengthening Retail Facilities in the Town Centre, seek to provide support and strengthen the range of accessible shopping facilities delivered by the District and Local Centres.

1.28 In addition to the Local and District Centres, the supermarkets of the Bay, for many people, form primary locations where they undertake their main food and top up shopping provision. These two types of shopping 'main food' or weekly shop and 'top up' (to top up their weekly shop with additional grocery essentials, such as bread and milk,) shopping are normally met by different types of supermarket. Top up shopping is usually undertaken at smaller supermarkets and convenience stores, usually between 100-800 sqm net in size; whereas main food shopping is usually undertaken at larger superstores usually between 2000-5000 sqm net. This general pattern of shopping is due to the larger range of products sought, when undertaking a main food or weekly shop, which is available in the larger stores. Nonetheless, people can and do undertake both types of shopping at both types of supermarket. For the Purposes of the Gap analysis a split has been made at 1500sqm net, between the two types of store with those under providing top up shopping and those over providing main food shopping.

1.29 At a basic level, by viewing the network of centres and supermarkets on a geographical basis, it appears that there is a good distribution of centres throughout the Bay. However, in order to gain a more comprehensive understanding of how well the centres of the Bay meet people's needs in an accessible way, Accession Modelling Software has been used to gain a more detailed picture.

1.30 By using this software it has been possible to show how accessible these facilities are to local residents, which in turn identifies where there are gaps in this provision. This enables the Council to proactively plan where future provision could be provided to fill these gaps.

1.31 Maps B-H in Appendix## show the accessibility of these facilities by different means: walking, public transport and by car. For each of these modes, their accessibility by travel time has been calculated

1.32 The Table below sets out the different Gap Areas that have been identified from the Accession Modelling, and the types of provision which they lack by walking and public transport at a 5 minute distance. As an aspiration for future provision, it is this form of gap area that is the most important to try and improve as it is relevant to all sectors of the Bay's residents. However, the most significant gaps in main food accessibility by car have also been identified, as this reinforces the lack of provision in these areas.

| **Gap Area** | **Retail deficiency identified** | | |
|---|---|---|---|
| | Local Centre provision | Small supermarket (top-up shopping) | Large supermarket (main food shops) |
| Meadfoot Area and northern peninsular of Torquay | ✓ | ✓ (Inc Car) | ✓ (Inc Car) |
| Lower Babbacombe | ✓ | ✓ | ✓ |
| Hele and the top part of Upton and Torre | ✓ | ✓ | ✓ |
| Chelston, Livermead and Preston Down Road Area | | | ✓ |
| Central part of Preston | ✓ | ✓ | ✓ |
| Collaton St Marry | ✓ | | |
| Galmpton and Churston Ferrers | ✓ | ✓ | ✓ |
| Preston | | | ✓ |
| Blatchcombe and Foxhole | | ✓ | ✓ |
| Brixham | | | ✓ (Inc Car) |
| Clennon Valley | ✓ | ✓ | ✓ |

| | | | |
|---|---|---|---|
| Roselands | ✓ | | |
| Roundham, St Michaels, Paignton | | ✓ | ✓ |
| Berryhead area of Brixham | ✓ | ✓ | ✓ |

Table 2. Summary of Gap Area Findings

1.33 A substantial number of Gap Areas have been identified. Nevertheless however desirable, it is unlikely that all of them can be improved, due to lack of opportunity, market forces and the implications for other centres It is the most significant Gaps, those with a lack of access to facilities within a 10 minute distance, which should be the priority.

1.34 Having identified the key issues facing the bay and undertaken an assessment of the centres and a Gap Area Assessment, the following sections set out a future strategy for the Bay.

## 2. TORBAY RETAIL STRATEGY

2.1 How future retail growth is delivered in the Bay will have a hugely significant impact on the future of the Bay and its residents. Dealing with the issues identified in the previous section will need to form a central part of strategic options for future shopping in Torbay.

Key Guidance and Policies

2.2 The central approach to retail provision set out in PPS4 'Planning for Sustainable Economic Growth' is to promote the vitality and viability of Town Centres through the 'Town Centres First Approach.' This is the starting point for Torbay's retail strategy.

2.3 The Regional Spatial Strategy (RSS) sets the strategic context and identifies Torbay as one of the Strategically Significant Cities and Towns (SSCTs) where provision should be made to maintain and enhance their role and function for retail. Policy HMA5 amplifies this approach requiring Torbay to provide for the enhancement of Torquay, Paignton and Brixham Town Centres for retail and other services. (Due to issues surrounding the successful legal challenge of the East of England RSS, the South West RSS publication has been delayed indefinitely)

2.4 Policy SS Shopping Strategy of the Adopted Torbay Local Plan 1995-2011 and Draft Core Strategy Objective SO14 Strengthening Retail Facilities in the Town Centre, amplify this approach. They both seek to enhance the three Town Centres and to support and strengthen the town, district and local centres of the Bay. The Strategic Objective goes further, developing Torquay's role as the City Centre shopping destination of the Bay and also seeks to resist inappropriate out of centre retailing.

2.5 In November 2009 the Council Pass a Resolution which set out its position to retail development this specified the Councils support for the 'Town Centres first' principle (set out in the Adopted Devon Structure Plan and Adopted Torbay Local Plan), to reaffirm its position that town, district and local centres be regarded as the primary locations retail investment, to adopt a proactive stance in its strategy to focus retail investment in key Town Centre sites, to continue to work in partnership with the Torbay Town Centres Company, Chambers of Trade and other relevant bodies to achieve these objectives and to approve schemes for retail development in out of town locations only as a last resort, consistent with current retail planning policy.

<u>Overarching approach- Promoting the Centres</u>

2.6 The documents above set out key considerations and requirements with which the emerging Torbay Retail Strategy will need to comply, in order to ensure that its approach is suitably robust and meets the requirements of Torbay. The key elements of this retail strategy are therefore:

- To take a Town Centre first approach to future retail provision. promoting the three Town Centres as the focus for retailing in Torbay
- To strengthen District and Local Centres as the focus for local shopping provision.

2.7 The **Recommendation** below set out a range of opportunities within the Centres of the Bay where new provision could be located to ensure this approach is delivered. To ensure their delivery and the improvement of the network of Centres and their vitality and viability, it is important that rival schemes which can impact on their delivery are not supported. It is not just the impact of these developments on the Centres of the Bay that is potentially harmful. A number of the recommendations seek to improve the spatial distribution of retail facilities of the Bay to improve the accessibility of such facilities by all residents of the Bay. New out of centre facilities will impact on these recommendations being delivered, with applicants not only promoting different locations which do not meet these gaps but also utilising the limited capacity which exists in the Bay for new retail floorspace. Recommendation 1. set out a strategic approach with which all other recommendation comply and sets out the over arching approach in Torbay.

**Recommendation 1. To support the future vitality and viability of retail centres throughout the Bay, new retail developments should be located within the existing shopping areas of the Town, District and Local Centres (including where appropriate new Centres within identified gap areas in retail provision) and not in 'out of centre' locations.**

2.8 The guidance contained in PPS4 supports such an approach. Policies EC16 and EC17 set out the impact assessment criteria against which applications for Town Centre uses not in accordance with the development plan should be assessed. This includes the impact on existing committed and planned public and private investments in a centre and the impact on Town Centre vitality and viability, including the range and quality of the retail offer.

2.9 If the future of the Bay's Centres and particularly the Town Centres of the Bay are to be maintained and developed as the heart for retailing then an appropriate robust position may need to be taken in relation to such applications. This could involve refusing inappropriate applications for such schemes in order to prioritise the improvement of the Centres for new and improved provision. Whilst new out of centre development may seem appealing potentially bringing in new development and retailers to the Bay, as a long term strategy this is unlikely to encourage in Centre development and would weaken the Centres of the Bay.

2.10 There are two distinct elements underpinning this spatial strategy. These are the role and provision within the three Town Centres and secondly meeting people's shopping needs locally. This is the role the network of Local and District Centres and also the supermarkets in the Bay. These two elements are not separate but interlinked as the Town Centres also form a key part of the network of local shopping provision. Thus as well as forming the focus of shopping provision within the Bay, they also act as a local facility for the surrounding population.

2.11 There are other elements that need to be considered, in particular delivering the aspirations of the Mayor's Vision and meeting the needs of new communities that maybe identified in the Core Strategy.

2.12 The subsequent sections of this report put forward a number of **Recommendations** to help support this approach, as well as highlighting opportunities to improve the spatial distribution of facilities. These opportunities will be considered in the formation of the LDF, and as an interim spatial approach in line with the current Shopping Strategy, set out in Policy SS of the Adopted Local Plan. They are also consistent with the approach suggested in the Draft Strategic Objective 14 (Strengthening Retail Facilities in the Town Centre) of the current Regulation 25 Draft Core Strategy 'vision Objectives and Options for Growth in Torbay'.

2.13 A number of the sites identified in the Recommendations have existing occupiers on the sites, as part of redevelopment these will need to be considered and opportunity to reoccupy as part of the redevelopment considered. Where this is not possible other sites within the centre should be sought.

## 3. TOWN CENTRES - STRATEGIC OPTIONS

### <u>Torquay Town Centre</u>

3.1 Torquay is the largest Town Centre in the Bay and both the Mayor's Vision and the emerging Core Strategy see its future as the primary Centre within the Bay, developing its role as a City Centre and sub-regional shopping destination. It also has the largest capacity for new retail provision.

**Recommendation 2. Torquay's role should be developed to take on the mantle of the City Centre of the Bay and a key sub-regional retail destination; delivering a step change, to fulfil its potential for comparison retailing and high street shopping.**

3.2 To meet these aspirations and to increase the appeal of the centre, a key requirement will be to increase the offer of the centre in both convenience and comparison provision. The range of sites identified below offers the scope to achieve this.

### Southern side of Union Street, Temperance Street and Lower Union Street

3.3 This site represents the most significant opportunity in the Town Centre and is capable of dramatically improving its overall offer and appeal. The area could include 50-114 Union Street and land and properties to the rear, as well as Lower Union Street and the multi-storey car park, telephone exchange and vacant land. It has been identified in the last two Torbay Retail Studies by GVA Grimley and more recently as Project 4 in the Mayor's Vision.

3.4 This site sits at the heart of the Town Centre and offers the largest area to provide an increase in provision in the town. It has the scope to be as significant to Torquay and Torbay as Drake Circus in Plymouth and Princesshay in Exeter.

3.5 Developments of this scale have a large lead-in and development time, due to their complexity of delivery and in relation to land assembly, finance and a range of other factors. However, the opportunity for significant change in the Town Centre lies in this site**.** To enable its delivery will take significant time, but its ability to transform the appeal and offer of Torquay Town Centre is huge.

3.6 If this site were to be pursued, a specific action maybe required in respect of other developments that could threaten its delivery. If this site were to be pursued, it may be necessary to reject other retail or Town Centre schemes that could threaten its delivery. Policy EC20 of Draft PPS4 would enable this approach to be taken, if it were pursued through the LDF.

3.7 There are a number of potential options that could be considered for this site. These could include a new shopping centre similar to Drakes Circus, or an open street development like Princesshay or an outlet village, such as Atlantic Village but within the Town Centre. A large supermarket and or department store could also be included (providing a potential relocation site for Debenhams for example). Any scheme would require the re-provision of car parking. For comparison, the Drake Circus development is approximately 30,000 sqm net and Princesshay is approximately 20,000 sqm. In site size terms, these volumes could potentially be achieved on this site. The advantages of securing such an increase would be significant in increasing the appeal of Torquay Town Centre and retaining expenditure and shoppers within the Bay.

**Recommendation 3. The Southern side of Union Street site should form the priority for any future retail strategy in Torquay Town Centre. Where necessary, a restrictive approach should be taken to development elsewhere that could impede its delivery.**

**Retail role of Harbour Area**

3.8 There are a number of potential sites in the Harbour Area, all of which are set out in the Torquay Harbour Area Action Plan Regulation 25 Draft. These however only include small amounts of retail, which would help support improvements to the appeal of the harbour part of the Town Centre. Torquay Harbour Objective THO2 proposes the increase of year-round shopping facilities, particularly leisure-based shopping. This approach, if delivered, would help differentiate the offer focus around the harbour and that of the northern part of the Town Centre, which would retain its high street focus.

**Recommendation 4. To create a leisure-based focus to retailing in the Torquay Harbour area, thereby differentiating the offer of the Harbour area from that of the core part of the Town Centre.**

**Debenhams and adjoining units - The Strand**

3.9 This site forms a key part of the retail offer of the Town Centre. However, redevelopment could help improve the appearance of this area, which is not as visually attractive as the rest of The Strand. If this were to happen, a larger Debenhams could be provided. Alternatively, if Debenhams were to relocate (to Union Street site), it could provide opportunities for a number of larger format leisure based retail stores in the Harbour area, to help consolidate the location as a leisure retailing destination. Either option could be suitable if redevelopment resulted in improvement of the visual appearance of the area.

**Recommendation 5. Redevelopment of Debenhams and adjoining units in the Strand, to provide an improved department store or leisure based retail with mix of uses on upper floors, to improve the offer and visual appeal of the Harbour area.**

**Town Hall Car Park**

3.10 This site is on the periphery of the Town Centre and forms part of the Mayor's Vision - Project 5, Castle Circus Regeneration Project. Retail development on this site would further elongate the Town Centre. This may not represent the most logical option, particularly for comparison retailing, which would be better located in the areas closer to the primary frontage of the centre. There would, however, be an opportunity on the site for a medium sized supermarket with car parking.

3.11 This would have the effect of elongating the Centre, but it does offer what is probably the only other alternative to redevelopment on the southern side of Union Street, capable of providing a single level of supermarket floor space of 1,500 $m^2$ net+ with car parking in close proximity, which would be a food retailer's requirement for this size of store. This would help form linked trips between main food shopping and Town Centre visits for comparison shopping. It could also help increase the appeal of the Town Centre, helping to offset the flow of expenditure to the Willows and to improve the spatial distribution of these facilities in Torquay. It should, however, be noted that this site is currently subject to a planning application for the Castle Circus Regeneration Project, which includes commercial office development on this site. However, this is the only other site capable of providing such space in the Town Centre.

**Recommendation 6. Increase the 'main food' retail provision within Torquay Town Centre by providing for a new food store as part of the Southern side of Union Street site or if not deliverable, the Town Hall Car Park .**

**Other Town Centre Sites**

3.12 Three other potential sites were identified in the Centre Assessment; 3-37 Union Street, 22-46 Union Street, 2-18 Market Street. The first two sites are currently located within the Primary Frontage; redevelopment of one or both of these sites would offer potential to provide larger format retail units within the central part of the town which the centre currently lacks. Redevelopment could lead to a more effective use of these sites and improve their visual appearance.

3.13 The site in Market Street, while physically close to the centre of the town, feels somewhat dislocated. The current units are visually unattractive and under-utilise the site. Redevelopment could exploit the cliff backdrop and add vertical volume to the site. It could also help strengthen the circular movement of people through Union Square, the Market and Market Street and then back on to Union Street. Redevelopment could facilitate an improved pedestrian environment in this central part of the town. Independent occupiers that might be attracted to this area would be compatible with the Market's improved offer.

3.14 Redevelopment of these sites would complement the deliverability of the Southern side of Union Street site which strategically offers the greatest opportunity for the Town Centre. Phasing of their delivery in the Plan period will be critical due to the length of delivery time for the larger Town Centre site.

**Recommendation 7. Provide for the redevelopment of key Torquay Town Centre sites in Union Street and Market Street, to complement delivery of the southern Union Street site.**

**Impact of the Willows**

3.15 In addition to the opportunities to improve the offer of the Centre, it is also important to look at one of the most significant impacts on the future health, vitality and viability of the Town Centre. This is the impact of the Willows District Centre. There is a significant diversion of trade from the Town Centre to the Willows District Centre. This is now directly competing with the Town Centre and contains a number of well known high street stores that are not present in the Town Centre. The expansion of the retail offer at the Willows will only have further negative impact on the Town Centre. While it is a District Centre, in this instance further growth should not be supported due to the impact on the Town Centre and creation of a rival offer.

**Recommendation 8. Further development at the Willows District Centre should not be supported where it would impact on the vitality and viability of Torquay Town Centre.**

## Paignton Town Centre

3.16 While Torquay in the future (as promoted in the Mayors Vision) should develop its role as the largest retail centre in the Torbay, Paignton should also develop its role, on a proportionate basis, by focusing on meeting the needs of its own residents and tourists. This approach accords with the Garden City role in the Mayor's Vision and also the approach set out in Strategic Objective SO14 of the Core Strategy.

3.17 An alternative approach might be for Paignton to play a similar role to Torquay. This would mean taking a proactive approach to significantly increasing the retail offer at the scale envisaged for Torquay. However the two Towns have always fulfilled different roles with Torquay having a larger role within the Bay. Altering these roles would create an element of competition between the centres, with rival projects competing for occupiers and developers. It would also potentially split the retail offer between the centres. This has happened in the past with retailers being in one centre, and not the other, or in both but at only a modest scale. This has lead to neither centre flourishing. On balance it is recommended that the roles of the two centres are differentiated, with Paignton taking a role that focuses on meeting the needs of its residents and tourists.

**Recommendation 9. To revitalise Paignton and develop its role as the Garden City meeting the retail needs of the Town's residents and tourists.**

3.18 To meet these aspirations and improve the centre, a key element to this will be to improve the appeal of the centre. The range of sites identified below offers the scope to achieve this.

**Crossways and Victoria Square**

3.19 Both of these sites are in close proximity to the central part of the town. Both have seen a decline in their status as important commercial hubs. Crossways is now largely unoccupied and Victoria Square suffered the loss of Safeway. Lidl now occupy the main unit, but the additional range of units suffer from vacancy and low value occupiers. The sites do, however, have significant scope for improvement. Both have been identified in the Mayor's Vision for mixed use regeneration, including retail.

3.20 Both sites are large and have existing car parking facilities and a convenience store currently located in them. A way forward could be to provide a large supermarket on one of the sites. This would help create a more spatially even spread in the Town for main food shopping, which is currently unsustainably focused around the Tweenaway Cross area. This would enable the Town Centre to strengthen its role and provide main food shopping in the most central part of the Town, facilitating the opportunity for linked trips between main food shopping and Town Centre shopping.

3.21 A development on this scale would utilise the majority of one of the sites, offering limited opportunity for a wider mix of uses dependent on the size of a future store. A new store could range from 1,500 sqm net up to 4440 sqm net, if it utilised the total capacity for new convenience goods in Paignton. This would provide the opportunity for the other site to be redeveloped for a much wider mix of uses to support the community focus of the Town, including a mix of retail with other uses such as leisure, restaurants, offices and potentially residential. The inclusion of leisure facilities could be a key benefit to the Town, offering additional provision for its residents and the large number of tourist that visit the Town, widening Paignton’s appeal. As the larger of the two sites Victoria Square offers the greatest potential for significant food retail provision, where a large single level floor area required.

**Recommendation 10. To strengthen the Town Centres provision of main food shopping by introducing a new food store on either the Crossways or Victoria Square sites and to support a wider range of uses including retail and leisure as part of a mixed use redevelopment of the other site. Redevelopment of both sites should lead to significant improvement of the built form and connectivity of the centre.**

**Victoria Street sites - former Woolworths and adjoining units, and Tesco block**

3.22 These sites are located at opposite ends of Victoria Street, which is the central part of Paignton Town Centre. This street forms the focus of the Primary Frontage in the Town. Paignton, as with the other towns in the Bay, lacks the provision of modern large format stores. These sites offer the opportunity to provide this type of facility if redeveloped, to support and improve the offer in the Centre. Both sites are a reasonable size, particularly if considered together with adjoining properties.

3.23 The Tesco site in visual terms is unattractive. However the site is currently occupied and is the most popular convenience store in the Town Centre. If the use could be relocated to form part of the redevelopment of Crossways or Victoria Square then redevelopment would provide the opportunity to improve the street scene and broaden retail offer.

3.24 The Woolworths unit is currently now occupied, by the 99p Store. However, as with the Tesco’s site, it is a visually unattractive building, although in this instance it is also highly prominent. Redevelopment would facilitate the visual improvement of this central part of town and could also improve the available retail offer in a substantial way. There is also the potential opportunity to link the site to the Crossways site which could help improve connectivity currently hampered by the location of the railway line.

**Recommendation 11. To strengthen Paignton Town Centre’s provision of larger format comparison stores, through redevelopment of the former Woolworths and Tesco sites, to strengthen the Primary Frontage of the Centre.**

**Station Lane Site**
3.25 This site was allocated for redevelopment in the Adopted Torbay Local Plan for mixed use redevelopment. Since then construction has begun on this site for a major new library and community hub, which will provide an important service to Paignton and visually improve this part of the Town. The only parts of the site left available are a small parcel of land behind the new hub, which is unlikely to offer potential for retail uses and would be better suited to residential or office uses due to its peripheral location. The Bus Station is better located in physical terms as a retail opportunity, however any redevelopment would obviously need to include or facilitate the moving of the bus station. If this were to be achievable then the site could offer scope for redevelopment but it does not relate well to the existing Centre for new retail. There are other sites with better potential for retail uses. There is nevertheless scope for other Town Centre uses to be provided in any redevelopment, should this happen.

**Brixham Town Centre**

3.26 Brixham is the most self contained of the Town Centres and has a good range of shops, services and facilities to meet the needs of it residents. The one element which is lacking, not just in the Town Centre but the town as a whole, is a large scale (1,500+ sqm) main food supermarket. The existing allocated site on the Town Centre car park offers this opportunity, which is currently being progressed. This represents the most logical location and opportunity to enhance the offer in Brixham.

3.27 Brixham has a wider range of niche retailers than the other two towns. This role could be further developed creating a more distinct appeal to the Centre, comparable to that enjoyed by Totnes and Dartmouth, becoming the Creative Harbour of the Bay (as envisaged by the Mayor's Vision). This could help increase the appeal of the Centre as a tourist and visitor destination, helping alongside recommendations 2 and 9 to create a range of different Town Centres within the Bay; all with unique offers and different appeals.

**Recommendation 12. To develop Brixham role as a niche shopping destination and to strengthen Brixham Town Centre's provision of convenience goods on Brixham Town car park as the preferred focus for provision in the town.**

## 4. DISTRICT AND LOCAL CENTRES - MEETING PEOPLE'S NEEDS LOCALLY

4.1 Supporting the Centres of the Bay and tackling the 'gap areas' identified forms an important part of the future retail strategy, in addition to the approach to growth advocated for in the Town Centres. This will help inform where the future capacity for retail development should be located to secure the optimum benefit for the residents of the Bay.

4.2 The Gap Area analysis undertaken has identified a number of locations and the Centre Assessment has identified a range of potential sites where new retail facilities could be located to support the Local and District Centre's of the Bay.

**Gap Areas Analysis**
4.3 As part of the spatial strategy of meeting people's needs locally, it is important to take into account the finding of the Gap Area analysis. The starting point for this needs to be dealing with the most significant gap areas that have been identified, which lack provision of facilities within walking and public transport access for residents of the Bay, with a travel time distance of over ten minutes.

**Torquay - dealing with Gap Areas**

4.4 Within Torquay a number of Gap Areas for different types of provision were identified (see Table 2). These have been grouped into 3 broad areas:

- Meadfoot, northern peninsular and Lower Babbacombe Gap Area
- The Hele and upper part of Upton and Torre Gap Area
- Chelston, Livermead and Preston Down Road Gap Areas

<u>Meadfoot, northern peninsular and Lower Babbacombe Gap Area</u>

4.5 Of the Gap Areas which have been identified in Torquay, this is the largest area which suffers from a lack of provision of Centres and supermarket provision. The Proposed new Local Centre at Lisburne Square (identified in the Centre Assessment) helps meet the needs of a proportion of this area and should therefore be taken forward as a new Centre. This will ensure any future change to the units can be managed to ensure the needs of the local residents are being met by the Centre.

4.6 This still leaves a significant area without local provision of a Centre, top up shopping and main food shopping within walking or public transport access. As a first port of call the existing centres in the area should be explored for opportunities to improve their offer. However the Wellswood Local Centre does not offer any potential opportunity. Whilst Babbacombe does have a range of potential sites, this would not however improve provision in the Gap Area.

4.7 To deal with this Gap Area, the provision of an additional Centre or Centres could be explored to meet the deficiencies, specifically the significant Gap Area focused on Ellacombe (Warberry copse). As a strategic option (if a site which was substantive enough) could be found then a new Large Local Centre or District Centre, potentially anchored by a supermarket, could be considered. This would help create a more balanced distribution of larger Centres in Torquay and also supermarkets. The size of supermarket will be an important consideration; a small top up facility is unlikely to fully meet the needs of the residents and a main food store would threaten the delivery of the Town Centre location, which is sequentially preferable. As such, a medium sized store between 1500 and 2500 sqm net would provide sufficient offer to meet the needs of residents, yet not be so large as to impact on the delivery of the Town Centre proposed store, set out in Recommendations 3 and 6.

**Recommendation 13. To meet the needs of the Meadfoot, northern peninsular and Lower Babbacombe Gap Area, Lisburne Square should be designated as a Small Local Centre. Potential sites should be sought for the provision of additional new centres, including a possible new Large Local Centre or District Centre, which could include a small main food supermarket subject to Recommendations 3 and 6.**

<u>The Hele and upper part of Upton and Torre Gap Area</u>

4.8 The Hele and upper part of Upton and Torre Gap Area is less significant than the previous Gap Area, as the whole area is within a 10 minute distance of a centre, with the exception of a small area. The proposed Upton Road Local Centre would fill this Gap Area, improving local provision.

**Recommendation 14. To help meet the needs of the Hele and upper part of Upton and Torre Gap Area, Upton Road should be designated as a Small Local Centre.**

<u>Chelston, Livermead and Preston Down Road Gap Areas</u>

4.9 The final Gap Areas identified in Torquay are those around Chelston, Livermead and Preston Down Road for supermarket provision. All of these areas have a strong provision of Local Centres serving them but do lack access to supermarket provision. Within this area two of the Local Centres, Walnut Road and Sherwell Valley, had potential improvement sites identified in the Centre Assessment. An increased provision here for a small supermarket would help fill this Gap Area, helping meet the needs of their surrounding area. Due to the 'in centre' location of the site in Walnut road, the site would represent the logical option to meet the gap in provision, but if this could not be delivered them the Sherwell Road site should also be explored.

**Recommendation 15. Potential sites should be sought for the provision of top up supermarket shopping facility in the Chelston, Livermead and Preston Down Road Gap Areas. The preferred location is the Walnut Road Local Centre followed by the Sherwell Valley Road Local Centre.**

**Paignton - dealing with Gap Areas**

4.10 Within Paignton a number of Gap Areas for different types of provision were identified (see Table 2). These have been grouped into 6 broad areas:

- Preston and Central Residential Preston (north of Oldway Road) Gap Areas
- Clennon Valley, Roundham, St Michaels Gap Areas
- Collaton St. Mary Gap Area
- Roselands Gap Area.
- Blatchcombe and Foxhole Gap Area
- Galmpton and Churston Ferrers Gap Area

**Preston and Central Residential Preston Gap Areas**

4.11 The whole of Preston, including the area served by the District Centre, lacks provision for main food shopping. As an established District Centre, Preston should form the focus for this provision. The Centre Assessment identified 3 potential sites in the District Centre; however, the one on Eugene Road does not relate well to the main shopping area, but the other two sites do represent good potential to improve the main food shopping provision. However, the redevelopment taking place at Manor Garage has been reported in the Media that Sainsburys may be taking occupation of part, or the whole of the new development. If this was to happen, further convenience provision is unlikely to be necessary. As yet, this is unconfirmed so further provision could still be sought. It is noted that whilst this provision would not fully deal with the Gap Area for central Preston, it would nonetheless reduce the distance these residents would need to travel to such facilities.

4.12 The central residential part of Preston suffers a gap in all forms of retail provision. The topography and road network have a significant role to play in this Gap Area. Given that this is an established residential area, finding potential sites which could help provide accessible local centres may be difficult. If suitable sites could be found, this would be a key benefit to the residents.

**Recommendation 16. Potential sites should be sought for the provision of a supermarket and other retail or town centre uses to improve the range and**

**offer in Preston District Centre. Potential site could also be sought for the provision of a Local Centre to improve the accessibility of day-to-day needs of the residents of the central residential area of Preston.**

Clennon Valley, Roundham, St Michaels Gap Areas

4.13 These areas all suffer a distinct lack of accessible provision for top up and main food shopping, with Clennon Valley also suffering from a lack of accessible Centres. As such a targeted approach should be adopted to provide Local Centres in these areas to help meet the needs of the residents.

4.14 The lack of provision of top up or main food shopping provision would also make this area potentially suitable as a location for some level of supermarket provision. Geographical the lower part of the valley would be the most accessible for all parts of these Gap Areas. Significant provision of a main food supermarket shopping in this area would be likely nevertheless to prejudice delivery of the Town Centre recommendation for Paignton. On this basis a smaller sized store would be more appropriate than a larger store. The potential site identified in the Centre Assessment at the Three Beaches Local Centre should also be considered- while it is not centrally located to the Gap Areas, as an existing centre it has advantages sequentially and should be explored.

**Recommendation 17. Potential sites should be sought for the provision of Local Centres to improve the accessibility of day-to-day needs of the residents of Clennon Valley, Roundham, St Michael's Gap Areas which could include a small supermarket to meet the top-up needs of the local residents.**

Collaton St. Mary Gap Area

4.15 The Collaton St. Mary area is reasonably well provided for main food provision; however the village lacks access to a Centre for more local provision. As such to meet the needs of the Gap Area a site for a Small Local Centre should be sought.

**Recommendation 18. Potential sites should be sought for the provision of a Small Local Centre to improve the accessibility of day-to-day needs of the residents of Collaton St. Mary.**

Roselands Gap area.

4.16 This part of Paignton is in close proximity to a large Sainsbury's supermarket which is likely to form the primary location of this area's residents to meet their shopping needs. The constrained nature of this residential area is likely to make it impossible to provide a suitable location for a Local Centre to meet the needs of this Gap Area but the proximity of Sainsbury's does mitigate this. As such it is unlikely to be deliverable to provide a new centre, this would leave Roselands as a Gap Area for a Centre but the Sainsbury's does mean that residents do have access to basic facilities locally.

Blatchcombe and Foxhole Gap Area

4.17 This area is well provided for by Local Centres but it does suffer a lack of easy access to both to up and main food shopping provision. The area is also one of the most deprived in the Bay. Draft PPS4 is clear that local authorities should help meet the needs of such areas. The Centre Assessment identified a potential opportunity in the Foxhole Local Centre. A small supermarket on this site could help meet the top up shopping needs of the area, in a sequentially preferable location and in line with point 5b of Policy EC1.4 of the Draft PPS4, meeting the needs of those living in deprived areas.

**Recommendation 19. Potential sites should be sought for the provision of a small supermarket to improve the range and offer in Foxhole Local Centre and to meet the top-up needs of the residents of Foxhole and Blatchcombe.**

<u>Galmpton and Churston Ferrers Gap Area</u>
4.18 These two small villages fall within a Gap Area for supermarket provision and the southern part of Churston falls within a Gap Area for Centre provision. However in terms of population size they are unlikely to be sufficient to sustain such as facility. The conservation, landscape and environment designations surrounding them are also unlikely to make potential sites available either. The closest centre is the Churston Broadway Local Centre which ensures that the majority of the residents are with in a 10 minute distance of a Centre.

**Brixham - dealing with Gap Areas**

4.19 The most significant Gap in Brixham that has been identified is the lack of main food shopping provision throughout the town. This is clearly unsustainable and needs to be resolved. Recommendation 11 identified for Brixham Town Centre as a location for a supermarket on the Town Centre Car Park site which will address this need and to a large extent fill this Gap Area for main food shopping.

<u>Berry Head Gap Area</u>
4.20 The other Gap Area is the Berry Head area of Brixham. The residential parts of this area, which largely comprise Berry Head Country Park and/or Area of Outstanding Natural Beauty are poorly provided for by any centre. As such to meet the needs of the Gap Area a site for a Local Centre should be sought.

**Recommendation 20. Potential sites should be sought for the provision of a Local Centre to improve the accessibility of day-to-day needs of the residents of Berry Head.**

4.21 As part of the future LDF process for allocating Centres to meet the needs of the Gap Areas. It will be important to explore the impacts of any new Centres and developments in relation to the surrounding network of Centres to ensure their continued vitality and viability.

**Strengthening District and Local Centres**

4.22 The recommendations above set out priorities to improve the offer of the Town Centres and potential locations for improvement of the accessibility of retail facilities to the residents of the Bay. These should be the first locations where the available future capacity for retail provision should be met. This forms a targeted approach to improving the spatial provision of retail facilities. If there is any remaining capacity for retail and Town Centre uses then the sites identified in the Centre Assessment should be taken forward to help strengthen the range and offer available in the network of District and Local Centres of the Bay. These sites represent potential opportunities that are ‘in centre’ or ‘edge of centre’ and are therefore sequentially preferable locations where future retail and other Town Centre uses should locate

**Recommendation 21. Sites within and then on the edge of District and Local Centres, should be brought forward to strengthen the range, offer and appeal of the Centres, in order to improve accessibility for day-to-day needs of the residents of the Bay.**

## 6. IMPLICATIONS OF CORE STRATEGY POTENTIAL GROWTH AREAS (REGULATION 25 OPTIONS)

6.1 Any future approach to the spatial distribution of retail facilities also needs to be set in the context of the wider growth agenda and aspirations for the future of Torbay. The overall level of development over the next 15-20 years which Torbay will be required to meet is set by the Regional Spatial Strategy (RSS). At present this means that the guidance contained in the Secretary of State's Proposed Changes version, constitutes the current regional policy guidance.

6.2 On the 14th September 2009 the Council launched a 6 week consultation on its Core Strategy Regulation 25 Vision, Objectives and Options for Growth in Torbay. The Core Strategy set out 5 different options of how to meet the levels of growth set out in the RSS in the most sustainable way, in the context of the spatial vision and objectives, taking account the aspirations of the Community Plan and the Mayor's Vision.

1. **Constrained development approach:** No development outside the built up area of the three towns, other than development already allocated.
2. **Urban focus and limited greenfield development approach:** Some new greenfield development to avoid "town cramming" but the main focus remains on the built up area.
3. **Greenfield approaches**. It is assumed that no more than 8300 dwellings can be achieved in the urban area and that the remainder (i.e. 6700 dwellings) will need to be found on sites around Torbay. There are different ways of achieving this:

- **3A. Mixed Greenfield approach** A number of Greenfield sites will be identified to accommodate dwellings and accompanying development.
- **3B. Single urban extension approach:** There would be a single, planned urban extension on the edge of the built up area to the West of Paignton
- **3C. Northern Torbay approach:** This assumes that congestion along the Western Corridor is an absolute constraint to additional development. This approach accommodates additional 6700 dwellings within Torquay and the north of Paignton.

6.3 The Council has yet to come to a conclusion on which options are likely to be taken forward in to the next version of the Core Strategy, due to be published in September 2010. However in planning for future retail provision the potential sites identified for future housing growth will need to be considered in the spatial approach to future retail provision. A number of the sites are significant in size and may themselves merit specific retail provision. Without such a facilities new development would in effect become a new Gap Area. However some sites which relate well to existing residential areas or those which are small scale development may also contribute to existing Gap Areas. Conversely they may be well located to existing facilities or centres, which can meet the needs of the new residential areas. The list below provides a initial view of the larger identified sites which may form part of a future growth option, a view on the implication of the development of the sites in relation to implications on existing Gap Areas and commentary on whether future retail provision should or could be accommodated as part of future development. Where the sites may merit an element of retail provision, this has been identified

1. **Development within the Existing Urban Area:** Each of the growth options seek to deliver 6700+ dwellings in the existing urban area of the Bay. This means that future development will fit largely within the existing network of

retail facilities. This will mean principally the same issues in relation to Gap Areas as those identified in the Gap Area Analysis.

2. **Holiday parks within and surrounding Clennon Valley** The potential for 250-900 dwellings on holiday parks in the vicinity of Clennon Valley, will exacerbate the existing Gap Areas in this area for access to Local and District Centres as well as proximity to supermarkets. Dependent on the parks that are developed, a new Local Centre with a small supermarket may be appropriate to meet the needs of the new residents. This would also help meet the needs of the existing population currently in a Gap Areas (see Recommendation 16). It may however be equally possible to develop a new centre including a small supermarket separately to meet the needs of existing and new residents of the area.

**Recommendation 22: Development of holiday parks at Clennon Valley may require new Local Centre and potentially a small top-up shopping supermarket, to meet the needs for new and existing population (in accordance with Recommendation 17)**

3. **Holiday Park North of Torquay**: This site may potentially yield 230-350 new dwellings. While the area is currently on the periphery of a 10 minute distance to a Centre or Supermarket, this is likely to be a result of the surrounding road network which would need to be improved in connectivity terms as part any future development.

4. **Site surrounding Torquay Harbour and Town Centre:** This area forms part of the Urban Focus approach but could see development increase up to 1500 dwellings. The area is well related to the Town Centre and as such would require no specific alterations to retail provision.

5. **Paignton: Mayor's Vision and Principal Holiday Accommodation Areas:** This urban intensification will fit largely within the existing network of retail facilities. Not currently identified as a Gap Area, being geographically close to Paignton Town Centre and Preston District Centre.

6. **Scotts Meadow:** This area could yield 230 dwellings, and is well located to the Willows District Centre. As such no specific alterations to retail provision would be required should this site be delivered.

7. **Edginswell:** This area could yield 750 dwellings. Edginswell is located to the North of Torquay and a small local centre in this location as part of future development could help fill this gap; if well located it could improve the accessibility of the northern part of Shiphay. This area's proximity to the Willows would however exclude a need for any large scale supermarket provision. However a small supermarket as part of a new local centre would help meet the needs of the new residents and if well located help fill a gap in the type of provision within the northern part of Shiphay.

**Recommendation 23. Development at Edginswell may require a new Local Centre which could include a small supermarket to meet the top-up shopping needs of local residents.**

8. **Preston Down Road:** This area may yield between 200-320 new dwellings. This site is just outside the catchment area of Preston Down Road Local Centre but is not near any current Gap Area, except for main food. While a new Local Centre could be provided, it would have a limited catchment and

may impact on the health of the current Local Centre. Likewise any substantive supermarket provision would be poorly related to residential areas and would require substantial land take which would reduce the potential dwelling provision. For these reasons, any future increase in provision would not be supported in this location.

9. **Totnes Road area (focused around Collaton St. Mary):** This area could yield between 2000-6700 new dwellings. It is by far the most significant potential allocation within the Growth Options set out in the current Draft Core Strategy. The area is also a large Gap Area for Centres and large scale supermarket provision. However the current population of Collaton St. Marry is well served by the two supermarkets in Paignton. The level of housing provision could merit a Local or District Centre to meet the needs of the new population and meet the needs of the existing residents of Collaton St. Mary (Recommendation 18). Dependent on the level of growth, more than one Centre may be appropriate to meet the area's needs. If growth at the higher end of the range were to be delivered, a District Centre would be an appropriate heart for the new development scheme, possibly with a number of Local Centres to support it. Lower levels of growth in the area would result in only one or more Local Centre being required to be provided. Due to the proximity to the two large supermarkets in Paignton, significant future provision in the area would not be suitable. A small supermarket is likely to meet the needs of the new residents as part of a new Centre.

**Recommendation 24. Dependent on the scale of any future development in the Totnes Road area it may require a range of Local Centres and potentially a District Centre, dependent on growth levels, which could include a small supermarket to meet top-up shopping needs (This should support Recommendation 18).**

10. **Yalberton:** This site is could yield between 850 -1000 dwellings if pursued, and is located in close proximity to Sainsbury's. Development if possible should help improve links to this store to ensure accessibility. However the area is already currently accessible in 5 minutes to the store by walking and public transport. This would mitigate the need for any significant supermarket provision within the future development. However, the level of development could require a Local Centre which could form the heart of the new development. Another option could be for the Sainsbury's store to form the focus of a Local or District Centre with a range of other units provided. The store is at the periphery of existing residential areas, as it would be to any future development at Yalberton. However if connectivity to the store were improved to Roseland (current Gap Area), and to any future development at Yalberton, this may be a potential option. This would not be the case if development at Yalberton did not take place. The levels on site may however not allow this to happen. Even if the option of having a Centre leased on the current Sainsbury's were pursued, it may also be suitable to pursue a Local Centre at the southern part of the site to ensure accessibility of a centre within a 5 minute walking distance.

**Recommendation 25. Potential new development in the Yalberton area may require a Local Centre to meet local shopping needs, depending on the role of the Yalberton area in the Core Strategy Preferred Growth Options.**

11. **White Rock:** Development on this site could yield between 250-500 dwellings if pursued. The site is largely within the 5 minute walking and public transport

distance of Kingsway Avenue Local Centre and as such would not require any retail provision with in future development, relying on the existing Local Centre to meet this need. *(Improvements may need to be made to this Centre in order to fulfil this role effectively).*

12. **Mayor's Vision Waterfront and Harbour sites Brixham:** These sites could yield up to 200 dwellings if developed. The site are adjoining Brixham Town Centre, which would serve the needs of any future development in this area. For these reason any future increase in provision would not be supported in this location.

13. **Wall Park and Riviera Bay Holiday Park Brixham:** These two sites could yield between 220-320 dwellings if developed as part of the spatial approach to growth. The Riviera Bay Holiday Park is located within the 5 minute walking and public transport catchment of the new Briseham Road Local Centre. The Wall Park site is not however as well served and lies outside the catchment of any Centre in the Berry Head Gap area. The residential area adjoining the site is also outside the 5 minute catchment of a Centre (identified in Recommendation 20. If the site were to be developed for housing then a Local centre could form a valuable element of such a scheme to meet the needs of the new and existing population offering a potential location for the Local Centre suggested in Recommendation 20.

6.4 These recommendation are all based on the individual sites being part of the future growth strategy promoted as part of the Council's Core Strategy. It is likely that not all of the sites will be included as they are taken from each of the five possible growth options. However the implications of each will need to be considered as part of the future approach to meeting peoples needs locally.

## 7. CONCLUSIONS

7.1 This Topic Paper has set out a proposed approach to how the Council could deal with the future provision of retail facilities in the Torbay. Having explored the issues faced by the Bay's Centres, the existing spatial provision of retail facilities is highlighted. It sets out how future growth can be distributed to support the Town Centres and provide accessible shopping facilities for the residents of the Bay through the network of Local and District Centres, both existing and proposed.

7.2 If adopted, this strategy will provide an interim policy approach to how future retail provision will be delivered in the Bay, in accordance with Policy SS Shopping Strategy of the Adopted Local Plan 1995-2011. It will also form part of the evidence base for the emerging Core Strategy which will set out the spatial strategy for Torbay to 2026.

7.3 The Recommendations set out provide a range of opportunities to achieve the broad retail strategy. If they are to be taken forward into the Core Strategy and other LDF documents, they will require further work to ensure that sites are available, achievable and deliverable. They will also need to comply with the new requirements of PPS4 which is due to be published in December 2009.