

TORBAY LOCAL PLAN

A landscape for success

The Plan for Torbay - 2012 to 2032 and beyond



Authority Monitoring Report 2013



TORBAY LOCAL DEVELOPMENT FRAMEWORK
AUTHORITY MONITORING REPORT 2013

This document sets out the key findings of the 2013 Authority Monitoring Report (AMR) and can be viewed online at www.torbay.gov.uk/amr

Purpose of this document;

The 2013 AMR provides data on a number of indicators relating to the economy, housing, and built and natural environment of the Bay.

The information in this document will help steer policy and guidance in the emerging Local Plan 'A Landscape for Success: The Plan for Torbay to 2032 and beyond'.

Torbay Authority Monitoring Report 2013

Prepared and published by the Strategic Planning Team, Spatial Planning, Torbay Council, Electric House, Torquay, Devon TQ1 3DR.

Internet: www.torbay.gov.uk
E-mail: strategic.planning@torbay.gov.uk
Telephone: 01803 208804

December 2013

Introduction

Background

The Authority Monitoring Report (AMR) provides an opportunity to monitor on an annual basis the progress of development plan preparation, and the effectiveness of planning policies against a strong evidence base.

Local Planning Authorities were previously required to prepare an Annual Monitoring Report covering the period 1st April to 31st March and submit this document to government by the end of the following December (31st) each year. The Localism Act 2011 and Local Planning Regulations 2012 amended parts of the Planning and Compulsory Purchase Act 2004, and heralded the replacement of the development plan system of Regional Spatial Strategies (RSSs) and Local Development Frameworks (LDFs)¹ with Local Plans and Neighbourhood Plans, together with amendments to the related monitoring process.

In a letter to Chief Planning Officers dated 30 March 2011, the withdrawal of local plan monitoring guidance² was announced, although the requirement to produce an AMR still remains³.

A glossary explaining the various acronyms employed by the Government in the current planning system and referred to throughout this AMR is contained in Appendix A.

The Authority Monitoring Report

The AMR is a statutory document required to be produced on at least an annual basis. This AMR covers the period 1st April 2012 – 31st December 2013 (although some of the data referred to will inevitably date back to the financial year 2012/2013 as a result of data collection timescales). The AMR must be made available to the public but is no longer required to be submitted to the Secretary of State.

The AMR provides a monitoring framework. As required by Section 35 of the Planning and Compulsory Purchase Act 2004 (amended by the Localism Act 2011), local authorities must prepare reports setting out:-

- a) The implementation of the local development scheme
- b) The extent to which the policies set out in local development documents are being achieved

The Local Planning Regulations 2012 provide more detail as to the required content of AMRs⁴. No reference is made specifically to the AMR in the National Planning Policy Framework (NPPF, 2012), however the more recent National Planning Practice Guidance (NPPG, 2013) does refer to the role of the AMR.

This year's Torbay AMR covers the required aspects of the implementation of the Torbay Local Development Scheme (LDS) and the monitoring information is based on the land use monitoring which the Strategic Planning Team undertakes annually. Other data and issues which are of particular relevance are also included.

Relationship between the AMR and other Council plans and strategies

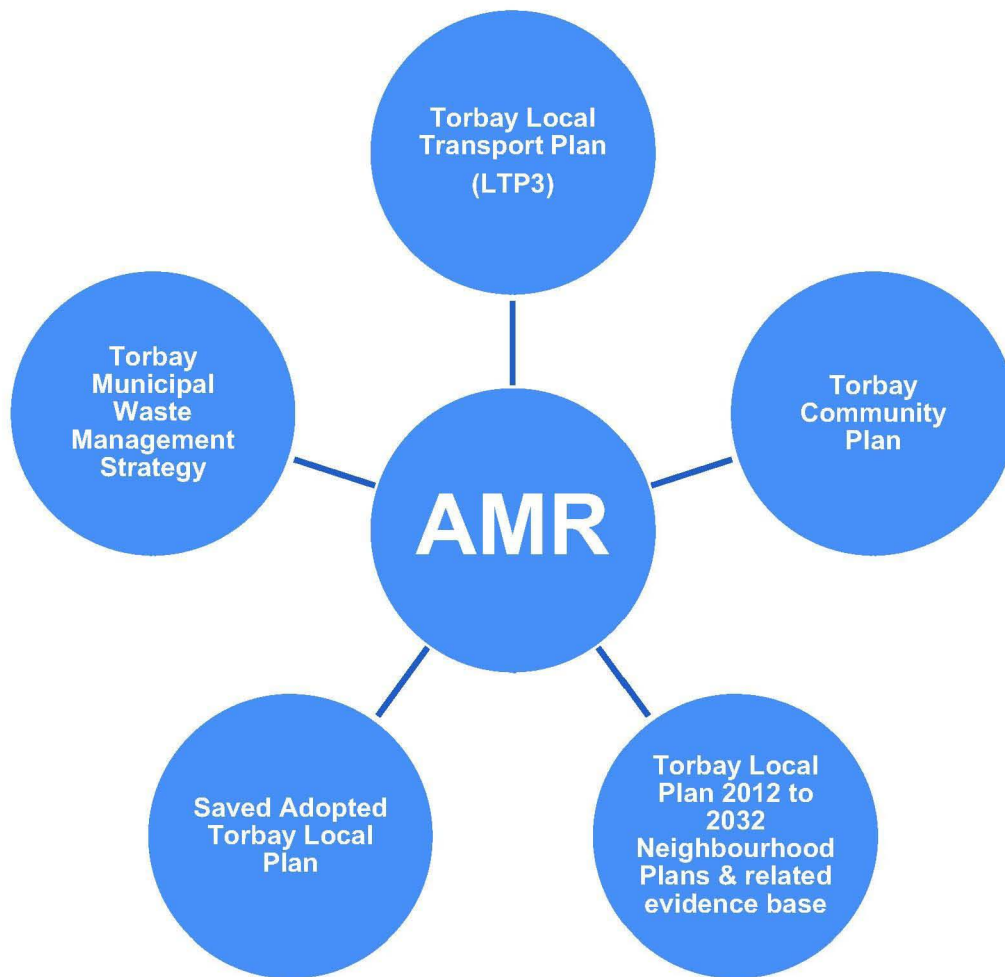
The AMR reflects the spatial planning approach adopted through the planning system. It closely relates to a number of other plans and strategies produced at national, countywide and local level. It will incorporate aspects of other Council plans and strategies in due course, where these fall within the spatial planning framework.

¹ The Act was accompanied by The Town and Country (Local Development) (England) Regulations 2004, Regulation 48 of which prescribed in detail the way this process is implemented with regard to the role and production of Annual Monitoring Reports. Government policy and guidance was set out in Planning Policy Statement 12: Local Development Frameworks (2004).

² Local Development Framework Monitoring: A Good Practice Guide (2005) together with the Annual Monitoring Report (AMR) - FAQs and Seminar Feedback on Emerging Best Practice 2004/05 (2006) and Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008 (July 2008).

³ Because of the existence of the Planning and Compulsory Purchase Act 2004 Section 35 (as amended) and the Local Planning Regulations 2012.

⁴ See Part 8 Section 34 'Authorities' monitoring reports'



This AMR reports on the following:-

- Progress towards implementing the LDS
- Assessment of progress 12/13
- Review of saved policies
- Interpretation and recommendations for the emerging Local Plan and Neighbourhood Plans
- Project plan and work programme for future monitoring

The primary basis for this AMR is the saved **Adopted Torbay Local Plan (1995-2011)**.

The Local Development Scheme

As required, the most recent version of the LDS is referred to. The Local Planning Regulations 2012 no longer prescribe how LDSs are to be prepared, but they are referred to in NPPG.

The current LDS prioritises work on the new Torbay Local Plan. It seeks to utilise fully the available resources in the most cost effective way; in this context, the importance of a streamlined LDS is recognised. In adhering to these principles, the Council is acknowledging the Government's particular emphasis on the primacy of preparing Local Plans in the light of the economic downturn and the need to promote sustainable growth.

It is acknowledged that two of the new Torbay Local Plan Future Growth Areas and two town centre studies, currently the subject of masterplanning, could become the subject of Supplementary Planning Documents, in order to provide a statutory framework for delivery. However, the option being pursued at present is for masterplanning work to be incorporated within Torbay's three emerging Neighbourhood Plans.

The Spatial Planning Business Unit is also actively involved in delivering an ambitious programme of other related development plan projects that could in due course be formalised as additional local development documents within the LDS.

A number of LDDs forming part of the former LDF have been adopted and as a consequence have been removed from the LDS work programme, namely:

- LDD1 Statement of Community Involvement DPD (Adopted 22/05/07)
- LDD6 Planning Contributions and Affordable Housing SPD (Adopted 28/02/08)
- LDD7 Urban Design Guide (Adopted 07/02/07)
- LDD8 Greenspace Strategy (Adopted 14/12/06)

The current Saved Plan for Torbay is the Adopted Torbay Local Plan (1995-2011), adopted in April 2004. Under the 2004 Act, the policies and proposals of the Local Plan and Structure Plan were saved until September 2007. Following application to the Secretary of State in March 2007, all but three policies in the Adopted Local Plan have been saved for a further indefinite period to ensure continuity in the plan-led system. Pursuant to changes to the development plan system introduced by the Localism Act 2011 and the National Planning Policy Framework (NPPF) 2012, these saved policies will remain in place until replaced by the emerging new Torbay Local Plan.

The Adopted Local Plan (supported by specific policy amendments subsequently adopted by the Council) remains largely up to date. It contains policies and proposals that provide relevant policy guidance and a sound basis for decision-making in the interim, i.e. pending completion and adoption of the new Torbay Local Plan. However, since 27 March 2013, the NPPF has taken precedence over any saved local plan policy that no longer complies with the policy guidance set out in the NPPF. Pending completion of the new Torbay Local Plan, the Development Plan providing planning policy guidance in Torbay is therefore currently the Saved Adopted Torbay Local Plan (subject to compliance with the NPPF⁵).

The Devon Structure Plan 2001 to 2016 (adopted October 2004) was revoked on 20th May 2013, alongside the Regional Spatial Strategy for the South West.

⁵ A schedule of Local Plan Policies and Proposals NPPF compliance is available at www.torbay.gov.uk/localplannppfcompliance2012.pdf

The emerging Local Plan proposes a Balanced Strategy for development in Torbay by setting out a spatial strategy and a framework for place-making, and includes policies for managing change over the period to 2032 and beyond. These policies will in turn provide a context for more detailed site specific policies and proposals that are likely to be brought forward by the three Neighbourhood Plans for Torquay, Paignton and Brixham Peninsula. The Neighbourhood Plans must be consistent with the Torbay Local Plan, in accordance with current Neighbourhood Planning Regulations.

Individual applications have been made by Torquay, Paignton and Brixham Peninsula Forums for designation as Forums and Areas. These applications were formally approved by Council on 6 December 2012 and can be viewed at www.torbay.gov.uk/neighbourhoodplanning.

The Council considers that it remains appropriate and helpful to highlight *for information* details of the community's intentions for the production of Neighbourhood Plans, since when adopted they will form part of the Torbay Development Plan. The LDS therefore sets out broad timelines for the key stages for production of the Torquay, Paignton and Brixham Neighbourhood Plans.

The Strategic Planning Team has also worked with consultants during this time on evidence base documents including a 2013 refresh of the Strategic Housing Land Availability Assessment and Torbay Housing Requirement Study, Torbay Whole Plan and CIL Viability Study (forthcoming), a Torbay Employment Land Review 2013, a 2013 update to the Retail Study and the Great Parks Masterplan.

Our duty to co-operate

In economic, social and environmental terms, Torbay functions as part of a much wider area. Inevitably, this involves tackling issues that don't always conform to administrative boundaries - geographic markets for new homes and jobs, for example. In addition, looking after the needs of the Bay's unique landscape and wildlife requires a 'cross-border' approach and there are examples of strategic infrastructure that cannot be delivered locally. Similarly, a number of retail centres depend on wider than local expenditure. Where spatial planning has influences beyond Torbay, there is a need to work with adjoining and nearby local authorities, statutory bodies and other relevant organisations.

This approach has now been formalised as the 'Duty to Cooperate', under the Localism Act 2011 and NPPF. The Act requires councils to co-operate with their neighbours "constructively, actively and on an ongoing basis" when preparing local plans. The extent of co-operation is a key test of soundness of the Plan.

Preparation of the emerging new Local Plan has involved, and continues to involve, engagement and cooperation with numerous bodies across a wide range of strategic topics, including housing, the economy, transportation, landscape, green infrastructure, biodiversity, minerals and waste. This has involved adjoining local authorities, Devon County Council, local partnerships, utilities providers and statutory bodies. The Council's objective throughout has been to ensure that there has been a positive level of co-operation that has resulted in tangible benefits for all parties with as much consensus as possible.








Whilst there is no actual requirement for neighbouring Council's to agree, Torbay, Teignbridge and South Hams have agreed on a range of key issues, including provision of new homes. There is agreement that Torbay forms a separate housing market area from the Exeter and South Devon Housing Market Area, which includes most of Teignbridge. On the important issue of new homes, Torbay and Teignbridge Councils have identified sufficient and deliverable land to meet demand for new homes for at least the next 15 years, with a wider pool of sites in Torbay to last at least 20 years. The Councils have agreed to a coordinated and positive review of Local Plan delivery, including new homes, every five years. This review will consider the need for and location of further development, and sites to satisfy that demand, across South Devon, taking account of jointly prepared evidence, in order to inform future reviews of the three Local Plans. South Hams will be involved in this review.

TORBAY DEVELOPMENT PLAN

TORBAY LOCAL DEVELOPMENT SCHEME 2014 - PROJECT PLAN

| LOCAL DEVELOPMENT DOCUMENT | 12 | | | | | | | | | | | | 13 | | | | | | | | | | | | 14 | | | | | | | | | | | | 15 | | | | | | | | | | | |
|--|--------------------------------------|---|---|---|---|---|---|---|---|---|---|---|--------------------------------------|---|---|---|---|---|---|---|---|---|---|---|----------------|---|---|---|---|---|---|---|---|---|---|---|-----------------|---|---|---|--|--|--|--|--|--|--|--|
| | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | | | | | | | | |
| Local Development Scheme (LDS*) | [Pink shading] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Authority's Monitoring Report (AMR**) | [Light blue shading] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Torbay Local Plan - A landscape for success The Plan for Torbay - 2012 to 2032 and beyond | [Yellow shading] | | | | | | | | | | | | [Orange shading] | | | | | | | | | | | | [Blue shading] | | | | | | | | | | | | [Green shading] | | | | | | | | | | | |
| NEIGHBOURHOOD PLANS | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Torbay Neighbourhood Plan | Evidence / Preparation of Draft Plan | | | | | | | | | | | | Evidence / Preparation of Draft Plan | | | | | | | | | | | | ++ | | | | | | | | | | | | | | | | | | | | | | | |
| Paignton Neighbourhood Plan | Evidence / Preparation of Draft Plan | | | | | | | | | | | | Evidence / Preparation of Draft Plan | | | | | | | | | | | | ++ | | | | | | | | | | | | | | | | | | | | | | | |
| Brixham Peninsula Neighbourhood Plan | Evidence / Preparation of Draft Plan | | | | | | | | | | | | Evidence / Preparation of Draft Plan | | | | | | | | | | | | ++ | | | | | | | | | | | | | | | | | | | | | | | |

Development Plan Documents - Key stages and milestones

-  Regulation 18 - Preparation of a local plan (scoping, evidence gathering, public consultation on Vision, Objectives and Options + SA + HRA, consultation on Draft Local Plan + SA + HRA)
-  Regulation 19 - Publication of a local plan (analysis of Regulation 18 representations; preparation of Publication version of Local Plan, publication of Proposed Submission Plan + SA + HRA)
-  Regulation 20 - Representations relating to a local plan (receipt of representations during the six week Regulation 19 consultation period)
-  Regulation 22 - Submission of documents and information to Secretary of State (preparation and submission of a wide range of specified submission documents)
-  Regulation 23 - Consideration representations by appointed person (consideration of Regulation 26 representations by Inspector) and Regulation 24 - Independent examination (provide 6 week notice period for Examination / notify relevant objectors, hold Examination)
-  Regulation 25 - Publication of recommendations of the appointed person (Council to publish Inspector's recommendations and reasons / give notice to relevant parties)
-  Regulation 26 - Adoption of a local plan (Council to adopt Local Plan; publish Plan and related documents; send out relevant documentation to interested parties)

Notes:

- All references to 'Regulation' relate to The Town & Country Planning (Local Planning)(England) Regulations 2012 (as amended)
- *LDS - subject to continuous monitoring and updating (review published as required)
- ** AMR - subject to continuous monitoring and updating as required (review published at least annually)
- ++ Publication of Draft Neighbourhood Plan (Pre-submission consultation and publicity)

Planning in Torbay

Torbay covers an area of just under 25 square miles and comprises the three towns of Torquay, Paignton and Brixham, each with very different, yet complimentary, identities and facilities. Each have picturesque harbours, with 20 beaches in total, along 22 miles of coastline.

The economy of the Bay is focussed in particular on the tourist industry, with Torbay also known as the 'English Riviera'. Tourism creates many seasonal, part-time jobs, with a major influx of visitors over the summer period inflating the population considerably. This is especially true in Torquay, the largest of the three towns, which is home to nearly half (49.8%) of the population of Torbay.

The high number of people retiring to the area as well as the popularity of the Bay in relation to people owning second homes here cause problems with housing. There are few properties available to purchase in the lower quartile and with household incomes below the national average, an increased need for affordable housing is highlighted, as described in the housing section which follows.

Torbay has high profile businesses, a fantastic marine setting and internationally important environmental assets. It also has lots of potential, with an increasingly skilled workforce, increasing numbers of small and micro businesses, a large catchment population and increasingly good connections to national and international markets.

However, an over-reliance on tourism in the past has created a poor economic profile of low paid, low skilled and part-time seasonal work. There is a very real need to improve Torbay's economic profile by providing opportunities to introduce better paid, higher skilled employment opportunities to encourage a rise in income levels through economic diversification.

The planning service in Torbay encompasses four teams;

1. Strategic Planning and Implementation (*including plan making and policy formulation; monitoring and research; and determination of planning applications*) – responsible for producing this document
2. Building Control (*including building control and planning enforcement*)
3. Environmental Policy (*including strategic transportation, climate change and carbon management, historic environment and design, and recycling and waste*)
4. Customer Service and Support (*including system and service development, web maintenance and administrative support*)



Torbay is seeking to provide an 'excellent' planning service. In 2012/13, 77% of appeals were dismissed, demonstrating good quality decision making against policy. 55% of minor, 56% of majors and 68% other planning applications were determined within time. These proportions will have increased significantly during 2013/14 (results to be reported next year) as these relatively low figures were due to staff resource issues which have since been resolved.

Economy

ECONOMY FACTS & FIGURES

- ☐ Median annual gross pay in Torbay is £17,431 compared to £20,362 in the South West and £22,204 in England (*ASHE 2013*)
- ☐ Torbay has an unemployment rate of 7.5% (compared to 6.0% in the South West and 7.7% in Great Britain (*NOMIS/Annual Pop'n Survey Oct 2012-Sept 2013*))
- ☐ 8.7% of Torbay's workforce has no qualifications, which is higher than the South West (7.0%) but lower than Great Britain (9.7%) (*NOMIS/Annual Pop'n Survey 2012*)
- ☐ 27.6% have a qualification of NVQ4 and above compared to 34.1% in the SW and 34.4% in Great Britain (*NOMIS/Annual Pop'n Survey 2012*)
- ☐ Full Time Equivalent employment is circa 37,500 (*ONS/Census 2011*)

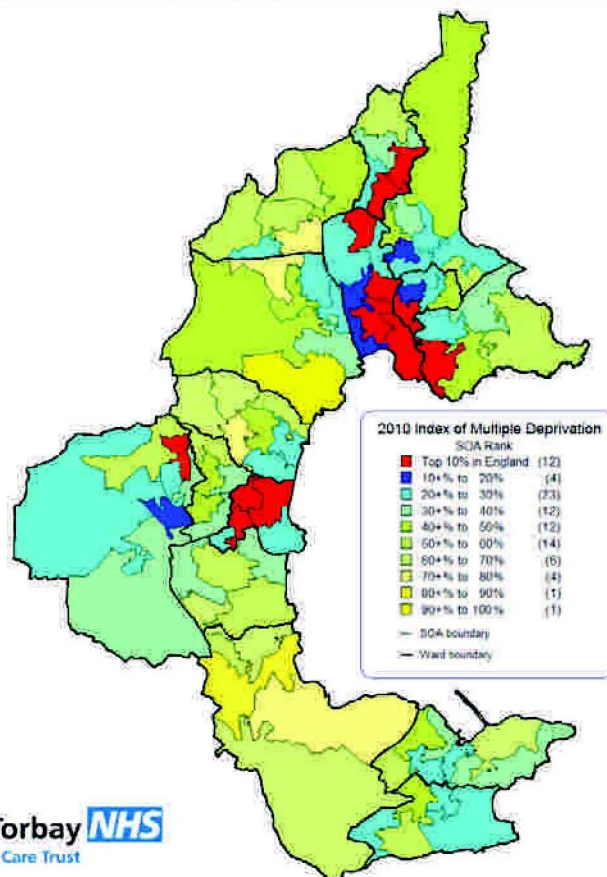
Indices of Multiple Deprivation figures were last released in 2011 (using 2010 data). These showed Torbay's relative position following a negative direction; it has moved from 119 in 2003, to 75 in 2007 to 61 in 2010. At a town level, both Torquay and Paignton show a worsening in deprivation between 2007 and 2010, with Brixham improving. An estimated 21,000 (15%) of residents in Torbay live in areas considered in the top 10% most deprived in England, compared to an estimated 15,500 (11%) in 2007.

There are a number of regeneration projects which are in the pipeline or have recently been completed, encouraging much-needed growth in the Bay - a key priority in the emerging Local Plan.

Examples of these projects are:

- Expansion of innovation centres (new centres at Bishop's Place in Paignton and Cockington Court in Torquay)
- A mixed-use development at White Rock which includes business space is under construction
- Torbay Growth Fund developed to help local businesses develop and grow
- South Devon Link Road funding of £76.4million announced in December 2011, with construction underway and due to complete in 2015.

**THE ENGLISH INDICES OF DEPRIVATION 2010
RANK OF INDEX OF MULTIPLE DEPRIVATION**



Torbay NHS
Care Trust

Source: Department for Communities and Local Government

TOURISM – Local Plan Policies TUS to TU10

Due to the importance of the tourism industry in Torbay, a number of areas are designated as Principal Holiday Accommodation Areas (PHAAs) in the Adopted Torbay Local Plan. In such areas, which have been in place for many years, change of use from holiday accommodation is resisted.

There are several PHAAs which demonstrate an imbalance of holiday accommodation to residential use. Areas of particular concern include Meadfoot Road in Torquay, and Preston Seafront in Paignton. This can undermine the character and function of the holiday area, an issue which has been addressed through the Revised Guidance on Principal Holiday Accommodation Areas (published March 2010) and has been taken into account in the latest draft of the emerging Local Plan, A Landscape for Success.

PHAAs are due to be replaced in the emerging Local Plan with Core Tourism Investment Areas (CTIAs), which will become the main areas for investment in tourism and cover a smaller number of larger areas. A policy covering change of use of tourism accommodation and facilities will remain.

Data extracted from the Regional Accommodation Audit for the Torbay Audit 2012 (which covers the Bay as a whole) suggests that accommodation bedspaces have decreased by 35% over the period 2007 to 2012 and estimates that a total of 731 accommodation businesses in Torbay currently provide approximately 28,000 bedspaces.

Recent investment in hotel developments has included the introduction of Travelodges and Premier Inns to both Torquay and Paignton, and the redevelopment currently underway of the former Palm Court Hotel on the seafront in Torquay to form fourteen self catering holiday flats alongside fourteen residential flats and restaurant use. Plans have also been revealed for significant investment in the Palace Hotel, Torquay and for a change of use to a mixed use development including a hotel at the Pavilion in Torquay.

A cleaner, greener, healthier Bay

FACTS & FIGURES

- Torbay's recycling rate in 2012/13 was 44.6%, an increase on the previous year's 42.7%
- In 2012/13 there was 31,395 tonnes of household waste sent to landfill, a reduction on the previous year's 32,558 tonnes.
- 4 of Torbay's beaches (all within Torquay) have received the Blue Flag award in 2013
- Torbay Council received 3 Green Flag awards for Tessier Gardens and Cockington in Torquay and Youngs Park in Paignton.
- Torbay has 12 Sites of Special Scientific Interest (SSSIs), of which 1 (Berry Head to Sharkham Point) is also a National Nature Reserve (NNR).
- Torbay also has 14 Regionally Important Geological Sites (RIGS)
- There are 24 Conservation Areas within Torbay and 14 Scheduled Monuments (2 of which are partly within a neighbouring authority).

In Torbay in 2012/13, 5 planning permissions were granted contrary to Environment Agency advice on flood risk grounds and none contrary to advice on water quality grounds.

The proportion of Local Sites where positive conservation management is being or has been implemented is 40% (an increase of 1% on last year's figure and 9% on the previous year). It is hoped that implementation of the Torbay Green Infrastructure Delivery Plan will increase this proportion in forthcoming years.

Torbay Council is committed to reducing its carbon emissions. The Local Authority Carbon Management Programme has delivered reductions in area carbon emissions of 18.85% since 1990 and Torbay was placed 92nd out of 2097 companies and local authorities in the carbon reduction commitment league table for 2011/12.

Installed capacity of renewable electricity-generating technologies for 2012/2013, according to data from the Ofgem website, is as below. This only covers technology that is eligible for the Feed-in-tariff (FIT) ie. Anaerobic digestion, hydro, micro CHP, photovoltaic and wind. Torbay has seen a major decrease in the implementation of these technologies, from a total of 38,803 installations in 2011/2012 to 378 this year. Other renewable installations eg. Solar thermal and biomass are not currently captured as they do not claim FITs. These are able to claim a different subsidy, the Renewable Heat Incentive, but as this is still emerging there is not yet a database of installations.

| Technology | Domestic Installations | Domestic Installed Capacity (MW) | Commercial Installations | Commercial Installed Capacity (MW) | Industrial Installations | Industrial Installed Capacity (MW) | Community Installations | Community Installed Capacity (MW) | Total Installations | Total Installed Capacity (MW) |
|-------------------------------|------------------------|----------------------------------|--------------------------|------------------------------------|--------------------------|------------------------------------|-------------------------|-----------------------------------|---------------------|-------------------------------|
| Photovoltaic | 366 | 1.357 | 8 | 0.109 | 1 | 0.030 | 3 | 0.016 | 378 | 1.512 |
| Total Installed Capacity (MW) | | 1.357 | | 0.109 | | 0.030 | | 0.016 | | 1.512 |
| Total Installations | 366 | | 8 | | 1 | | 3 | | 378 | |

Stronger Communities

Torbay has a diverse range of communities, from very affluent to those in the top 10% most deprived in the country. Torbay Council works to provide facilities for the use of all these communities, as well as striving to provide housing for mixed and all aspects of the community.

Torbay's network of Community Partnerships (of which there are 16) provide an opportunity for people who live or work in the area to improve their area and become involved in various issues. Many of the community partnerships are also members of the Neighbourhood Forum which has been set up in their respective town.

SHOPPING AND TOWN CENTRES – Local Plan Policies SS to S15

Confidence has been shown in Torbay as a place to invest, with a number of national chains opening. In October 2011, Asda opened their first store in Torquay and another newcomer to the Bay, Wickes, opened a kitchen and bathroom showroom in Preston, Paignton. Others to open include Trespass, Bright House and CEX Entertainment in Torquay.

There is limited quantitative data available to demonstrate the retail performance of Torbay's three town centres. VenueScore provides a ranking for the UK's top 2,000 retail destinations. Data indicates that all three centres (Torquay, Paignton and Brixham) have a noticeably poorer ranking in 2011 than in 2007, as can be seen in the table below. This data has been taken from the Torbay Retail Study Update 2011 (GVA Grimley).

| | 2011 ranking | 2007 ranking |
|-----------------|--------------|--------------|
| Torquay | 133 | 108 |
| Paignton | 507 | 407 |
| Brixham | 1496 | 953 |

The Torbay Retail Study Update 2011 found that there is a need for new provision in both the convenience and comparison goods retail sectors. The most pressing need for new convenience floorspace is in Brixham – which is being addressed with a current application for a mixed use supermarket scheme (P/2012/1309/MPA). The need to rebalance provision back towards the town centres is identified for both Torquay and Paignton. Gap areas are identified and a number of these have been overcome with an increase in convenience retail floorspace in both Walnut Road Local Centre (Chelston, Torquay) and Foxhole Local Centre (Paignton).

The Torbay Town Centres Company continues to secure improvements to the Bay's town centres, with both Paignton and Torquay having a Business Improvement District (BID). The BID is a defined geographical area where business/non domestic ratepayers have voted to invest collectively in local improvements. The aim is to create a more attractive, vibrant and welcoming experience for shoppers in Torbay's town centres. BIDs will increase the resources available for enhancing and promoting town centres, and give businesses a stake in the management and allocation of these resources. The Town Centres Company also led on the successful renewal of the Purple Flag status for Torquay.

The Torbay Retail Summary indicated that **47%** of units in Torbay's three town centres were in A1 retail use in this monitoring period (a total of 548 shops) continuing the contraction in this type of shop across all three towns since 2003.

15% of the units in the three town centres in this monitoring period were vacant, a proportion which is the same as last year's figure. There are still concerns about pockets of long-term vacancies in the town centres, particularly in shopping centres such as Fleet Walk and Union Square in Torquay, the implications of which are discussed below.

Although each of Torbay's District Centres - The Willows, St Marychurch and Preston - varies in its function and composition of uses, they have in common a falling trend in the proportion of A1 retail units, from 54% in the period 07/08 to an average, across all three District Centres of **48%** in this monitoring period.

The proportion of vacancies in the District Centres tends to be lower than in the town centres, averaging at **11%** in this monitoring period (compared to 8% last year), and often with a quick turn around of vacant units. Preston District Centre has longer-term vacancies, and although these are relatively few in number they tend to be focused in clusters, which is of some concern.

Taking the number of vacant units as one of several proxy indicators of the health of Torbay's 29 Local Centres, this varies greatly, with no vacancies at all in over half (17) of the Local Centres (compared to 16 last year), to proportionally high levels in specific centres, as follows:

Vacancy rate in specific Local Centres

(% given represent the proportion of vacant units as a % of all units in the Local Centre)

| | | |
|----------------------------|----------|-----|
| TORQUAY | | |
| Higher Union Street, Torre | 20 units | 20% |
| PAIGNTON | | |
| Kingsway Avenue | 4 units | 67% |

Whilst Kingsway Avenue has been continuously acknowledged (although vacancy rates have fluctuated) as having proportionally high vacancy levels, vacancy levels within local centres overall have improved this year. Kingsway Avenue is not proposed as a local or neighbourhood centre in the emerging Local Plan.

The performance of town, district and local centres has been taken into account in the emerging Local Plan, where boundaries of some of the town and district centres have been amended. The future role of local centres has been re-assessed in relation to their continued designation as a local centre, whilst other parades of shops have been included as neighbourhood centres. The emerging Local Plan proposes that local centres are re-categorised as local centres (larger ones) and neighbourhood centres, with the deletion of Hawkins Avenue, Shiphay and Kingsway Avenue, Paignton as local centres and the introduction of four new centres (one local and one neighbourhood in Torquay and two neighbourhood centres in Paignton).

Housing

Total dwelling stock in Torbay according to the 2011 Census was **63,966**

Average house price in Torbay in December 2013 was £144,696 (Land Registry).

There was a **net dwelling completion** of **249** dwellings in this monitoring period (Torbay Housing Summary). These dwellings come from the following site classifications;

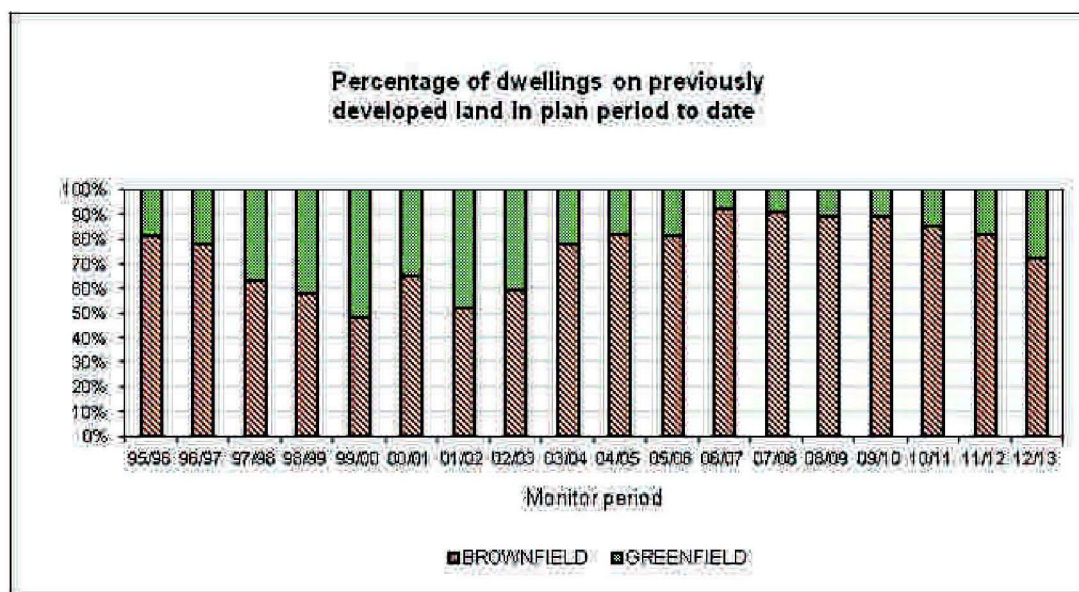
- Large Sites (those over 0.4ha) 121
(of which 96 are Adopted Local Plan Policy H1 sites)
- Redevelopments 41
- Small Sites 30
- Conversions 57

The majority of the housing expected to be delivered in the next 5 year period will come from allocated Local Plan sites (Policy H1 and E1 now considered suitable for mixed use development), along with other non-allocated sites which have received permission and a number of windfalls (please see housing trajectory overleaf).

Over the past few years, Torbay has seen an increase in applications for ‘extra care’ schemes. The Use Class for these has been the subject of some debate. Accommodation where all day to day living facilities are contained within a living unit will be considered as falling within Use Class C3 ‘Dwelling House’.

New and converted dwellings on previously developed land

72% of dwellings were built on previously developed or ‘brownfield’ land in this monitoring period (note this is a net figure). This is a 10% reduction on last year’s figure, as shown in the graph below.



This figure has gradually declined since 2009/2010 due to steady continuation of building on long term greenfield sites such as at Barton (The Willows) Torquay and the removal, in June 2010, of private residential gardens from the definition of previously developed land.

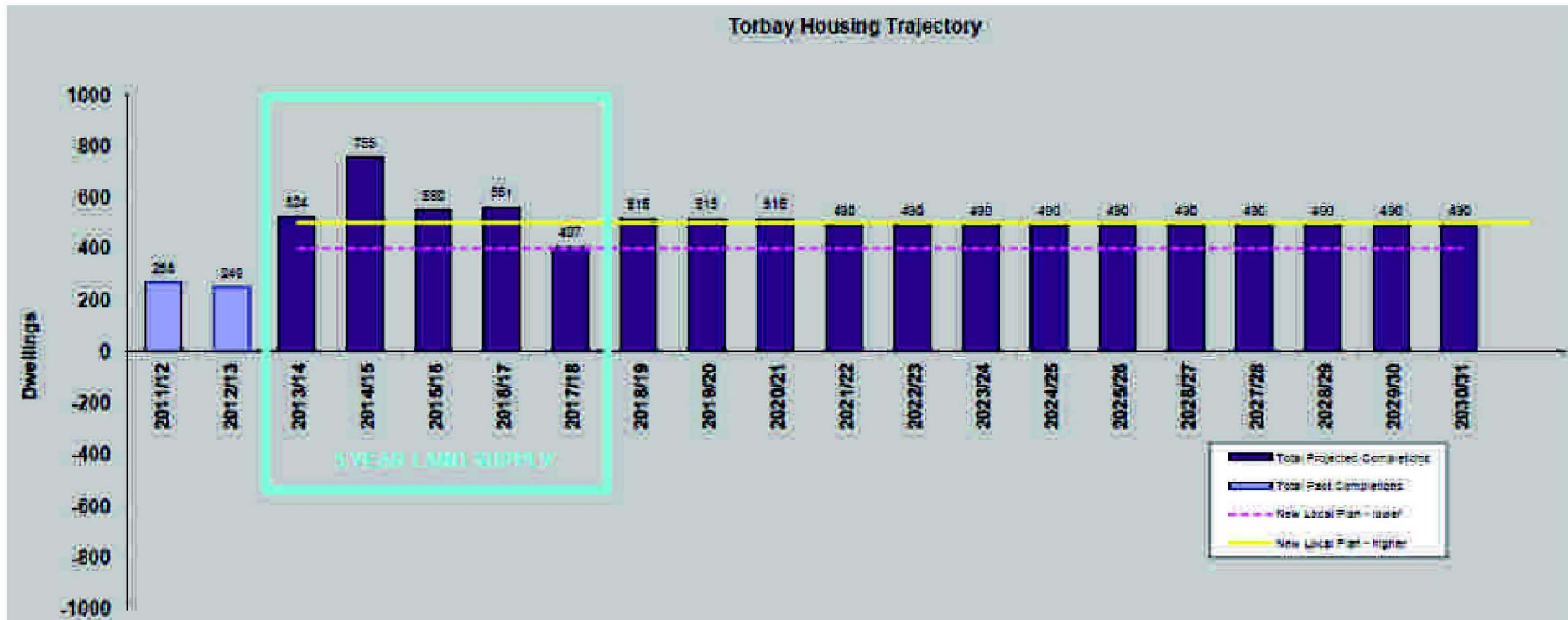
The NPPF no longer provides a target for the re-use of previously developed land, but encourages local authorities to consider setting a locally appropriate target for the re-use of such land (para. 111).

Gross affordable housing completions

37 units (gross) of affordable housing were provided in 2012/2013, of which 15 were social rented housing and 22 were shared ownership units. These were not all additional net gains (as counted in the overall housing figure), as some were off-the-shelf purchases.

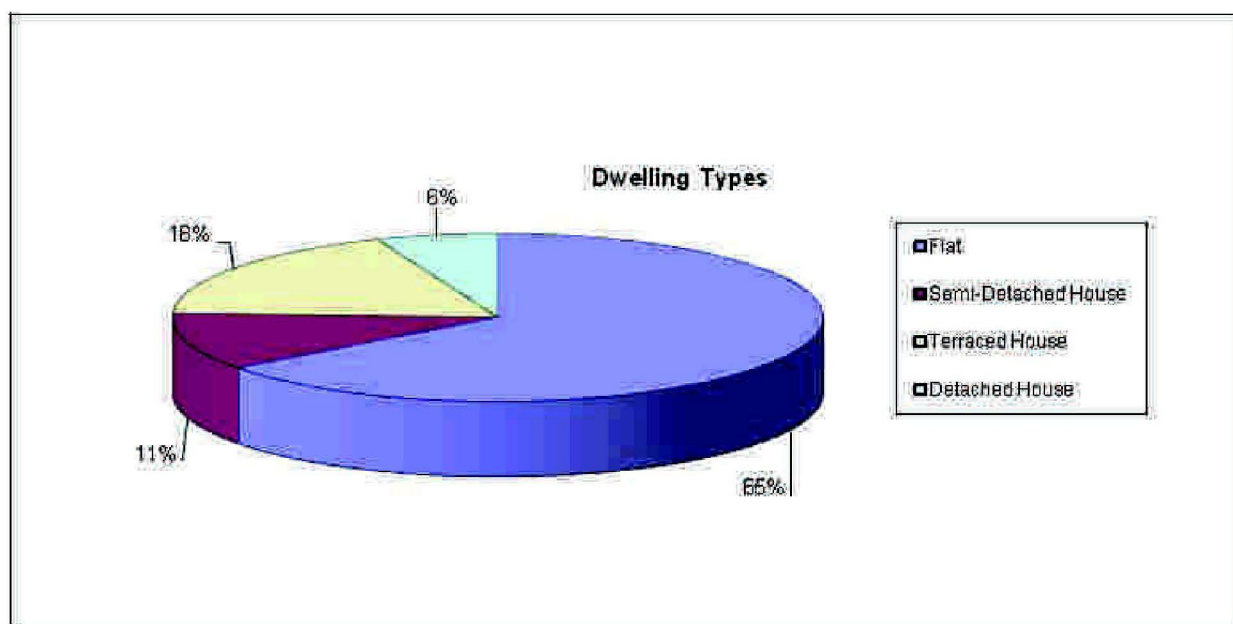
Five Year Land Supply

Torbay has a stock of around 2797 dwellings that are deliverable within the definition of footnote 11 to paragraph 47 of the NPPF. This represents about 5.6 years of supply measured against the 2011 based DCLG Household Projections. The most recent DCLG Household Projections (currently 2011 based Interim Projections, published 2013) is the most relevant measure of Torbay’s objectively assessed need. The projections support a 5 year supply trajectory of around 450-500 dwellings a year.



The five year land supply is a constantly evolving document. The information provided in this trajectory is at a snapshot in April 2013. Further detail in relation to sites can be seen in the five year land supply spreadsheet available on our website at www.torbay.gov.uk/landusemonitoring

Dwelling types



Completions in the 2012/2013 monitoring period were split into the dwelling types as shown above. It should be noted that compared to last year's figures, there has been some fairly substantial changes – the proportion of semi-detached and terraced houses have decreased (from 20% and 27% last year) and the proportion of flats has increased from 41%. This still remains an encouraging variety of dwelling types.

Land Registry data shows a substantial price difference between the average price for a semi-detached and a detached property. Average prices are shown in the table below;

| Month | Detached average | Semi average | Terraced average | Flat average |
|---------------|------------------|--------------|------------------|--------------|
| December 2013 | £250,243 | £147,038 | £124,337 | £103,788 |

Housing density data is collected as part of the annual housing monitoring, and is generally over thirty dwellings per hectare because of the constrained nature of Torbay and the high proportion of brownfield completions. Housing density data continues to be collected for this reason, and to ensure an evidence base for future policy formulation and site allocations. This year's figures are included below;

| Density range | No. completions | Percentage |
|---|-----------------|-------------|
| Less than 30 dwellings per hectare | 67 | 27% |
| Between 30 and 50 dwellings per hectare | 45 | 18% |
| Above 50 dwellings per hectare | 88 | 35% |
| No density stated* | 49 | 20% |
| TOTAL | 249 | 100% |

*At present, densities are not calculated for conversions due to lack of information regarding the number of units in the rest of a building.

Key Recommendations

This AMR and previous AMRs have raised a number of issues that are being addressed in parallel to policy formulation for the emerging Local Plan. Those with a most pressing need to be reviewed as part of this process are as follows:

- **Policy S1 Town centres and S3 Primary Shopping Frontages**

Consider ways effectively to retain retail activity in the town centres, and to ensure an appropriate balance between A1 retail use, and office, leisure and, in some locations, residential uses, in the context of the above policies. Town centre and frontage contraction is proposed in the emerging Local Plan. Continued investment should be sought through specific programmes, including the BID process, with the objective of improving the town centres through redevelopment and refurbishment of existing units. The findings of the Torbay Retail Study and Retail Study Update(s) should inform the revision of the various retail policies and identify new opportunities, focussing on town centre development, as part of the new Local Plan. Work on retail policy and the related Retail Gap Area Analysis has contributed to this work.

- **Policy S10 Local Centres**

The role of Local Centres needs careful consideration given a number of consistent pockets of vacancies in some Centres. Local centres currently vary greatly in size and therefore function. This is addressed in the emerging Local Plan via the introduction of Neighbourhood Centres following a review of Torbay's retail hierarchy.

- **Policy TU6 Principal Holiday Accommodation Areas**

Although an interim review of PHAAs has been undertaken, this has been further reviewed in the preparation of the emerging Local Plan, via the development of Core Tourism Investment Areas, in order to redefine boundaries by:

- a. removing any peripheral areas that have become detached from the rest of the PHAA, in terms of their character and function, (for example, where residential use now predominates); and
- b. protecting the remaining areas as shop-windows of the tourist industry as a focus for investment, using Policy TU6 as the basis.

- **Policy H6 Affordable housing on windfall sites**

The emerging Local Plan lowers the threshold for affordable housing in order to facilitate the delivery of affordable housing on a greater proportion of windfall sites, in order to have a better chance of meeting identified local need. However, this will need to be approached with caution to ensure that a lower threshold does not have an onerous affect on the viability of developing sites, as this could potentially stifle house building in Torbay. The Torbay Housing Viability Study provides further advice on this issue.

Other policies, which have not been included in this AMR, are also being reviewed in preparation for the emerging Local Plans and Neighbourhood Plans. The new Torbay Local Plan 2012 – 2032 is due to be published formally in February 2014 (Proposed Submission Plan) and submitted to the Secretary of State during the summer of 2014. As a consequence, future AMRs will start to focus on performance and delivery of a new planning policy framework.

Project Plan and Work Programme

Aims and objectives

The aim of future AMRs is to continue to monitor progress in preparing and implementing the LDS (consisting of the emerging Local Plan and Neighbourhood Plans) and to report on those issues relevant to the community. The Localism Bill requires monitoring information to be made available online and in council offices as soon as it is available rather than waiting to be published on an annual basis.

The currently anticipated LDS date for the adoption of the new Local Plan, containing strategic policies, is early 2015. This will replace the corresponding policies in the saved Torbay Local Plan. The remaining policies and proposals in the plan will remain in place until such time as the three Neighbourhood Plans are adopted.

Work will commence on the preparation of the Council's annual land use monitor summaries in April 2014, reporting on the financial year 2013/2014. The collection of data for the 'authority's monitoring report' will occur in parallel with this process.

Implications and resourcing

The Strategic Planning Team no longer has an officer with specific responsibility for the monitoring function of the group, as this post was deleted in January 2012 due to budget restrictions. A reduced programme of monitoring work is now undertaken by a Planning Officer, alongside other policy work.

Officers within the team have also had significant involvement in assisting neighbourhood forums in their applications for designation as Forums and Areas and in work towards the preparation of neighbourhood plans. Managing this growing workload with reduced staffing levels has presented significant challenges for the prioritisation of work and deployment of resources.

Summary of the 2013 AMR

The period since the last AMR nevertheless highlights good progress made by the Strategic Planning Team in preparing evidence base studies to assist policy formulation, and drafting of the new Local Plan. At the same time, considerable time has been invested in supporting communities in bringing forward three neighbourhood plans.

The Strategic Planning Team will continue to keep the LDS under review through tracking against the related Detailed Torbay Development Plan Work Programme and the assessment process that forms part of the AMR. The AMR additionally places the monitoring and review process in a wider corporate context. It is designed to be a 'live' document', parts of which may be updated throughout the year, although some of the data referred to will inevitably date back to the previous financial year.

References

- AECOM (2010) Torbay PPS1 Sustainable Energy Assessment
- CLG (2011) English Indices of Deprivation 2010. Available at www.communities.gov.uk
- CLG (2012) National Planning Policy Framework. Available at <http://planningguidance.planningportal.gov.uk/>
- CLG (2013) Draft National Planning Practice Guidance. Available at <http://planningguidance.planningportal.gov.uk/>
- Enderby Associates (2011) Brixham Urban Fringe Landscape Study
- Environment Agency. Available at www.environment-agency.gov.uk
- GVA (2011) Torbay Retail Study Update 2011
- Land Registry (2013) House Price Index. Available at <http://www.landregistry.gov.uk/public/house-prices-and-sales>
- Localism Bill 2010-2011. Available at <http://services.parliament.uk/bills/2010-11/localism.html>
- ODPM (2004) Planning Policy Statement 12: Local Development Frameworks. HMSO, London.
- ODPM (2004) Creating Local Development Frameworks. A Companion Guide to PPS12. HMSO, London.
- Office for National Statistics. Available at www.neighbourhood.statistics.gov.uk
- OFGEM. Available at www.renewablesandchp.ofgem.gov.uk
- ORS (2007) Exeter and Torbay Strategic Housing Market Assessment
- ORS (2011) Exeter and Torbay Strategic Housing Market Assessment: Torbay Update 2011
- PBA (2013) Torbay Strategic Housing Land Availability Assessment
- PBA (2013) Torbay Housing Requirement Study
- SWO (2012) South West Observatory Local Profiles: Torbay. Available at <http://www.swo.org.uk/local-profiles/torbay/>
- The Green Flag Award. Available at www.greenflag.keepbritaintidy.org
- Torbay Coast and Countryside Trust (2011) Torbay Green Infrastructure Delivery Plan
- Torbay Council (2004) Adopted Torbay Local Plan (1995-2011)
- Torbay Council (2012) Torbay Housing Land Monitor Summary 2013
- Torbay Council (2011) Torbay Local Transport Plan 2011-2026 (LTP 3)
- Torbay Council (2012) Torbay Retail Summary 2013
- Torbay Council (2010) Revised Guidance on the interpretation of Policies TU6 and TU7 of the Adopted Torbay Local Plan
- Torbay Development Agency (2010) Turning the Tide for Tourism in Torbay 2010-2015
- Torbay Development Agency (2013) Torbay Economic Strategy 2010-2015

Glossary

| | |
|------|--------------------------------------|
| AMR | Authority Monitoring Report |
| ASHE | Annual Survey of Hours and Earnings |
| ATLP | Adopted Torbay Local Plan |
| BAP | Biodiversity Action Plan |
| BID | Business Improvement District |
| CLG | Communities and Local Government |
| CTIA | Core Tourism Investment Area |
| DPD | Development Plan Document |
| FIT | Feed-in-tariff |
| LDD | Local Development Document |
| LDF | Local Development Framework |
| LDS | Local Development Scheme |
| LTP3 | Torbay Local Transport Plan 3 |
| NPPF | National Planning Policy Framework |
| NPPG | National Planning Policy Guidance |
| ODPM | Office of the Deputy Prime Minister |
| ONS | Office for National Statistics |
| PHAA | Principal Holiday Accommodation Area |
| SA | Sustainability Appraisal |
| SCI | Statement of Community Involvement |
| SPD | Supplementary Planning Document |