

TORBAY LOCAL DEVELOPMENT FRAMEWORK

Yalberton Road, Paignton: Planning Brief

Issues and Options

Supplementary Planning Document

Pre - Regulation 17 Draft

Local Development Document LDD10

TORBAY COUNCIL
July 2006

The Yalberton Road, Paignton: Planning Brief Supplementary Planning Document (Issues and Options) is available:

On the Torbay Council Website:

www.torbay.gov.uk/ldf

At the Torbay Council Offices at Roebuck House, Torquay or any of the Council Libraries and Connections Offices in Torquay, Paignton or Brixham)

If you would like any further information about this document or any aspect of the Torbay Local Development Framework please contact us. You can also **register your interest** in the emerging Torbay Local Development Framework (LDF). Your details will be added to our LDF consultation database and you will be kept informed about the various the Local development Documents as they are produced.

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Other links that will provide more detailed background information on the planning system include:

Office of the Deputy Prime Minister: Planning Policy Statement 12- Local Development Frameworks: www.communities.gov.uk

The Planning Portal www.planningportal.gov.uk is the Government's online service for planning which includes advice and information on the plan-led system and emerging Local Development Framework.

To request a copy in another format or language phone 01803 208804

We value your views relating to the Yalberton Road, Paignton: Planning Brief Supplementary Planning Document (Issues and Options), which will be available for four weeks informal stakeholder consultation from Monday 31st July 2006.

Please send your comments by post, fax or e-mail. These must be received by the Strategic Planning Team (details above) by 4.00pm on Friday 25th August 2006

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Key Terms and Abbreviations

Local Development Framework (LDF)

Local Development Scheme (LDS)

Sustainability Appraisal (SA)

Local Development Document (LDD)

Department for Communities and Local Government (DCLG). [DCLG has taken responsibility for planning, formerly carried out by ODPM].

Development Plan Document (DPD)

Office of the Deputy Prime Minister (ODPM).

Section 106 Agreement (s106)

Supplementary Planning Document (SPD)

1. Introduction

1.1 This is a preliminary consultation on the issues and options for the development of employment land at Yalberton Road, Paignton, as identified in the Adopted Torbay Local Plan 1995-2011 (Policy E1.16 (C)). These will inform the Planning Brief for the area, which will be a Supplementary Planning Document (SPD) forming part of the Torbay Local Development Framework. The Planning Brief is intended to:

- promote sustainable regeneration and employment on land at Yalberton
- give detailed guidance to potential developers on sustainable planning principles and the development of an employment park at Yalberton Road
- address legitimate amenity, environmental, transport and other planning concerns
- gain community ownership of the proposed development

1.2 The Planning Brief for Yalberton Road will inform the development of the site, and specifically the implementation of Local Plan Policy E1.16 (C). A key issue will be consideration of the need for enabling development to achieve the required land value. However, any significant deviation from employment Policy E1.16 (C) would require an amendment to development plan policy through the Local Development Framework.

1.3 This Issues and Options stage of the Brief seeks views about the most appropriate way to develop the site. Possible approaches to the development of the site are set out in Section 5.

2. The site

2.1 The area known as Yalberton Road/Yannons Farm, which is the subject of this Brief, is located immediately west of the A3022 Brixham Road (part of the Torbay Ring Road), approximately 900 metres south of Tweenaway Cross, Paignton.

2.2 The site is bounded on its northern side by Yalberton Road, directly south of an out-of-centre Sainsburys supermarket. There are several industrial estates to the north of Yalberton Road. There are residential areas (Roselands Estate) on the eastern side of the A3022 Brixham Road.

2.3 There is open countryside to the south and west, which is designated as Countryside Zone (Local Plan Policy L5) and Area of Great Landscape Value (L2). There the small settlement of Higher Yalberton is located about 200 metres from the site.

2.4 The Yalberton Road site itself is 16.6 hectares (41 acres), which is the largest single employment land allocation in the Torbay Local Plan 1995-2011 and the only employment site exceeding 15 hectares. It comprises land in several ownerships. To the north-east (adjoining Sainsbury's) there are five residential properties (Little Preston, Woodlands, Short Preston, Mistral and Farfield) and disused farm buildings (Yannons Farm). On the south-eastern part of the site there is a nursery / garden centre and a former camp site known as Holly Gruit. The hinterland of the site back from Brixham Road is agricultural.

- 2.5 The site slopes to form a high point of 95 metres above sea level at the knoll on the south-west of the site down to 50 metres at the north-east and 50m at the north-western extremity of the site. There are several other dips within the site.
- 2.6 Most of the site is greenfield, apart from the residential properties, disused farmhouse and garden centre. There are power lines crossing the north of the site.

3. Policy framework

- 3.1 Appendix 2 of this document contains a detailed policy review of European, National, Regional and Local Policy Guidance. In particular the following are relevant:
- Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs).
 - Regional Planning Guidance (RPG10), and Emerging Regional Spatial Strategy (RSS).
 - The Adopted Devon Structure Plan 2001 – 2016.
 - The Adopted Torbay Local Plan 1995 – 2011, specifically Policy E1.16(C) Yalberton Road, Paignton (see below).
 - The emerging Torbay Local Development Framework – specifically the pre-submission Issues and Options Core Strategy (May 2006).
 - The local research and evidence base, particularly the Council's Employment Land Review, Retail Study and Torbay Development Agency's Economic Development Framework.
- 3.2 The purpose of this SPD is to guide the implementation of development plan policy, specifically Proposal E1.16 9 (C) in the Adopted Torbay Local Plan 1995-2011 (see Section A4 of the Appendix for more information on the Local Plan). The most relevant Local Plan Policy states:

Policy E1.16 (C) Yalberton Road, Paignton

The development of an employment park at Yalberton, Paignton (16.6 hectares net) is proposed. The following policy requirements will apply:

- (i) The development should be restricted to B1, B2 and B8 uses under the Use Classes Order;*
- (ii) The development should reflect the visual prominence of the site in the context of adjoining residential areas while also responding to the character and scale of the setting;*
- (iii) Appropriate flood alleviation measures should be implemented in the context of Policy EP11;*
- (iv) Appropriate archaeological assessment should be implemented in the context of Policy BE11;*
- (v) A framework of strategic landscaping should be established as an integral part of the development, in accordance with Policy L11;*
- (vi) Measures for the protection of the existing landscape framework should be included, pursuant to Policy L9;*

- (vii) *The impact on areas of ecological importance should be minimised, consistent with Policies NCS and NC5;*
- (viii) *Arrangements for access to the site should be subject to a Transportation Assessment (TA) which clearly sets out sustainable transport solutions for all means of travel, including pedestrians, cyclists and public transport. Vehicular access should be taken from a single new road junction on Brixham Road in the vicinity of the current junction with Roselands Road, to serve the development of the allocated site as a whole. A secondary access will be required on Yalberton Road, in the vicinity of the current junction with Alders Way, to facilitate circulation within the site. Off-site highway improvements will therefore be required;*
- (ix) *Access arrangements will be designed to avoid a materially adverse impact on both the local and major road network of additional traffic generated by the development, having due regard to the proximity of the site to the major road network (Western Corridor route);*
- (x) *Any proposal for the development of the site will be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in a planning brief.*

4. Local issues relating to sustainable site development

Economic considerations

- 4.1 The economy itself is a key sustainable development consideration. The Mayor has made economic regeneration and prosperity his key priority. The pressing need to increase local incomes and gross value added (GVA) is set out more fully in Appendix A. In addition, Torbay is very heavily dependent upon the service sector for employment, much of which is low-wage and low gross value added.
- 4.2 In the context of this Brief, 'employment land' is considered to be land used for purposes within Classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987 (as amended). These are:
Class B1: Offices, research and development, studios, laboratories, high tech, light industry.
Class B2: General Industry.
Class B8: Wholesale warehouses, distribution centres, repositories.
- 4.3 Although other uses such as retail or leisure will employ people, they do not fall within an employment use class. Policy E1.16 (C) indicates that development should be restricted to class B1, B2 and B8. One reason for this is the need to provide land to support non-service sector employment uses. Another reason is that non-employment uses, particularly out of centre retail, may conflict with Government and development plan policy.
- 4.4 There is recognition that there may be a need to provide some enabling development to secure the development of this site as an employment park. This is discussed in more detail below.

Social and community considerations

- 4.5 A second key sustainable development consideration relates to social and community issues. The provision of jobs is seen as a critical component of our quality of life and

essential to community regeneration. Lack of opportunities for young people leads to out-migration and the fragmentation of communities.

- 4.6 In addition, development should be accessible to a means of choice of transport to ensure that people without access to cars are not excluded. Development that harms the vitality and viability of town centres is likely to impact particularly heavily on those without access to cars.

Environmental considerations

- 4.7 The environment is clearly a key sustainable development consideration. Employment development at Yalberton Road has environmental implications. Landscape impact on the adjacent AGLV is an important consideration. The mitigation of the impact of the proposed development on the landscape, and views from the adjacent AGLV, is therefore a key component of sustainable development. In addition, the development should be designed to minimise pollution and its impact on wildlife and water resources.

Amenity Considerations

- 4.8 If the residential properties falling within this employment allocation remain in use as dwellings, it is essential that development does not harm their residential amenities.
- 4.9 Amenity can be protected by locating appropriate uses close to the residential properties or, if this is not practicable, by boundary landscaping and sound deadening measures.
- 4.10 There are also large residential areas to the east of the Ring Road, known as Roselands Estate. The location of well designed buildings and appropriate uses will be needed to ameliorate any effect upon Roselands Estate.

Transport considerations

- 4.11 There are three key sustainable transport issues which relate to Yalberton Road:-
- the potential for alternative modes of transport, so as to reduce car generation to a minimum
 - vehicular access to the site from the Ring Road
 - impact on the Ring Road.
- 4.12 The site's proximity to the residential areas of Paignton, the bus routes along the Ring Road from Torquay to Brixham and the cycle way recently developed along the Ring Road (part of the National Cycle Route) means that its potential for sustainable transport penetration is good. Moreover, recent planning agreements in relation to South Devon College have increased the frequency of bus services along the Ring Road. It is imperative that the layout and design of the employment park allows for effective bus penetration and includes good pedestrian and cycle links. The high potential for alternative modes of transport should be reflected in avoiding the over-provision of parking.
- 4.13 In relation to the effect of the proposed development on the Ring Road, a main pinchpoint identified in the current Local Transport Plan (LTP2) is at Tweenaway Cross. Yalberton Road development is a potential major traffic generator on the stretch of Ring Road between Tweenaway Cross to the north and Windy Corner to the south. The Council will require adequate off-site improvements prior to the

occupation of major new development accessing the Ring Road. The Adopted Local Plan (Policy T22) and LTP2 (2006 – 2011) set out such required improvements.

- 4.14 An employment park at Yalberton Road would impact on all these key issues and would be one of three major traffic generators onto the Ring Road to the south of Tweenaway Cross. However, recent analysis of local travel patterns shows that the majority of trips including journeys to work are over a short distance – 80% within Torbay and many of less than two miles. Therefore, traffic demand management measures and the provision of alternatives to the private car will be critical to achieving a successful development at Yalberton Road.

Resource considerations

- 4.15 Another consideration of sustainable development is that of resources and how best to conserve them, especially in relation to finite resources. In particular, Yalberton Road is agricultural land which adjoins attractive countryside.
- 4.16 The emerging Municipal Waste Strategy will need to find radical alternatives to the land filling of refuse. One option may be an energy from waste (EFW) plant linked to a combined heat and power plant (CHP). Yalberton Road is one of several sites that will be considered in Torbay for a possible energy from waste plant. No decision has been made on how waste will be dealt with and this will be debated through the Municipal Waste Strategy and LDF Core Strategy, possibly in Autumn 2006.

Governance and compliance with Government policy

- 4.17 It is important that development at Yalberton Road has proper regard to Government and other policy guidance, which is set out in more detail in Appendix 1. The preparation of this SPD will help ensure an appropriate level of public consultation and ensure that competing objectives are properly balanced.

5. Options for Yalberton Road site

- 5.1 The Planning Brief will need to set out a framework for the sustainable development of Policy E1.16 (C) of the Adopted Torbay Local Plan. In particular the policy identifies key criteria that need to be addressed (see section 3.2 above) through the Planning Brief.

(i) Use of the site (Policy E1.16(C) - Criterion 1)

- 5.2 The Yalberton Road site is allocated for employment use (Classes B1, B2 and B8 of the Town and Country Planning Use Classes Order). Although the site has constraints such as limited frontage and power lines across it, it is a locally significant site that is well suited for small and medium sized businesses. The site is also appropriate for the provision of “start up” units.
- 5.3 The site benefits from proximity to other high-tech/employment areas, in particular Long Road and the proposed prestige employment site at Long Road South (Local Plan Proposal E1.19).
- 5.4 **Policy E1.16 (C)** specifies that the majority of development should be within Use Classes B1, B2 or B8, with the Council’s preference being for light and general industry (B1 and B2). It envisages that non-employment uses should be kept to a minimum and be ancillary to providing day-to-day facilities for the employment area.

- 5.5 The Council recognises that economic viability will be a determining factor in the development of the site. A report by Chestertons (2003) indicated that B1/B2/B8 uses alone would not generate sufficient value to make development viable. The likely need for enabling development – and a proactive approach to achieving development - was reiterated by the Torbay Employment Land Review (2006). Moreover, achieving a high quality development that incorporates a high standard of design, landscaping and sustainable drainage features is likely to be more expensive than a ‘steel sheds’ approach.
- 5.6 In recognition of the likely viability issues, the following options for the site's development are considered:
- 1) **Employment uses only** – This would restrict uses to B1/B2/B8 and allow no enabling development. Gap funding would need to come through public subsidy. However, if the site remained undeveloped, this could be viewed as conserving the long term land bank.
 - 2) **Retail enabling development** – An element of retail [probably bulky non-food retail] would be allowed in order to provide the necessary revenue to pump-prime the employment land. Depending on the scale of the proposal, this could be a departure from the Adopted Local Plan and conflict with PPS6.
 - 3) **Residential enabling development** – An element of residential development would be allowed to provide the necessary revenue to pump-prime the employment land. It is likely that the Council's usual affordable housing requirements would have to be reduced in order to generate sufficient revenue to allow the employment land to be implemented. However, some affordable housing may be feasible. This option could be a departure from the Adopted Torbay Local Plan.
 - 4) **Possible hybrid options** - A 4th ‘hybrid’ option could follow a mixed-use approach. This tries to achieve as many of the benefits from Options 2 and 3, whilst minimising the environmental problems. This is not meant to pre-judge the matter, and it is clear that the mixed-use approach cannot alleviate all the policy conflicts. This approach could be a departure from the Adopted Local Plan. However, it does allow revenue to pump-prime employment development, whilst also providing residential development as part of a sustainable community. This option could include other forms of community infrastructure.

Sustainability and Policy Implications of Various Mixes of Development at Yalberton Road

Key: X Harmful XX Major harmful X√ Capable of mitigation
 √ Beneficial √√ Major benefit -- No effect ? Uncertain

Option	Economic Impact	Social Impact	Environmental / Resource Conservation Impacts	Conformity to Government's Planning Policy	Conformity to Sub-Regional / Local Planning Objectives
1. Employment uses only (No enabling development).	XX? Development is unlikely to occur without enabling development, as land values for employment use are lower than for retail or residential. This would safeguard the land for future development if a genuine B1 user were to be identified, but would do little to address Torbay's pressing economic needs in the short term. Any delay will mean that development is likely to miss out on Objective 2 funding, so public funding for the development is uncertain.	X Development is unlikely to occur without enabling development. This would do nothing to help social needs (but would not worsen them either)	√√? Greenfield site would be preserved (but see conformity to Government Planning Policy). The site's longer term use could re-assessed against the LDF Core Strategy preferred option, when published.	X Unlikely to meet the tests in PPG3 (Para 42a) and draft PPS 3 on release of surplus employment land. The recent Employment Land Review indicates that not all Local Plan sites need to be retained for employment use in emerging LDF. This would probably lead to development granted on appeal, with a much-reduced ability of the planning authority to secure a sustainable development.	X Unlikely to be in accordance with Torbay's role as a Principal Urban Area (PUA) and its Growth Point ambitions. Would represent a very constrained development approach (i.e. Core Strategy Option 1) and would be unlikely to help meet RSS targets for job creation of 500 – 600 jobs per year.
2. Retailing Enabling Development Approach.	√√? Likely to provide the most value to allow pump-priming of employment use/ provision of serviced employment buildings. Would reduce retail leakage out of Torbay at a time of increasing	X? Increased retail choice. Creation of retail jobs (although mainly low paid service sector jobs – so will not raise GVA). Possible harm to Paignton town centre. This impact will fall most heavily on those	X? Increased traffic congestion in the Western Corridor. Development likely to be car dependent. Larger retail buildings require careful landscaping. Access junction design	XX Out of town retail conflicts with 'town centres first' approach in PPS 6, and Torbay Retail Study. However, the Employment Land Review does refer to the value of retail pump	√? Would allow Torbay to increase its range of retail commensurate with a PUA. Would broadly accord with RSS, the Council's Growth Point ambitions and with Options 2/3 of the Core Strategy. This option could be a departure from the Adopted Torbay Local

Option	Economic Impact	Social Impact	Environmental / Resource Conservation Impacts	Conformity to Government's Planning Policy	Conformity to Sub-Regional / Local Planning Objectives
	<p>competition from other cities and towns in Devon. There is a risk that little or no employment land would be implemented without strong planning agreements in place to ensure that developers do not simply develop high value activities rather than providing B1 / B2 / B8 uses.</p>	<p>without access to private cars, although bus services along the Ring Road have improved significantly during 2006. This approach would do nothing to help provide housing/affordable housing.</p>	<p>from Ring Road critical.</p>	<p>priming/mixed development at Yalberton Road Application may be called in. However, there is now Government acceptance that retail development may have a role in kick-starting regeneration</p>	<p>Plan.</p>
<p>3. Residential Enabling Development Approach.</p>	<p>√? Would allow generation of value that could be used to provide serviced employment land. (Housing generates less value than retail development, particularly if the Council requires S106 contributions for matters other than employment). Risk of little or no employment land being implemented without strong planning agreements in place.</p>	<p>√√ Will help to provide homes in Torbay. Although provision of affordable housing is unlikely to be achievable through developer subsidy, Housing Corporation and other funding could provide some affordable housing. Would not impact on retail provision in town centres. Sustainable location for housing in terms of proximity to jobs, schools, food shopping and public transport. This option would set precedent for construction of new housing to west of Ring Road to the south of Tweenaway Cross.</p>	<p>X√? Possible increased congestion on Western Corridor. Landscape impact of development, which would in turn need landscaping to reduce impact of employment land. Landscape impact likely to be less than for retail option. Access junction design from Ring Road critical.</p>	<p>√√ Would comply with Government Policy. The release of 'surplus' employment land for residential use is advocated in PPG3 (Para 42a) and draft PPS 3. There would be no conflict with PPS 6.</p>	<p>√ Would help to deliver accelerated housing growth rate above RPG10 "Regional Planning Guidance for the South West" in accordance with the Barker Review of Housing. This option would reduce pressure on more landscape sensitive sites that may otherwise come under pressure for residential development. Would broadly accord with RSS and accord with Option 3 of the Core Strategy. NB: This option may be a departure from the Adopted Local Plan, but is likely to be permissible because it clearly complies with Government Guidance in PPG 3/PPS 3 and is in accordance with the Government's Growth Points initiative and compatible with principles espoused by Torbay</p>

Option	Economic Impact	Social Impact	Environmental / Resource Conservation Impacts	Conformity to Government's Planning Policy	Conformity to Sub-Regional / Local Planning Objectives
					Employment Land Review regarding loss of surplus employment land.
4. Hybrid/mixed use approach (mixed use development of retail/residential/employment/other community infrastructure.	<p>√√ Could generate sufficient revenue to allow provision of serviced employment land. May provide for a wider range of facilities and opportunities in response to local economic needs. May help reduce retail leakage out of Torbay. Risk of little or no employment land being implemented without strong planning agreements in place.</p>	<p>√? Will help to provide homes as part of a mixed and balanced community. Mixed use schemes may be well suited to provide intermediate housing (subject to Housing Corporation or other public subsidy), so likely benefits for young, first time buyer element of housing need. The impact on Paignton town centre would need to be carefully assessed.</p>	<p>X√ Possible increased congestion on Western Corridor. Landscape impact of development. However scope for shared journeys in mixed use schemes. Also scope for comprehensive master planning to ensure proper landscaping/sustainable drainage etc. Access junction design from Ring Road critical.</p>	<p>√? Mixed use schemes are promoted by PPS1 and PPG3/PPS3. Possible conflict with PPS6 if retail development serves more than a local centre function.</p>	<p>√√ Would help deliver accelerated rate of growth in line with RPG10 and draft RSS and accord with Option 3 of the Core Strategy (Issues and Options) and the Government's Growth Points Initiative. Would allow balance of uses residential/retail/employment as part of a planned mixed use development. Role of retail would need to be considered carefully in context of Devon Structure Plan and Torbay Local Plan. This option may go beyond the scope of a SPD and require the development of the area as part of an area action plan through the LDF.</p>

Key: X Harmful XX Major harmful X√ Capable of mitigation
√ Beneficial √√ Major benefit -- No effect ? Uncertain

Comments on the Four Options

- 5.7 The above matrix is not intended to pre-empt debate on the use of the site but does suggest that taking an employment use only approach may preclude development, at least in the short term at a time when Torbay's need for strategic regeneration is seen as a key to its future. This economic theme is likely to be central to the emerging Community Plan. The other options on the other hand may achieve development but the local authority will need to ensure that development provides a significant level of employment use.
- 5.8 PPS6 'Planning for Town Centres' is clear that significant changes to the 'retail map' should be plan led, rather than incrementally through planning applications (paragraph 2.10).
- 5.9 Whilst not addressing the need for pump-priming directly, PPS6 does advise that, firstly, locations that best serve the needs of deprived areas are to be given weight (paragraph 2.44) but secondly, this cannot be at the expense of a negative impact on an existing centre (paragraph 2.48). Therefore the scale of impact on the retail viability and vitality of the Paignton town centre will be a key material consideration.
- 5.10 Paragraph 3.30 of PPS6 indicates that where retail development is proposed as an ancillary element of other development, it should be limited in scale to being "genuinely ancillary". What is considered to be ancillary is a "matter of judgement" but relevant factors include:
- Scale of development
 - Range of goods sold
 - Proportion of turnover of goods sold that are not directly related to the main use.
- 5.11 Where not ancillary, retail development should be judged on the basis of the tests in PPS6 and the development plan, particularly with regard to the impact on nearby centres.
- 5.12 A more relaxed regime operates for residential pump-priming uses which are encouraged by PPG3 (Para 42A), and the emerging PPS3. However, neither of these indicate how far residential development should be allowed without being a departure from the development plan.
- 5.13 Therefore, if an option that allows non-employment uses (i.e. non Class B1, B2 or B8 uses) emerges as a favoured approach, this may go beyond the scope of this SPD, the purpose of which is to implement Policy E1.19(C). It may also have implications for the emerging LDF Core Strategy. If it were to point to the need for a more comprehensive development of the surrounding area, it may need to be identified in the context of the Core Strategy Preferred Option, which is due to be published for consultation in Autumn / Winter 2006.

Other Matters which need to be addressed irrespective of the Options set out above

- 5.14 Notwithstanding the considerations outlined above, there are sustainability and other issues that will need to be addressed, whatever use of the site emerges. As noted above, these cannot be considered as add-on extras, but must be central to the sites development. This will in turn have a significant

influence on the use of the site. These issues are highlighted in the various criteria forming Policy E1.16(C).

(ii) Mitigation, Strategic Landscaping and Design (Policy E1.16(C) - Criteria ii, v)

- 5.15 The site is bounded on the south and west by Areas of Great Landscape Value, and on the eastern boundary by Brixham Road and Sainsbury's. The site crests towards the south. The site plan in Appendix 3 indicates important areas of visual constraint and identifies a requirement for a significant area of strategic landscaping.

Strategic planting on the south-west boundary

- 5.16 The boundary to the south-west will require planting to screen the buildings from the AGLV. This should comprise indigenous species, predominantly broad leaf trees, which will also provide a wildlife habitat and possible recreation facility. It is envisaged that the planting on the south-west strategic planting belt should comprise:

60% indigenous broadleaf trees (Oak, Beech, etc.);
10% fast-growing Larch trees;
30% fast-growing nursery species screening particularly prominent view points, to be thinned out as part of the on-going management.

- 5.17 Full planting details should be prepared and submitted as part of a detailed permission. This should include details of planting and timing to ensure early planting measures for the successful establishment of woodland, including ground preparation, measures for weed control and pest protection, and replacement of trees that die. A Management Plan should be prepared to include maintenance proposals for at least 10 years.

Brixham Road Frontage Landscaping

- 5.18 The layout and design of this part of the site will depend upon whether site assembly allows the incorporation of residential properties into the employment development. Scheme (A) utilising the entire area is preferable, whereas Scheme (B) is a fallback position, safeguarding residential amenities.

(A) The acquisition of residential properties on Brixham Road would allow a well-designed building frontage onto Brixham Road. Good quality design that enhances the character of the built environment is essential. It is envisaged that buildings should be set back at least 5m from Brixham Road with low level landscaping to soften (rather than obscure) the visual impact of buildings. The layout of buildings will need to respect lines of sight of the access onto Brixham Road.

(B) Should the acquisition of residential properties not be possible, adequate measures, such as boundary enclosure and planting, will be necessary to protect residential amenities. These should, as far as possible, be agreed with the residents through consultation.

Northern / Yalberton Road Boundary Landscaping

- 5.19 This boundary is less sensitive than that to the south west, as it largely faces onto established industrial area at Rodgers Industrial Estate. However, it does form the entrance into the rural fringe. The most desirable treatment is likely to be the preservation of the existing boundary hedgerow with infill planting of a similar species (hazel, etc.) to fill gaps.

Internal Site Layout

- 5.20 The Local Plan Proposals Map shows a planting belt running across the site. This is indicative of a need to break up the visual impact of development and enhance the area's wildlife value. However, a more judicious planting and retention of field boundaries is likely to achieve a more efficient and sustainable development. Clearly, the internal layout will be partly dependent upon the mix of uses approved on the site. However, there may be a need to provide separation between different types of development.
- 5.21 The site should be laid out to minimise off-site visual impact and simultaneously provide a pleasant environment. The parking and other surface areas should be screened by low level planting, subject to safety considerations.

Design of buildings

- 5.22 The Council wishes to see a high density development that makes the most effective use of the land, subject to the landscape constraints. Clearly the footprint and height of buildings will depend upon the types of use proposed.
- 5.23 The frontage of Brixham Road should be treated with particular care and well designed gateway buildings are more appropriate here. Careful attention will need to be paid to the height of buildings, although a high standard of design will be as important as restricting height per se. As a broad principle, the roof heights of all buildings should be kept below 75m above sea level and not exposed on ridgelines or obtrude into the AGLV. The site has a number of dips, which offers the opportunity for sensitive siting of buildings. Any application will be required to provide details of datum levels and the extent of off site visual impact.
- 5.24 Buildings on the western portion of the employment areas may be of a more general industrial nature although high design standards will be required. The Council is keen to see smaller units in the region of 465 square metres / 5000 square feet to meet the demand for 'starter units' and expansion units that are known to exist in Torbay.
- 5.25 Larger buildings will be permitted so long as it can be shown that they do not harm the landscape setting or appearance of the development.
- 5.26 All buildings should be of recessive and non-reflective colours. Brickwork will be preferred to steel cladding, particularly on principal elevations. Features such as windows can break up the massing of buildings and make them less foreboding than blank walls.

Energy efficiency

- 5.27 The development should, as far as is compatible with other landscape constraints, adopt energy efficient design (Policy EP1 of the Adopted Torbay Local Plan refers) having regard to construction methods, passive solar layout etc. Surface water run-off should be separated from waste water, as part of sustainable urban drainage measures.
- 5.28 Waste minimisation measures, as set out in Local Plan Policy W7, should be incorporated into construction methods; for example spoil should, if possible, be used for creating landscape screen areas.

Lighting

- 5.29 The development should minimise off-site light pollution, in accordance with Policy EP5. In particular, downwards directed 'low spillage' lighting should be utilised. Principles for good practice in designing schemes to minimise their light pollution impact are set out in the (then) Countryside Commission Report 'Lighting in the countryside - towards better practice' (1997).

High voltage power lines

- 5.30 High voltage power lines run over the northern part of the site. Clearly the power lines are likely to be less of a constraint for commercial development than any residential development. However, all development should have regard to Policy IN2. Where possible, development should avoid being located directly under lines, for amenity reasons.

(iii) Flood alleviation measures (Policy E1.16 (C) - Criterion iii)

- 5.31 The Council will require the use of sustainable urban drainage measures to deal with potential flooding and water pollution problems where they arise and in an environmentally sensitive way. Policy EP11 'Flood Control' in the Torbay Local Plan 1995-2011 is relevant, and sets out various sustainable drainage measures.
- 5.32 Sustainable drainage is particularly important at Yannons Farm to prevent water run-off and pollution in the Higher Yalberton area.
- 5.33 Planting areas will have some value in providing soakaways, particularly at the lower lying western side of the site. However, it is also important that water run-off is contained within the site and therefore measures such as porous hard surface areas and soakaways in green areas within the site will be required.
- 5.34 The creation of a lagoon to serve also as a wildlife / recreation feature will be encouraged. The northwest extremity of the site is the only feasible area where this could be achieved, due to ground levels. It may be appropriate for this feature to extend beyond the site boundary if this enhanced the sustainable drainage, ecological value and landscaping of the western part of the site.

(iv) Archaeological assessment (Policy E1.16 (C) - Criterion iv)

- 5.35 The site is not thought to be of any particular archaeological significance. However, a desktop scoping study should be carried out in accordance with Local Plan Policy BE11 and PPG16 'Archaeology and Planning', (or subsequent Planning Policy Statement). Should artefacts come to light as a result of archaeological investigations, they should be recorded or preserved in accordance with Policy BE12 'Recording of archaeological remains'.
- 5.36 Particular care should be taken to preserve landscape features that reflect past human activity in the area, such as hedgerows and field boundaries. This can be best achieved by laying out development along the existing internal boundaries and hedges where possible.

(v) Ecological issues (E1.16 (C) - Criterion vi)

- 5.37 Whilst the site is not a designated wildlife site, the open fields and hedgerows provide a habitat to local wildlife. A wildlife scoping study will be required as part of a planning application to determine whether populations of protected species are present on the site. The site is also designated as part of a wildlife corridor (Policy NC4) which makes provision for the migration of wildlife into open spaces within the built-up area.
- 5.38 The planting of indigenous species and possible lagoon will help to mitigate the loss of fields. Preservation of hedgerows and other natural features will also be essential to minimising wildlife impact.
- 5.39 It is highly desirable that the development strengthens the integrity of the wildlife corridors by the retention of open area between Brixham Road and strategic landscape planting. The creation of a tunnel underneath Brixham Road for small mammals (e.g. badgers, hedgehogs, etc.) will be promoted in order to overcome this obstacle to the wildlife corridor.

(vi) Transport and access (E1.16(C) - Criterion vii)

Off-site transport issues

- 5.40 As set out in Section 4, the site is within the Western Corridor. The 1999 Torbay Western Corridor Study (Halcrow Fox Consultants) identified capacity problems relating to the junction at Tweenaway Cross and the constricted carriageway at Kings Ash Hill, which has since been widened. Other developments in the vicinity particularly at Long Road South and the college development at Compass Point will increase pressure on the Western Corridor. However, the Western Corridor study found that a high proportion of traffic was local, travelling less than two miles, and that the potential to encourage non-car based transport was considerable.

Junction and Road Layout

- 5.41 It is very important that development of the area should be served by a single access at the Brixham Road end. This will also be the principal access to the development. This design will need to meet the capacity requirements of the Western Corridor, so as not to create a bottle neck. The best way achieve this is likely to be through a traffic controlled junction onto Brixham Road.

The junction will also need to make provision for HGV turning and provide for safe cycle and pedestrian crossing, whilst not adversely affecting the residential amenities on the Roselands side of the Ring Road. Land take from Yannons Farm may also be required in order to achieve the necessary standard of junction. This will need to be appropriately designed to safeguard amenity.

- 5.42 The development will need to be served by on-site roads. It is envisaged that there will be a spine road of around 7.3m width running through the site and through to Yalberton Road. A link into Rogers Industrial Estate and into Yalberton will help bus penetration in the area.

Transport Hierarchy

- 5.43 PPG13 'Transport', Local Plan Policies TS and T1 and the Council's Local Transport Plan (2006 – 2011) seek to reduce car use and to encourage cycling, walking and bus use. PPG13 requires major developments such as Yalberton Road to be supported by a Travel Plan (TP) indicating how non-private motor vehicle modes of transport can be maximised.
- 5.44 The development, through the transportation assessment, should focus on the transport hierarchy set out in PPG 13, Local Plan Policy T2 and the LTP.
- 5.45 **Walking.** The development is within easy walking distance of residential areas at Roselands and there is a footbridge across Brixham Road, roughly 80 m from the northern part of the Yannons Farm. The TP and development should provide safe pedestrian routes to the site and provide lit and direct pathways to principal buildings in the development. Provision should be made for the maintenance of these footpaths.
- 5.46 **Cycling.** Brixham Road is the route of the proposed Western Commuter Route cycle track, which is proposed to be part of the National Cycle Route. There are a number of residential areas within easy cycling distance. The development should link in with the cycle track and provide cycleways to the principal parts of the business park. Shared pedestrian / cycle tracks are considered to be the most appropriate way of doing this. Individual buildings should make provision for secure cycle parking facilities and provision of staff shower / changing.
- 5.47 **Bus Routes.** The Western Corridor is served by several bus services, including the recently introduced 12A bus. Bus transport along the Western Corridor will need to be increased if the various developments in the vicinity are to be embraced in a sustainable fashion.
- 5.48 A covered and lit bus stop and waiting area with up-to-date timetable information should be provided at a central location on the site (subject to agreement of bus route). Companies will be encouraged through their transportation assessments to indicate how they will encourage increased use of buses. Possible means to achieve this include restricted parking and providing financial incentives to travel by bus.

Car Parking

- 5.49 PPG13 is clear that parking provision is a maximum. The standards set out in Policy T25 of the Torbay Local Plan are :

B1 Business – 1 space per 30m³ of gross floor space.

B2 General Industry – 1 space per 35m³ of gross floor space

B8 Storage and Distribution – 1 space per 200m² of gross floor space.

(Maximum parking standards for non-employment development are set out in the schedule attached to T25 of the Torbay Local Plan, pages 213 – 215).

- 5.50 The above parking standards are the upper limit, and will only be permitted where an assessment of parking needs through a transport plan indicates a need for parking. Contributions towards improvements on the Western Corridor will be required, related to the estimated car generation of proposed units.
- 5.51 Car parking areas should be discretely located away from principal views onto the site, subject to safety considerations. They should be softened through the use of low level planting and attractive street furniture and (porous) surfaces.

Servicing

- 5.52 It is recognised that the majority of servicing will need to be via motor vehicles, and adequate servicing will need to be made for such vehicles. Travel Plans should seek, in discussion with the Local Authority and freight operators, to agree lorry routes, loading and unloading times and avoiding peak congestion times (PPG13, Paragraph 46). Minimising freight movements during peak times will be a critical element of ensuring the successful operation of the developments on the Western Corridor.

6. Implementation

- 6.1 As indicated above, achieving a successful development will depend upon agreeing a mix of uses that balances the need to provide a high value enabling development against policy constraints. This Issues and Options SPD is an important means of consulting upon and reaching a view on these issues.
- 6.2 The SPD also provides an opportunity to assess the likely availability of public funding (e.g. Objective 2 or Regional Development Agency) that may alleviate the need for enabling development.

Phasing

- 6.3 Given the scale of development it is likely that the site will be developed over two or more phases. The first phase will need to set out junctions, roads and establish strategic landscaping. Gateway and possibly enabling developments are also appropriate for this phase. However, more prominent industrial buildings may need to wait until landscaping has become established.

Matters to be addressed by a planning application

6.4 The Council will require that the development of this site is considered on a comprehensive basis. In order to assist the determination of a planning application, regard should be had to the issues set out in the Brief. The Council will seek to adopt a positive approach towards proposals that address the principles set out above. A planning application will therefore need to demonstrate that all relevant matters have been considered. In particular, it should be accompanied by:

- A landscape / planting assessment and schedule.
- An environmental protection strategy setting out SUDs, waste minimisation etc.
- A Transportation Assessment.
- An Access Statement
- A Design Statement
- An ecological assessment and mitigation / conservation measures.
- An archaeological assessment.
- If retail development is proposed, a retail assessment demonstrating that the proposal will not harm the vitality and viability of other centres, particularly Paignton town centre, and that it will be a catalyst to developing most of the site for employment use.

S106 Agreement

6.5 Approval of any development will be subject to completion of a Section 106 Agreement setting out:

- Off-site highway improvements.
- Measures to minimise traffic generation.
- Provision of adequate and sustainable infrastructure, including sustainable drainage.
- Strategic and on-site planting, landscaping and subsequent management.

6.6 Regard will be had to the need to achieve a financially viable development and this will affect the level of off-site infrastructure contributions that the Council seeks.

7.0 Sustainability Appraisal

The Yalberton Road Planning Brief SPD will be the subject of a Sustainability Appraisal that looks at the economic, social and environmental impacts of the development options in more detail. The first version of this Appraisal is published alongside this SPD for consultation.

8.0 Timetable

8.1 The Torbay Local Development Scheme (LDS) sets out a timetable for preparation of the Brief, as follows:

- Consideration of issues and options (Pre-Regulation 17 Draft). Feb – July 2006. (THIS STAGE.)
- Consultation and preparation of draft SPD (Regulation 17 Draft). August – October 2006.
- Consideration of representations on proposals (Regulation 18) November – December 2007.
- Preparation of final SPD Jan – Feb 2007
- Adoption of SPD March 2007

9.0 How can you get involved

- 9.1 This document is the 'Pre-Regulation 17' Draft version of the SPD. Its purpose is to discuss various alternative options available for developing the Yalberton Road site.
- 9.2 This early stage of consultation is also intended highlight the key issues relating to development of the site in order to speed up the later stages of the preparation of the SPD.
- 9.3 We value your views on the Issues and Options paper relating to the preparation of this Draft Planning Brief, or any other part of the Local Development Framework. Please contact us using the details below, and we will keep you informed. A register of interest form is also available on the web page below.
- 9.4 The Yalberton Road Planning Brief Pre-Regulation 17 Draft SPD will be published for a four week consultation period, which starts on 31st July 2006 Your comments must be received by the Strategic Planning Group (details below) by 4:00 p.m. on 25th August.
- 9.5 Your comments will feed into the formal Regulation 17 Draft SPD which is due to be published later in the year.
- 9.6 Please send your comments by post, fax or email.

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Appendix 1 Planning policy framework

The following paragraphs set out relevant European, national, regional and local planning policy that is relevant to Yalberton Road. They expand the brief policy summary in Section 3.0 of this document.

A1.0 European Policy

A1.1 The European Spatial Development Perspective (ESDP). This sets out a framework of overall sustainable development principles for member states, as a basis for land use, transport, economic and environmental planning. One of its key emphases is the need to plan to overcome spatial development disparities, especially in areas such as unemployment.

Objective 2 designation

A1.2 The site lies within that part of Torbay which has been granted Objective 2 status by the European Union. This runs until 2006 and the Government is currently undertaking a mid term review. The availability of EU funding after 2006 is currently uncertain. Developments on the Yalberton Road site would be likely to qualify for grant assistance under the European Regional Development Fund (ERDF) and the European Social Fund (ESF). Both funds are available under the Objective 2 programme whilst further assistance may be available under the European Social Fund within the Objective 3 programme, within whose boundaries the site also lies.

A1.3 Of these funds, only the ERDF will support 'capital' schemes such as the infrastructure work. Eligible works could include site preparation, the laying of estates roads, development of buildings (including speculative build) and the provision of services. 25% of eligible costs may be funded by ERDF for infrastructure schemes that will generate substantial net revenue; otherwise, 50% grant aid may be possible. In addition funding may be available to support business start ups or acquisition of premises.

A1.4 Objective 2 status expires in 2006, although there may be a review.

A2.0 National Policy

A2.1 The Government's planning policy is set out formally in a series of Planning Policy Statements (PPSs). These are replacing Planning Policy Guidance notes (PPGs). A number of other documents set out the Government's intentions. In particular the Sustainable Communities Plan (2003) and daughter documents are relevant.

A2.2 Town and Country Planning (Assessment of Environmental Effects Regulations) 1999 and Circular 2/99 These set out details of when proposals require an Environmental Impact Assessment (EIA). Schedule 2 of the Regulations lists a range of developments that may require EIA where they are of more than local importance, affect particularly sensitive or vulnerable locations or have possible hazardous environmental effects. This is not considered to apply to Yalberton Road.

A2.3 PPS1: Delivering Sustainable Development (2005). This emphasises the role of the planning system in promoting sustainable development in terms of meeting economic, social, environmental and research conservation

objectives. The planning system should help maintain high and stable levels of economic growth and employment.

A2.4 Draft PPS3: Housing (December 2005). This sets out draft proposals on planning for an increase in housing supply. As part of plan preparation, Councils should review non-residential allocations and consider whether they might be suitable for housing or mixed use development (paragraph 15). This restates advice in the existing PPG3, Housing (2000 as amended in 2005) (paragraph 43 and 43a). Employment Land Reviews are a key piece of research that local authorities should carry out to assess the appropriateness of employment allocations.

A2.5 PPG4: Industrial and Commercial Development and Small Firms (November 1992). Although dated and likely to be replaced by a planning policy statement, PPG4 promotes the still relevant theme of encouraging sustainable economic development. It states that :-

“1. One of the Government’s key aims is to encourage continued economic development in a way which is compatible with its stated environmental objectives. Economic growth and a high quality environment have to be pursued together. The Environment White Paper This Common Inheritance (Cm 1200) emphasised this relationship when it said that “Economic growth is not an end in itself. It provides us with the means to lead better and fuller lives. There is no contradiction in arguing both for economic growth and for environmental good sense. The challenge is to integrate the two”.

A2.6 PPS6: Planning for Town Centres (2005)

PPS6 emphasises the plan led approach in promoting development in town centres. Local authorities should take a town centre first approach when planning for growth. In assessing proposals for out of centre developments local planning authorities should apply a sequential approach to ensure that centre and edge of centre sites are not available. Proposals should not harm the vitality and viability of town centres and be accessible by a choice of means of transport.

In considering retail proposals, regeneration, employment, social inclusion and economic growth are relevant considerations (2.51). Where shops are proposed as an ancillary element to other development (including employment areas) it should be ancillary to the main development (3.30).

A2.7 PPS9: Nature Conservation (2005).

This PPS sets out planning policies on the protection of biodiversity and geological conservation. This is seen as an integral part of sustainable development.

A2.8 PPG 13 : Transport (2001).

PPG13 seeks to (Para 4) :-

- *promote more sustainable transport choices for both people and for moving freight;*
- *promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and*

- *reduce the need to travel, especially by car.*

The guidance emphasises the need to integrate planning and transport to make full use of public transport, and to focus generators of travel demand near to major public transport interchanges. When planning for major developments – including employment – local authorities should ensure that they offer ‘realistic, safe and easy access’ by a range of transport modes and not exclusively by car (paragraph 19).

The use of maximum parking standards is advocated as a way of limiting car use. Annex D sets a standard of 1 space per 30 sq metres above a threshold of 2,5000 sq metres for Class B1 uses. Regional Transport Strategies are permitted to set lower standards at a regional level. It is emphasised that maximum parking standards should be supported by other measures to reduce the need for parking (paragraphs 54 – 55). Provision for parking of cycles and motorcycles should also be made.

‘**Transport Assessments**’ are required to indicate how access to a site can be maximised by all modes of transport; and they should propose measures such as Travel Plans to improve access by walking, cycling and public transport. Travel Plans are advocated as a means of addressing particular local traffic problems that might otherwise have to be refused on local traffic grounds (paragraph 89).

A2.9 PPG16: Archaeology and Planning (November 1990) This sets out Government policy on archaeological remains on land and how they should be preserved and recorded. It sets out detailed guidance for the role of diversification into commercial uses (5.23).

A2.10 PPS 23: Planning and Pollution Control (November 2004). This PPG seeks to provide comprehensive advice on the relationship between planning and pollution control. It emphasises that planning and pollution control systems are complementary but separate and that planning should not duplicate other controls.

A2.11 PPG 25: Development and Flood Risk. This PPG introduces a robust approach to locating development away from flood plains or other areas prone to flooding through a sequential test.

Sustainable Urban Drainage (SUDs) methods, which seek to mimic natural drainage and minimise run-off and pollution, are strongly promoted. Examples of SUDs include, lagoons, porous surfaces, reed beds, lakes and berms and swales (levelled areas between slopes).

A2.12 Sustainable Communities Plan (2003 and subsequent “daughter” documents) and (First) Barker Review of Housing Supply (2004). There is an increased emphasis on housing, both numbers and quality – and especially affordable housing provision. This is now a major material consideration, with pressure for all local authorities in areas of growth and housing need to consider increasing their rates of housing provision by around 50% from adopted development rates. The most relevant components for Yannons Farm, as set out in the Government’s Five Year Plan on Sustainable Communities, are:

- **Environmentally sensitive** – providing places for people to live that are considerate of the environment, through seeking to minimise climate change; minimising pollution; minimising waste; making use of natural resources; protecting bio-diversity; promoting walking and cycling and reducing car dependence; creating cleaner, safer, greener neighbourhoods
- **Well designed and built** – featuring a high quality built and natural environment, through creating a sense of place; ensuring a sufficient range of affordability and accessibility in the housing market; promoting mixed use developments where possible; promoting high quality materials and buildings; crime reduction through design; and accessibility of jobs, key services and facilities by public transport, walking and cycling
- **Well connected** – with good transport services and communication linking people to jobs, schools, health and other services, with good transport services and communication linking people to jobs, schools, health and other services, including appropriate transport arrangements in accordance with local plans [including LTPs and development plans]; good access to communications networks
- **Thriving** - with a flourishing and diverse local economy, including a wide range of jobs and training opportunities; sufficient suitable land and buildings to support economic prosperity and change; dynamic job and business creation, with benefits for the local community; strong business community links into the wider economy; and economically viable and attractive town centres
- **Well served** – with public, private, community and voluntary services that are appropriate to people’s needs and accessible to all
- **Fair to everyone** – including those in other communities, now and in the future, having due regard for the needs of future generations in current decisions and actions

A2.13 Growth Points – Torbay has applied to be recognised as a Growth Points Area [Areas with 500 plus dwellings pa or RPG10 + 25% growth rate are eligible to apply]. Successful delivery of the Government’s Growth Points agenda is likely to involve the development of key sites such as Yalberton Road to generate much needed jobs.

A3 Regional Planning Guidance

Regional Planning Guidance for the South West (RPG10) September 2001

- A3.1 Torbay is designated as a Principal Urban Area and identified as an Area of Special Need, due to structural decline in tourism and fishing (Policy EC2). The key diagram, indicating the spatial strategy, also notes that Torbay abuts a strategic environmental area (principally the South Devon AONB).
- A3.2 The RPG indicates that development plans should provide for a sufficient choice and range of employment sites. Local Planning Authorities should be

aware of the long lead-in times and cautious approach of the market in bringing forward sites.

- A3.3 The development of clusters of uses is promoted. This includes the identification of strategic sites located within principal urban areas. As well as the development of clusters to promote inward investment, Local Authorities should make provision for the development and expansion of local business and support regeneration schemes.
- A3.4 **Policy EC3** Employment Sites is particularly relevant and refers, inter alia, to the need for locally significant sites to complement major strategic sites and provide a range of smaller inward investment and local reinvestment opportunities.

**Draft Regional Spatial Strategy for the South West 2006 - 2026 (RSS)
(June 2006)**

- A3.5 The Draft Regional Spatial Strategy sets out a broad strategic level of growth for Torbay to 2026. **Policy SR36** sets out:

Local Authorities, through their respective LDDs, along with regional/national partners and statutory organisations, should seek to provide a range of employment opportunities, services and facilities to enable greater investment in the physical fabric of the urban area, deliver a greater quantity of affordable housing and improve the retail performance. Collectively, all partners should strive to deliver a step change in performance at Torbay.

- A3.6 Policy SR37** states:

To stimulate economic development at Torbay (Torquay, Brixham and Paignton) provision for job growth in the Torbay TTWA should be made for about 11,700 jobs over the plan period. Provision should be made for an average of about 500 dwellings per annum within and adjoining Torbay's urban area over the plan period.

Development at Torbay will focus on the intensification of its existing urban area through the re-use of previously developed land and buildings, including urban renewal, maximising densities whilst seeking high quality design standards. Where capacity constraints within the urban area restrict the ability to deliver the required housing and employment provision, urban extensions should be brought forward through the Torbay LDF, to complement this urban focus approach, assessing locations immediately adjoining the Torbay urban area.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

- A3.7 The emerging Torbay Spatial Strategy has been the subject of technical advice from Torbay Council (**First Detailed Proposals, (September 2005)**) and the **Sub-Regional Joint Study Area Working Party (June 2005)**.

The Way Ahead (The Way Ahead Advisory Group comprising a partnership of the Regional Development Agency, Government Office for the South West and other key stakeholders) (2006).

- A3.8 This seeks to achieve “smart growth” for the Region by focussing on key areas where work to support the delivery of growth should be concentrated. Torbay is identified as one such area. The Way Ahead Document (2006) notes the need to increase GVA and cites the Torbay Mayor’s vision to promote economic regeneration and prosperity. In particular, it highlights initiatives in Torbay, aimed at promoting sustainable development and regeneration. It includes the promotion of range of serviced employment sites, ranging from a prestige business park west of Paignton through to incubator units for small businesses.

A4 The Development Plan

Devon Structure Plan 2001-2016 (Adopted October 2004)

- A4.1 Torbay is designated as a Principal Urban Area. **Policy ST13** sets a strategy for Torbay and promotes the development and diversification of the economy **Policy ST17** indicates that 60ha of employment land should be provided in Torbay 2001-2016. **Policy ST20** indicates that employment land should be safeguarded, subject to being the subject of an up to date assessment. **Policy ST21** promotes regeneration in PUAs. However the panel recommended that the area of economic activity designation be deleted. In addition the level of need for employment land should be assessed on a local authority basis.

Torbay Local Plan 1995-2011 (Adopted April 2004)

- A4.2 This is a ‘saved’ Local Plan under the Planning and Compulsory Purchase Act 2004 and is the most relevant document to this SPD. There are a number of key Local Plan policies that will relate to this site. Aim 3 of the Plan is to improve economic prosperity. **Policy ES “Employment and Economic Development Strategy”** also sets out a framework to promote a sustainable and competitive business sector.

- A4.3 **Proposal E1.16(C)** sets out detailed proposals for the site in more detail, and the Brief should implement this policy.

A4.4 Policy EI.16(C) Yalberton Road, Paignton

The development of an employment park at Yalberton, Paignton (16.6 hectares net) is proposed. The following policy requirements will apply:

- (i) The development should be restricted to B1, B2 and B8 uses under the Use Classes Order;
- (ii) The development should reflect the visual prominence of the site in the context of adjoining residential areas while also responding to the character and scale of the setting;
- (iii) Appropriate flood alleviation measures should be implemented in the context of Policy EP11;
- (iv) Appropriate archaeological assessment should be implemented in the context of Policy BE11;

- (v) A framework of strategic landscaping should be established as an integral part of the development, in accordance with Policy L11;
- (vi) Measures for the protection of the existing landscape framework should be included, pursuant to Policy L9;
- (vii) The impact on areas of ecological importance should be minimised, consistent with Policies NCS and NC5;
- (viii) Arrangements for access to the site should be subject to a Transportation Assessment (TA) which clearly sets out sustainable transport solutions for all means of travel, including pedestrians, cyclists and public transport. Vehicular access should be taken from a single new road junction on Brixham Road in the vicinity of the current junction with Roselands Road, to serve the development of the allocated site as a whole. A secondary access will be required on Yalberton Road, in the vicinity of the current junction with Alders Way, to facilitate circulation within the site. Off-site highway improvements will therefore be required;
- (ix) Access arrangements will be designed to avoid a materially adverse impact on both the local and major road network of additional traffic generated by the development, having due regard to the proximity of the site to the major road network (Western Corridor route);
- (x) Any proposal for the development of the site will be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in a planning brief.

The Inspector's Report of Inquiry commented at some length on Yalberton Road, and Policy E1.16 (C) of the Adopted Local Plan follows the Inspector's recommendation.

- A4.5 The Local Plan Proposals Map shows areas of strategic landscaping around the periphery of the area proposed for new employment. The area to the south and west of the employment park is an Area of Great Landscape Value, and the protection of this area of countryside is an important Local Plan objective.
- A4.6 An indicative cycleway link into the proposed business park (Proposal T4.5) is also shown, connecting to the cycle route along the Ring Road.
- A4.7 The employment park proposal at Yalberton Road is a major part of the Local Plan's employment strategy, accounting for 42% of employment land allocation. Together with the prestige business park proposal at Long Road South, it accounts for 71% of the entire Local Plan allocation of new employment land for Torbay. In addition these are the only employment land allocations in the Plan that exceed 15 hectares. Therefore there are significant cluster advantages from the two sites.

Torbay Local Development Framework - Core Strategy: Regulation 25 Draft (April 2006)

- A4.8 This sets out issues and options for Torbay LDF Core Strategy, and describes the policy background behind the LDF. The issues and options document

looks at the sustainability impacts of three possible approaches to delivering the level of growth identified by the draft RSS. These are (i) Constrained Development Approach; (ii) Urban Regeneration Approach and (iii) Urban Extension Approach.

- A4.9 The Preferred Option (Regulation 26) of the Core Strategy (likely to be Autumn 2006) will influence the type of development that it is appropriate to promote at Yalberton Road.

A5.0 Torbay Local Transport Plan LTP2) 2006-2011 (March 2006)

- A5.1 The Local Transport Plan (LTP2) for Torbay, March 2006, sets out the authority's transport plans to 2011 with firm indications over a ten-year period where appropriate. It prioritises accessibility, air quality, reducing congestion, improving road safety, and quality of life. The LTP identifies the need to improve accessibility into Torbay through the A380 (i.e. the need for the South Devon Link Road) and a range of measures to reduce congestion on the Western Corridor. The LTP promotes sustainable forms of transport and sets out details of the draft Quality Bus Partnership.
- A5.2 The Local Transport Plan for the period 2006-2011 [LTP2] accords with Government advice, and balances this against a set of local priorities, based on the community themes set out in the Community Plan and comments made during the recent consultation exercise. The key transport issues for Yannons Farm are twofold. Firstly it is necessary to ensure sustainable, convenient and safe access to the development. Secondly, the capacity of any new junction has to be designed so as to be safe and sufficient to ensure that the role of the Ring Road to serve the area as a whole and the business community in particular, is not compromised. Other things being equal, a single junction to serve the entire Yannons Farm development area, is seen as safer and less compromising to the function of the Ring Road than multiple junctions.

Appendix 2 Research and evidence base review

A1.1 Urban Capacity Study (Scott Wilson - 2005). This does not assess employment sites. It suggests that there is sufficient capacity to develop around 360 dwellings per year on brownfield sites over the period 2004-2016. However, all but 600 of these are likely to arise on very small sites [smaller than 0.1 hectare].

A1.2 Retail Capacity Study (GVA Grimley - 2006). This assesses retail capacity in Torbay in terms of qualitative and quantitative need. In general, the study adopts an approach of maintaining a “constant market share”, which can be seen as a rather static model for a Principal Urban Area, although it does advocate significant town centre regeneration activity. It identifies a ‘constant market share’ driven quantifiable capacity for an additional 4,700 sq m net of comparison retailing and 2,800 sq m net of convenience retailing floor space in Paignton by 2016. The Study identifies Paignton town centre as being in need of regeneration and suggests several town centre sites that would be suitable for mixed use redevelopment schemes. It indicates that the vitality and viability of Paignton town centre is vulnerable to the competition posed by out of centre retail developments. The Study states that “the Council should not allocate sites or approve applications for out of centre retailing in Paignton.”

A1.3 Torbay Employment Land Review (Urban Property Economics - May 2006). This forecasts a likely growth rate in Torbay of about 2.75% per year to 2020. Three forecasts for job creation prospects are set out. The ‘core forecast’ is for about 540 jobs per year to 2016 (6,000 total).

The employment land review recommends that the Council adopt a proactive approach to facilitate development. It promotes the hi-tech sector, but also argues that Torbay is a mature economy and likely to remain focused on service sector activities.

The Review suggests that 60-70 acres [25-30 hectares] of B1/B2/B8 land will be needed to meet Torbay’s needs to 2016. There are currently about 100 acres (42 ha) allocated in the Torbay Local Plan 1995 – 2011 for employment uses. These could offer opportunities for mixed use development to provide gap funding, promote regeneration or achieve other sustainable development objectives. Although the demand for traditional industrial (Class B2) floorspace is likely to be low, there is a need for start up units, and expansion units of 2,500 – 3,000 square feet, to help new and growing local companies.

Although a conflict with allowing retail development outside town centres is noted, it argues that “a broader retail profile would enhance the area’s attractiveness as a sub-regional shopping magnet by increasing its relative weight and range of facilities.” The Review acknowledges that Torbay is a low demand area for employment land and notes the likely need for enabling development. It suggests that a mix of industrial uses, facilitated by residential or retail uses would be a way forward for Yalberton Road/Yannons Farm [page 141]

A1.4 Torbay Economic Development Framework (GHK, Draft – March 2006)

This study is intended to “prepare an evidence based economic strategy which will underpin TDA activities in helping to deliver a stronger economy

across Torbay". The study examines how far Torbay is able to contribute to sectors that are identified in the Regional Economic Strategy (RES) as growth areas, and measures needed to support them. These include; advanced engineering, information and communication technology, (ICT), food and drink, tourism, creative industries, environmental technologies and the bio-medical sector.

In addition, several cross-cutting priorities were identified, including a need to provide serviced premises – particularly for professional and knowledge based businesses, which require high quality sites and premises

A1.5 Draft Brief for the development of land at Yalberton Road as an Employment Park (Torbay Council - February 2004). This was written in 2004 and was the subject of internal consultation. A key issue to arise from the internal responses was the viability of employment use alone and the need for pump priming. This issue was underlined in a report by Chestertons, dated June 2003, relating to Yalberton Road.

A1.6 The Torbay Economy 1994 – 2004: “Just holding our own” (Owen Nankivell - 2005).

A series of reports on the state of the local economy have been prepared by Owen Nankivell, a retired Government Treasury Economist. These serve as a helpful annual health check of the economy and provide data against which other reports can be compared.

The latest report ('Just holding our own' – 2005), shows that the economy recovered well in the aftermath of the loss of 5,000 jobs from Nortel in 2001 – 2. Output grew by 10.5% in 2003 and 12% in 2004. Output grew by 6.7% per year in 1996 – 2001, which was above the national rate of 5.4% per year. However, there has been a fall in manufacturing's share of output (down from 11.9% of the local economy in 1999 to 8.5% in 2004) and growth in the areas of construction, business services, education and health spending.

Gross value added remains significantly below the national and regional levels and in 2004 was about 66.6% of the National GVA. However, there has been a modest sustained increase in job-creation, with a faster rate of 2.3% per annum in the period 1999 – 2004, compared with 1.6% per annum between 1994 - 1999

A1.7 Comparison of Economic Studies

The findings and recommendations of the three studies were compared by Torbay Council and Torbay Development Agency, to ensure that they are broadly compatible.

A common theme in all of the reports was that Torbay suffers very low wages and GVA, although this is partly tempered by transfer payments such as pensions. The Torbay economy suffered severe setbacks in 2002 with the loss of over 5000 opto-electronic manufacturing jobs. However the local economy had recovered well, due to the mixed nature of the local economy, including the tourism, service, construction and health sectors.

There is agreement about the need for regeneration and increasing the local skills base. Similarly an urgent need for better road and rail services

(particularly the South Devon Link Road), better rail links and congestion relieving measures on the Torbay Ring Road is highlighted. In addition the area could benefit from better ITC links, particularly faster broadband connections.

There is mounting, albeit anecdotal evidence, that the need for more affordable housing for young working families is important to helping the local economy and preventing the area from becoming unsustainably top heavy with older people.

Another important theme is the need to promote economic development through a proactive and positive planning system.