

# Core Strategy

Development Plan Document



## Regulation 25 Consultation

Vision, objectives and options  
for growth in Torbay



LDD2

September  
2009



### **Purpose of this Document**

The **Core Strategy** is the focus of the Torbay Local Development Framework (LDF). This is an early stage of the strategy's preparation, which consults on options about how Torbay could grow over the next 15 - 20 years.

This document has been compiled for consultation purposes and your comments are welcome (please see details below to comment or view the report in different formats).

We will carefully consider responses and prepare a revised draft setting out a "preferred option" for public consultation in Spring 2010.

### **We want your views!**

The Strategic Planning Group welcomes feedback on this document.

If you wish to comment on this Draft Plan please use the contact details below.

The consultation period extends from Monday 14 September to Friday 23 October 2009.

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**For further information regarding this document or to request an alternative format or language please contact the Strategic Planning Group Tel: 01803 208804 or e-mail [ldf@torbay.gov.uk](mailto:ldf@torbay.gov.uk)**

Reference copies of this Draft Plan and related documents and leaflets are available at the Council's Libraries, Connections Offices and at Roebuck House, Torquay.

This Draft Plan and related documents can also be accessed via the Internet:  
<http://www.torbay.gov.uk/ldf>

### **Key Terms and Abbreviations**

Department for Communities and Local Government (DCLG)  
Development Plan Document (DPD)  
Local Development Framework (LDF)  
Local Development Scheme (LDS)  
Local Development Document (LDD)  
Planning Policy Statement (PPS)  
Regional Spatial Strategy (RSS)  
Section 106 Agreement (s106)  
Statement of Community Involvement (SCI)  
Strategic Housing Land Availability Assessment (SHLAA)  
Strategic Housing Market Assessment (SHMA)  
Supplementary Planning Document (SPD)  
Sustainability Appraisal (SA)  
Torquay Harbour Area Action Plan (THAAP)

Core Strategy Vision, Objectives and Options for Growth in Torbay	
1. What this document is all about	2
2. A spatial planning vision for a 'New Torbay'	8
3. The Strategic Objectives needed to help to deliver 'A New Torbay'.	16
4. Ways in which Torbay could grow in the future?	24
5. Option 1: Constrained Approach	34
6. Option 2: Urban Focus and Limited Greenfield Development Approach	40
7. Greenfield Approaches	46
8. Option 3A: Greenfield Approach - Mixed Greenfield Approach	48
9. Option 3B: Greenfield Approach - Single Urban Extension	54

# Contents

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10. Option 3C: Greenfield Approach - Northern Torbay Approach	60
11. Conclusions	66
Appendix	
Possible Housing Sites identified in SHLAA	ii

# 1 What this document is all about

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# 1 What this document is all about

## Introduction

**1.1** The Core Strategy is a new plan for Torbay that forms the focus of the Torbay Local Development Framework (LDF). The LDF is a collection of documents dealing with different aspects of planning in Torbay, as illustrated in the diagram on the back of this document, and covers the period 2006 – 2026. It aims to regenerate Torbay and increase economic prosperity. These have been identified as the most important priorities for the area in the Torbay Community Plan 'Turning the Tide for Torbay' and the "New English Riviera" Mayor's Vision.

**1.2** The Core Strategy includes matters that relate not only to the use of land but also to other things such as funding and infrastructure (roads, schools, water supply etc). This is defined as a "spatial planning system". It is wider reaching than a "land use planning system" which is only concerned with matters that are dealt with through planning applications.

**1.3** This is the first stage in preparation of the 'Regulation 25 Draft Core Strategy'. It sets out for consultation the Council's spatial planning vision for what Torbay should be like in 20 years time and the objectives to help deliver this. These form the starting point for the Council's approach to future planning. It then puts forward different approaches in which future growth could be provided to meet the aims of the Community Plan and the planning vision within Torbay. As noted this is what the area should be like in its wider sense: it is a "spatial vision".

**1.4** The Council believes that it is important to give the community the chance to be involved and influence the plan-making process for the Core Strategy at an early stage, in advance of publishing and consulting on the full version of the Core Strategy. Torbay Council's commitment to community engagement

and participation in the plan-making process is set out in the adopted Statement of Community Involvement.

## Where can I find out more about it?

**1.5** There is more information on the Local Development Framework at [www.torbay.gov.uk/ldf](http://www.torbay.gov.uk/ldf) . An interactive version of the Growth Options consultation document is available from this web page.

**1.6** To become involved in the Local Development Framework process, you can register your details by phoning us on 01803 208804 or emailing us at [ldf@torbay.gov.uk](mailto:ldf@torbay.gov.uk) . You can also write to us at: Core Strategy, Strategic Planning Group, Environment, Torbay Council, Floor 3 Roebuck House, Abbey Road, Torquay, TQ2 5TF

**1.7** The Growth Options Consultation is published for consultation between 14th September 2009 and 16th October 2009. Following this, a compiled draft Core Strategy will be prepared for public consultation in Spring 2010.

## Threats and Challenges

**1.8** The Mayor's Vision and Community Plan have each identified economic prosperity as their central theme. This is likely to provide the best context to allow Torbay to face the challenges that may be speculated to lie ahead.

**1.9** The Core Strategy and its Spatial Planning vision must, in addition to considering existing plans and visions, be able to react to the challenges facing Torbay over next 20 years. Foremost amongst these is the impact of Climate Change. This could increase tourism to the area as equatorial areas become hotter. It could therefore help the Mayor's Vision aspiration for Torbay to become a higher profile tourism area. However,



# 1 What this document is all about

climate change could also increase flooding and result in increasingly chaotic and extreme weather patterns. Torbay's isolation could increase if national road and rail networks are endangered by climate change.

**1.10** Fossil fuels will become increasingly unsustainable due to their environmental impact, the rising price of oil and fuel security. There will be greater demand for renewable energy and the use of land and buildings for solar or wind generation.

**1.11** There may be increased demand for public transport and a premium on accessibly located development. Conversely roads could become increasingly congested if alternatives to petrol become widely available.

**1.12** Clean water and food will increasingly become commodities that cannot be taken for granted. The protection of the best agricultural land and conservation of water will become far more important, especially as petro-chemical fertilizers become more expensive. There is likely to be greater demand for locally produced food and allotments within urban areas.

**1.13** Population is projected to rise in Torbay. The latest ONS Projections (2004 based, revised 2009) indicate that there could be an extra 20,000 households in Torbay by 2026. This will take the total number of households to 81,000 by 2026. By 2029, it is projected that there will be 84,000 households in Torbay.

**1.14** Nationally, the main cause of increasing household numbers is population increase. However the situation appears to be slightly different in Torbay, where about half of the increase in household numbers is likely to arise from people moving into the area. Smaller household sizes from an ageing

population and increasing divorce rate account for the other half. Household growth puts pressure on the existing housing stock, which is already inadequate in terms of its quality and quantity. The need to ensure that every one in Torbay has the opportunity of a decent home will become increasingly difficult to achieve.

**1.15** Household size is likely to fall due to the increasingly fragmented nature of society and the ageing population. In 20 years time it is estimated that 18% of households nationally will contain only one person, compared to 13% in 2009. This has social implications.

**1.16** The area's health care services will need to cope with the huge implications of the ageing population and other health risks that may arise in the next 20 years.

**1.17** We don't know yet what the fallout from the current recession will be. The global crisis in November 2008 points to a longer term shift in the economy rather than a cyclical recession. At the most optimistic, it puts doubt on the achievability of the government target growth rates (of 2.8-3.2% Gross Value Added (GVA) growth) for the next few years.

**1.18** Town centres already suffering from a decline in numbers of retailers due to bankruptcies could be increasingly undermined by internet shopping and the continued growth of out of town shopping. This will be more evident in smaller centres, as larger retailers favour stronger more profitable City Centre locations. The decline of town centres will hit the poorest hardest, as people that can afford to abandon them do so. In order to adapt to these changes, there will need to be more concentrated town centres, focussing on a wider range of activities.

# 1 What this document is all about

**1.19** The oversupply of flats in the early part of this decade also means that this sector will take longer to recover, and will make apartment-led town centre regeneration schemes less viable, so that other ways of regenerating urban areas will need to be identified.

**1.20** Torbay's economy is already very weak. GVA - a measure of local wealth - is less than two thirds the national average and average earnings are about three quarters of national earnings. There is a danger that if Torbay continues as a fading Victorian resort it could lose its economic function and its decline into deprivation could accelerate.

## **Regional Planning: South West Regional Spatial Strategy**

**1.21** When it is approved and issued, the South West Regional Spatial Strategy (RSS) will form part of the development plan that has legal weight in making planning decisions. The Local Development Framework must be in "general conformity" with the RSS. The South West Regional Spatial Strategy was expected to be issued in June 2009, but its approval has been delayed due to legal issues. Planning Policy Statement 3 "Housing" (November 2006) indicates that local development documents should be

based on the level of housing provision set out in Regional Spatial Strategy. Where RSS is still in development, "local planning authorities should have regard to the level of housing provision as proposed in the relevant emerging Regional Spatial Strategy" (paragraph 53).

**1.22** Torbay Council has consistently supported a growth rate of 10,000 dwellings, which was proposed in the Draft Regional Spatial Strategy (2006) and derived from the Torbay and South Devon Joint Sub Regional Study (2005). However, the Proposed Changes version of the emerging Regional Spatial Strategy requires Torbay to provide at least 15,000 dwellings by 2026 Strategy. In accordance with PPS3, this consultation looks at the options for delivering 15,000 new homes by 2026. Note that there is no disagreement between the Government and Council about the Proposed Changes requirement for 10,100 new jobs to be created during the Plan period.

**1.23** The RSS Proposed Changes document currently sets out a range of policies for the whole of the South West as well as a specific policy, HMA5, which sets out growth and regeneration requirements for Torbay (set out below). Details may change in the final approved RSS.

### **South West Regional Spatial Strategy**

South West Regional Spatial Strategy, Policy HMA5: TorbayHMA

Provision should be made within the Torbay HMA for:

growth of about 10,100 jobs

growth of at least 15,000 homes, distributed between the local authorities as: Torbay 15,000.

### **Torbay SSCT**

# 1 What this document is all about

Torbay will regenerate its roles as a tourism, employment and service centre, tackling concentrations of multiple deprivation, by providing for: tourism development in Torquay, Paignton and Brixham; and enhancement of Torquay, Paignton and Brixham town centres for retail and other services land and premises to support diversification of the economic re-use of previously developed land and buildings.

Provision for sustainable housing growth will comprise:

7,200 new homes within the existing urban area of Torbay (Torbay)

7,800 new homes at Area of Search 5A to the west of Torbay (Torbay)

Provision for about 11,700 jobs should be made in the Torquay and Paignton/Totnes TTWAs (of which about 10,100 should be in the Torbay HMA) over the plan period, together including the provision of about 29 ha of employment land.

## **Transport outcomes**

Action should be taken to improve movement and accessibility for all on the corridor between Brixham and Newton Abbot. This should comprise:

demand management measures

sustainable travel measures; and

if necessary targeted new infrastructure investment to unlock pinch points”.

# 1 What this document is all about

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## 2 A spatial planning vision for a 'New Torbay'

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## 2 A spatial planning vision for a 'New Torbay'

### The Current Visions

**2.1** There are three key visions which have set out a commitment to deliver a much improved and more prosperous Torbay for the future. The **Community Plan** rests at the heart of each one and acts as a golden thread through which the aspirations of the community are being delivered. This will be interpreted in spatial planning terms through the Core Strategy and will weave through the other Local Development Documents of the LDF.

**2.2** A key objective of the planning system is to deliver the Community Plan's objectives.

**2.3** We have sought to embed the **Torbay Community Plan 2007+ 'Turning the Tide for Torbay'** right at the heart of the Torbay LDF and the emerging Torbay Core Strategy. The Core Strategy's spatial planning Vision also takes account of other existing strategies including **The New English Riviera Mayor's Vision** and **Torbay Council's Corporate Plan**.

**2.4** It is clear from the visions in these documents that significant change is desired and anticipated for the Bay.

### Torbay Community Plan 2007+

**2.5** In 2007, the Torbay Strategic Partnership adopted the current Community Plan 2007+ 'Turning the Tide for Torbay.' This new plan built upon the previous Community Plan 'Teaming up for Torbay's Future,' distilling its 8 key themes as 4 aspirations for the future (see Figure 1 below).

**2.6** The aim of the Community Plan is to unlock Torbay's potential and drive forward its economic prosperity to ensure prosperous communities with a higher quality of life and improved access to jobs. 'Turning the Tide' is directed by the four

key themes, namely Pride in the Bay, Stronger Communities, Learning and Skills for the Future, the New Economy and underpinning it all, Economic Prosperity. Brought together, the Plan focuses on *community prosperity* for all the people of the Bay.

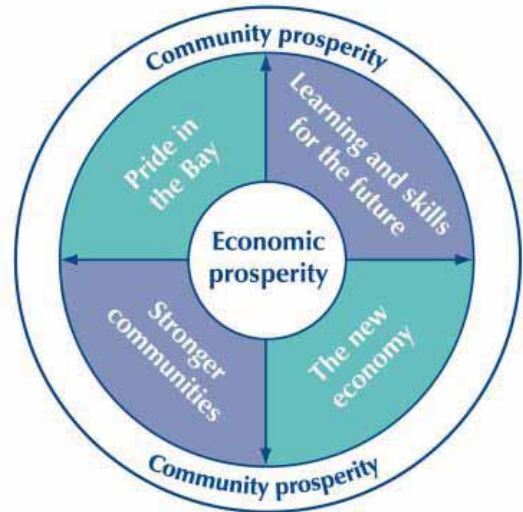


Figure 1 Community Plan Themes

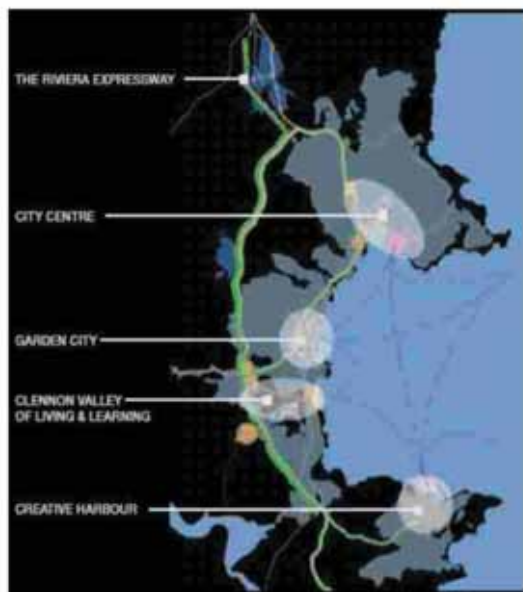
### The New English Riviera 'The Mayor's Vision for a Future Torbay'

**2.7** The New English Riviera 'The Mayor's Vision for a Future Torbay' was commissioned shortly after Torbay was awarded Growth Point Status in 2006. The aim of this project was to drive forward economic prosperity based upon the four key themes of the Community Plan (see paragraph above). The project Vision is that Torbay develops to become: *'The New English Riviera, one of the most Beautiful Seafront Cities in Europe'*

**2.8** It seeks to promote a City model for Torbay, which maintains and protects the separate identity of each of the three towns but with a City alliance acting as a whole. The three towns would each take on a different role; with Torquay becoming

## 2 A spatial planning vision for a 'New Torbay'

a City Centre, with Paignton becoming a Garden City and Brixham seen as a Creative Harbour. The new Bay would support a good lifestyle, with residents living and working by the sea, in a wonderful green environment, with easy access to the open countryside.



**Figure 2 The New English Riviera Mayor's Vision for Torbay**

**2.9** The Mayor's Vision is accompanied by an Action Framework Plan that identifies 19 sites (now increased to 22) which have the scope for major mixed use regeneration schemes. These would give a huge boost to regenerating Torbay. The Action Framework is a companion document to the Local Development Framework in setting out a master plan for improving the quality and commercial value of town centres and waterfront areas.

**2.10** The Action Framework Plan identifies the following key projects:

Torquay Town Centre Development Cluster:

1. Torquay Central Station Gateway
2. Brunswick Square Car Park
3. Castle Circus Civic Hub
4. Union Street Retail

Torquay Harbour Development Cluster:

5. Torquay Harbourside (Terrace) car park and the site of the former Royal Garage, Torwood Street
6. Princess and Royal Terrace Gardens, Pavilion, Pavilion car park, Cary Green, the Strand

Paignton Town Centre Development Cluster:

7. Victoria Parade,
8. Crossways Shopping centre, multi storey car park and land off Dendy Road
9. Station Lane
10. Victoria shopping centre and multi storey car park, Paignton

Waterfront and Harbour Development Cluster:

11. Paignton Green Coastal Park
12. Paignton Harbour fish works and multi storey car park

Clennon Valley Development Cluster:

13. Quaywest/ Goodrington re-development
14. Clennon Valley Health and sports facilities

Brixham Town Centre Development Cluster:

15. Brixham Town Centre mixed use and creative industries hub

Brixham Waterfront and Harbour Development Cluster:

16. Fish Market
17. Freshwater and Oxen Cove Development
18. Brixham Northern Arm
19. Breakwater Hard Development

## 2 A spatial planning vision for a 'New Torbay'

Key Infrastructure Projects:  
South Devon Link Road

### Torbay Council's Corporate Plan 2008+

**2.11** The Council's corporate vision is for "A cleaner, safer, prosperous Bay." Published in 2008, the Council's Corporate Plan set out the Council's commitment to delivering services and meeting the needs of the residents of the Bay. It also interweaves the 4 key themes of the Community Plan, establishing the Council's commitment to delivering the aims of the Community Plan. The new Spatial Planning approach of the LDF is a key way in which the Council's Corporate Plan can deliver the aims of the Community Plan.

### Other Plans and Visions

**2.12** In drawing together existing visions and plans for the future of Torbay a number of other important documents have been reviewed and built upon including the Saved Adopted Torbay Local Plan 1995-2011, and the Saved Devon Structure Plan 2001-2016 The Torquay Harbour Area Action Plan (THAAP) is being prepared as part of the Local Development Framework and sets out detailed regeneration proposals in this area.

**2.13** The **Strategic Flood Risk Assessment (forthcoming)** will set out areas at risk of flooding and measures needed to alleviate problems. It will provide a local framework for the implementation of the requirements of Planning Policy Statement 25: Development and Flood Risk. In particular PPS25 requires development in zones at risk of flooding to comply with a sequential test and exceptions test. Significant areas of Paignton town centre and some of Torquay are within Area 3 Flood Zones, which will limit the capacity for development in these areas.

### The Core Strategy Spatial Planning Vision

**2.14** The Spatial Planning Vision for Torbay is required by the Government to be 'locally distinctive' and sits at the very heart of the Core Strategy and the Local Development Framework. It sets out the way in which Torbay will develop into the type of place we want it to be in 2026 and beyond. From this Vision, the Core Strategy objectives and growth options will flow.

**2.15** A draft Spatial Planning Vision is set out below:

#### Draft Spatial Planning Vision For The Core Strategy

***The New English Riviera will become one of the most beautiful seafront cities in Europe, providing a high quality of life, an outstanding natural and built environment, and a thriving economy. This will support both the delivery of balanced, prosperous and distinctive communities for all residents in the Bay and a successful 21<sup>st</sup> century tourist destination of choice.***

***Torbay will play a vital part of a prosperous South Devon. Alongside the cities of Plymouth and Exeter, Torbay in its new City role will provide a complementary urban focus to the primarily rural South Devon, with its own unique offer, services and attractions capable of meeting the needs of Torbay and those of the sub-region.***



## 2 A spatial planning vision for a 'New Torbay'

### Expanding the Vision: what Torbay will look like in 2026

#### A Future Torbay....

**2.16** In 2026 Torbay will be a bustling Seafront City with strong links both to its surrounding outstanding natural environment and its beautiful waterfront setting. There will be a real pride in the Bay founded on the increased quality of life of residents, who are able to take advantage of the more attractive, prosperous, safe, accessible, and sustainable place that the Bay has become. The three towns are each known for their unique character and strong sense of community, whilst being part of a greater Torbay.

**2.17** Recent developments have helped to regenerate the Bay in a visually distinctive way that is in harmony with Torbay's heritage. They build on the historic streetscape with modern styles and energy efficient and water efficient building methods, complementing the stunning Seafront City urban vistas and making a positive addition to the Bay's urban form and seascape. Torbay has strong links to the surrounding sub region and is seen in parallel with the other cities of Exeter and Plymouth, providing a hub for commercial activity, retail provision, services and facilities in South Devon. The wider external economies of scale with Teignbridge, South Hams, Exeter and Plymouth have been fully realised so that the whole area's prospects are more than the sum of its parts.

**2.18** The revitalised traditional industries of fishing and tourism have been complemented by a wide range of new businesses with a focus on new technologies and cultural industries, which provide new high quality and high tech jobs.

**2.19** The new skilled, professional and vocational employment opportunities are being readily taken up by the next generation of residents who have grown up in the Bay. Having gained a sound education in prestigious centres of learning that foster a desire to raise aspirations, this new workforce now aspires to remain in the Bay to work. New generations have the opportunity to grow up in a highly desirable environment, knowing local opportunities are at least equal to those of larger cities but with the benefit of an accessible natural setting with great recreational facilities, which few other cities can offer.

**2.20** Housing provision within the Bay has become more balanced and inclusive. The existing housing stock has been comprehensively updated to make it energy and water efficient. It has been complemented by a range of new developments of varying size, type and tenure, including a significant proportion of affordable and key worker dwellings. This has led to a large proportion of residents being able to meet their housing needs locally. The provision of mixed tenures and types of housing has created more balanced communities that are reaping the reward of good planning over the last 20 years.

**2.21** Community facilities, play spaces and local services are a central part of new developments, creating and fostering a true sense of community.

**2.22** Torbay has built up a reputation as a welcoming, diverse and inclusive modern resort that appeals to all, and provides world class sustainable facilities. Tourism remains a vital part of Torbay life and its economy. The Bay still retains its role as the premier long stay resort in Britain. The tourism offer has extended dramatically with the traditional bucket and spade visitors now joined by a large number of short-stay visitors exploring the

## 2 A spatial planning vision for a 'New Torbay'

three distinct towns to enjoy the contrasting cultural offers they provide. The Bay's designation as a Geopark has increased the number of tourists exploring and taking advantage of the unique landscape and geological features as well as its wealth of heritage. It can clearly be seen that Torbay has something for every one and is truly an all encompassing tourist destination which serves as a spring board for sustainable tourism in the whole of South Devon.

**2.23** Torbay offers a wide range of modern health facilities, which are able to meet the needs of the growing more youthful population. It is also renowned as a national centre of excellence in healthcare provision that ensures the large numbers of active elderly people residing in the Bay enjoy an excellent quality of life.

**2.24** Torbay still retains the strong relationship between its urban areas and its unique natural setting, which creates a highly desirable setting and provides breathtaking panoramic views. The landscape is not just of intrinsic value but maintains a healthy level of biodiversity including numerous protected species such as the cirl bunting. The surrounding ridge line and wooded valleys that intersect the settlements have become recognised as both important strategic landscape features and recreational resources in their own right.

**2.25** Torbay has quick and easy transport links as a result of the opening of the South Devon Link Road and a frequent (half-hourly) railway service to and from Exeter. It is considerably easier to get to and move around within Torbay without the need for a car, which will no longer be the first choice of transport type for the majority of trips in Torbay. All three towns will be linked by an integrated public transport system of accessible public transport and regular high speed

ferry links across the Bay. The introduction of Real Time bus information and a modernised high quality bus and railway infrastructure have ensured that access to transport is not a hindrance to employment, education, leisure or healthy living. The redevelopment of key bus and rail interchanges at Torre, Torquay and Paignton has integrated sustainable transport at the heart of World Class regeneration initiatives promoted by the Mayor's Vision.

**2.26** Torbay's transport network is in good condition and protected from the long term effects of global warming. The road network has been substantially improved following the implementation of schemes at Preston, and along the Western Corridor which have eliminated bottlenecks and reduced congestion and pollution, whilst providing additional capacity to accommodate growth. Vehicles operating in Torbay will employ clean fuel technologies and casualties resulting from road accidents will be minimised.

## 2 A spatial planning vision for a 'New Torbay'

### A Future Torquay...

**2.27** Torquay has made great progress towards fulfilling its role as the principal urban area of the Bay, taking on the City Centre mantle in the new City Alliance and benefiting from its state-of-the-art Civic Hub.

**2.28** The town's strong urban landscape is balanced by its close relationship to the surrounding natural environment that is evident along the ridge of the valleys which surround and interact with it. The regenerated harbour area and waterfront creates a strong focus for leisure and recreation for residents and tourists alike. The harbour blends seamlessly with the town centre which has been transformed into a high quality retail destination. The town centre provides a mix of traditional and modern retail facilities, goods and services. A range of attractive new mixed use developments have recovered Torquay's role as a niche high quality shopping and leisure destination. Torquay has become THE place to visit. This change has created a strong shopping destination, enabling the town to compete well with Exeter and Plymouth.

### A Future Paignton...

**2.29** Paignton town centre has seen substantial change that has made it into a beautiful Garden City in which to live, work and play. The information hub and major mixed use regeneration of the town centre bus and train stations have acted as a catalyst for change in the town. The redevelopment of the former Crossways Shopping Centre has created a new hotel and niche retail destination, helping to make the town centre a busy and vibrant place, popular with residents and tourists alike. The improved green space and parks which encircle the town centre and close proximity to the sea front have helped deliver resurgence in the tourism industry, which has rediscovered modern

Paignton yet retained the Victorian charm of the English Riviera. The availability of all the modern community facilities people now require makes the town a popular residential area with a relaxed seaside feel. The Yalberton Park and Long Road Business Park employment sites have created a strong business heart which has close links to the SouthDevonCollege, creating an industrial and educational hub for the Bay.

**2.30** The danger of flooding from sea level rise has been successfully alleviated by a comprehensive range of measures including the creation of flood defences and the incorporation of sustainable drainage measures. It has required difficult decisions about avoiding flood vulnerable uses in areas prone to flooding, but these have been squarely faced and allowed Paignton to continue as an important Garden City settlement in the New English Riviera.

### A Future Brixham...

**2.31** Brixham is a flourishing seaside fishing town and Creative Harbour with a strong sense of community. It has developed into an important centre of culture and local arts and attracts world class talents. The extended fish market and improved harbour area have seen the traditional fishing industry adapt successfully to changing circumstances, while also delivering an attractive seafront popular with tourists who enjoy local produce and the bustle of the town and working harbour.

**2.32** The statue of William of Orange stands amidst a regenerated and rejuvenated Creative Harbour as a reminder of Torbay's historic importance, and a metaphor for peaceful and glorious revolution.

## 2 A spatial planning vision for a 'New Torbay'

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**2.33** The old town centre multi storey car park is now a distant memory - the mixed use urban hub that replaced it is now a key part of the town, adding a more urban feel and improved retail offer to the town centre. The recently completed Breakwater and waterfront regeneration have added a real cosmopolitan feel to Brixham with a mix of homes and offices with cafes and restaurants spanning the new promenade. The additions to the urban form of the town have created a distinctive new element to the traditional streetscape yet still respect the quintessential charm of Brixham. The town centre is compact and defined but has easy access to the surrounding internationally important nature conservation site extending from Berry Head to Sharkham. This resource, combined with the surrounding Area of Outstanding Natural Beauty, forms a stunning setting for a new generation of world class holiday park accommodation and a recreational resource for residents and visitors alike.

### 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

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## 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

### Strategic Objectives

**3.1** The Strategic Objectives are shown below in relation to the four themes in the Community Plan. They describe what is

needed to deliver the aspirations of both the Community Plan and the Mayor's Vision in spatial terms, to help regenerate Torbay and to achieve economic prosperity.

### Torbay Community Plan Theme: Pride in the Bay

#### Strategic Objective SO 1

##### IMPROVING COMMUNITIES

To create safe, healthy, accessible and distinctive places, suitable for the use and enjoyment of all sectors of the local community and tourists alike.

#### Strategic Objective SO 2

##### DELIVERING SUSTAINABLE DESIGN AND CONSTRUCTION

To support development that contributes to the high quality management of Torbay's sensitive environment through minimising pollution, requiring the conservation of energy and natural resources, including reducing the Bay's carbon footprint, minimising the use of natural resources and managing the flood risk to new and existing development.

#### Strategic Objective SO 3

##### PROMOTING HIGH QUALITY DESIGN

Promoting excellent design and the use of high quality sustainable, locally distinctive and locally sourced materials. To develop innovative design solutions, which respect the Bay's design heritage, conserving and enhancing the best existing buildings and open spaces, in order to create an excellent public realm and positively contribute to the area's urban form.

## 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

### Strategic Objective SO 4

#### CONSERVATION OF THE ENVIRONMENT

To ensure that the high quality and diversity of Torbay's urban, rural and marine environment and historic assets are conserved and enhanced, taking care to preserve Nationally and Internationally important designations as well as locally significant sites, and ensuring the protection of wildlife, biodiversity and important wildlife corridors for the benefit of existing and future generations.

### Strategic Objective SO 5

#### PROTECTION AND ENHANCEMENT OF THE LANDSCAPE

To conserve and enhance the urban, rural and coastal landscapes which give Torbay its unique setting, protecting important and historic landscapes from unnecessary and inappropriate development, whilst enhancing and sustaining the role of the green infrastructure network as a recreational, habitat and food resource for the community.

### Strategic Objective SO 6

#### WASTE MINIMISATION

To minimise the generation of waste in Torbay by implementing the waste hierarchy of reducing, reuse and recycling wherever possible, including the minimisation of construction waste; to encourage the provision of a network of suitable, appropriate and convenient reuse and recycling facilities for all the community that seeks to reduce the generation of waste.

### Strategic Objective SO 7

#### SUSTAINABLE USE OF MINERAL RESOURCES

To manage the use of Torbay's mineral resources in a sustainable manner, including preservation of area's of geological importance, improving awareness of Torbay's geological heritage, reusing and where appropriate, restoring sites used for mineral workings; to minimise the need for mineral extraction including encouraging the reuse of building materials.

### 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

#### Torbay Community Plan Theme: Learning and Skills for the future

##### Strategic Objective SO 8

###### DEVELOPING EDUCATION AND LIFELONG LEARNING

To set a spatial planning framework that supports the development of education and life-long learning facilities, to enable everyone to raise their aspirations through personal development, positively planning for expansion of existing educational establishments and new educational provision where required in response to population growth and increased housing provision, including the safeguarding of key sites as appropriate to support future long term growth requirements.

##### Strategic Objective SO 9

###### ENHANCEMENT OF FURTHER AND HIGHER EDUCATION FACILITIES

Support the enhancement and expansion of the South Devon College and introduction of higher education establishments to improve the quality of facilities and range of education opportunities available for residents of Torbay.

##### Strategic Objective SO 10

###### FOSTERING LINKS BETWEEN EDUCATION AND BUSINESS

To foster the links between local business and educational facilities, through supporting linked facilities and the clustering of educational facilities and related business premises, to enable the development of education, training and employment prospects for the residents of the Bay, and to increase educational attainment, strengthen the economy and support the retention of skilled, professional and vocational qualified workers within Torbay.

#### Torbay Community Plan Theme: The New Economy

##### Strategic Objective SO 11

###### IMPROVING ECONOMIC PROSPERITY

To establish a spatial planning framework which broadens the economic base of Torbay by developing economic prosperity and improving employment prospects, thereby developing a balanced local economy that promotes economic diversification and supports existing and traditional industries and business.



### Strategic Objective SO 12

#### **PROVIDING EVERYONE WITH THE OPPORTUNITY OF A DECENT JOB**

To provide sufficient and varied employment to give everyone the opportunity of a decent job; including the provision of ample opportunities for graduates and further education leavers. Use planning powers to create a conducive atmosphere where business can flourish, whilst also safeguarding significant employment land and using other spatial planning powers to maintain an adequate supply of viable employment land.

### Strategic Objective SO 13

#### **PROMOTING HIGH QUALITY TOURISM**

To support the modernisation and enhancement of the tourist industry, through the upgrading and provision of new accommodation and facilities. To allow a managed reduction in the supply of poorly located accommodation, in order to achieve an overall modernisation and enhancement of the Torbay's tourism offer. To sustain an essential tourism infrastructure base, including the provision of modern accommodation and facilities, and ensure protection of key tourism shop window areas from change to inappropriate uses, in order to conserve the future of the tourism industry.

### Strategic Objective SO 14

#### **STRENGTHENING RETAIL FACILITIES IN THE TOWN CENTRE**

To enhance the three town centres as the primary retail centres and commercial focal points within Torbay, developing Torquay's role as a city centre shopping destination in the sub-region and to support and strengthen the town centres of Paignton and Brixham, as well as the district and local centres, through appropriate new development and the provision of a range of services while preserving their primary retail role to help meet people's needs locally. Resisting inappropriate out of centre retailing which would harm the vitality and viability of town centres or jeopardise regeneration proposals particularly those promoted through the Mayor's Vision.

### 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

#### Strategic Objective SO 15

##### **A SAFE AND SUSTAINABLE TRANSPORT SYSTEM**

To secure a safe and integrated transport system, which delivers a modal shift away from the private car towards walking, cycling and public transport (including buses, trains and fast ferries), in order to encourage the safe, sustainable and convenient movement of people and goods throughout the Bay and to improve the connectivity of Torbay with the sub region and national transport networks.

#### Strategic Objective SO 16

##### **IMPROVED ACCESSIBILITY**

To achieve a pattern of development that provides a good range of facilities close to where people live and work and thereby minimises the need to travel, and to improve accessibility for all sectors of the community and visitors in Torbay, to goods, services and employment, particularly in the town centres and other focal points.

#### Strategic Objective SO 17

##### **PROVISION OF SATISFACTORY TRANSPORTATION INFRASTRUCTURE**

To ensure the provision of a suitable and sustainable infrastructure to serve the development needs of Torbay, supporting new investment in strategic public transport infrastructure, including Intelligent Transport Systems. Together with the Local Transport Plan, to maintain and improve the existing transport infrastructure of the network. To provide the maximum integration, accessibility and efficiency of use whilst reducing congestion, accidents and environmental impact.

#### Strategic Objective SO 18

##### **PROVISION OF INFRASTRUCTURE NEEDED TO SUPPORT SUSTAINABLE ECONOMIC DEVELOPMENT**

To ensure the provision of a suitable and sustainable range of physical and community infrastructure necessary to promote economic prosperity, social cohesion and environmental sustainability. To promote actively the introduction of innovative technologies such as faster internet connection and combined heat and power systems.

## 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

### Torbay Community Plan Theme: Stronger Communities

#### Strategic Objective SO 19

##### **DEVELOPING TORBAY'S ROLE AS A STRATEGICALLY SIGNIFICANT CITY**

To maintain and enhance Torbay's role and function as a Strategically Significant City through improvements to the range of housing, employment, cultural, education, retail, health and other services and facilities that Torbay offers, and maintain and enhance Torbay as a sub regional hub for public transport.

#### Strategic Objective SO 20

##### **MEETING EVERYONE'S HOUSING NEEDS**

To provide for an appropriate range of high quality housing types and tenures, including market and affordable housing, to meet the requirements of everyone including key workers, in order to ensure everyone has the opportunity of a decent home. To ensure that all new dwellings are sustainably designed and constructed, to minimise the use of energy and natural resources and built to a high quality that meets CAGE Building For Life Criteria.

#### Strategic Objective SO 21

##### **IMPROVING THE QUALITY OF LIFE AND LEVELS OF SERVICE**

To ensure that everyone, including disadvantaged and minority groups, living and working in Torbay and visiting the area are able to benefit from an accessible range of services and facilities which will improve their quality of life.

#### Strategic Objective SO 22

##### **DELIVERY OF RECREATION, LEISURE AND TOURISM FACILITIES**

To improve the quality of recreational, leisure and tourist facilities available, including high quality active seafronts, walking and cycling networks, family-oriented attractions, and Geopark based attractions to promote Torbay as a year round destination.

### 3 The Strategic Objectives needed to help to deliver 'A New Torbay'.

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#### Strategic Objective SO 23

##### **IMPROVED ACCESS TO RECREATIONAL SPACE**

To ensure that all residents are able to access the countryside, a range of parks, play spaces, green space, growing places, leisure facilities, and the waterfront and beaches in order to be able to engage in sport, recreation and community activities to improve community health and wellbeing.

#### Strategic Objective SO 24

##### **INCREASED COMMUNITY INVOLVEMENT**

To help all sectors of the community, particularly hard to reach groups, become involved in the spatial planning process by increasing awareness and involvement in plan making in order to develop community ownership of the Torbay Local Development Framework and to ensure that planning policies and development recognise the needs of everyone.

## 4 Ways in which Torbay could grow in the future?

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## 4 Ways in which Torbay could grow in the future?

### Some background information

**4.1** Growth in Torbay is essential if we are to be able to provide sufficient homes and related facilities for current and future residents and visitors. The issue to be considered is what form this growth should take.

**4.2** This growth options consultation seeks views about the deliverability and sustainability of various possible approaches to meeting Torbay's growth over the period to 2026, and which option would best deliver economic prosperity and related objectives in the Community Plan and Mayor's Vision.

**4.3** The overall level of development over the next 15-20 years is set by the Regional Spatial Strategy (RSS), which is expected to be issued later in 2009 (see section 1 above). The Proposed Changes consultation on the RSS (2008) currently proposes that Torbay should provide 15,000 new homes (equal to 750 dwellings per year) and 10,100 new jobs in Torbay by 2026. There is a legal requirement for local planning policy set out in local development frameworks (LDFs) to be in "general conformity" with RSS.

**4.4** This Core Strategy Options consultation is about the most sustainable way to provide the growth level required by the RSS in the context of the visions and objectives of the Regional Spatial Strategy, Community Plan and Mayor's Vision.

### How much housing land do we have? - The Torbay Strategic Housing Land Availability Assessment (SHLAA)

**4.5** An important consideration for councils is the amount of suitable land that is available for new housing. Local authorities are required to assess how much housing is likely to come forward

through studies called Strategic Housing Land Availability Assessments ("SHLAAs"). These identify both urban capacity on brownfield sites and other opportunities for providing housing, such as urban extensions. The Government's Planning Policy Statement 3 'Housing' (2006) requires the plan making process to have regard to SHLAAs. The Torbay SHLAA was carried out by Baker Associates, in partnership with the Council, and published in October 2008.

**4.6** The SHLAA is divided into 2 volumes. Volume 1 assesses the housing potential of known sites within the built up area. It estimates that about 6,700 dwellings per year are likely to come from this source. In addition, the SHLAA considers the scope for "windfall" housing which arises on sites that were not previously earmarked for development. Torbay has historically had high levels of windfall housing and the SHLAA assesses that about 1,600 dwellings could arise on windfall sites by 2026. In order to comply with government policy requirements (specified in PPS3), windfalls are only counted as arising after 2018 (i.e. they are not being relied upon as part of the first 10 years of housing land supply).

Historically, Torbay has not had a large number of long term empty homes. Programmes to bring long term empty homes back into occupation would be considered as part of this windfall total. Whilst such programmes would be beneficial, for example in improving local amenity, they would not contribute significantly to overall housing numbers.

**4.7** The assessment of known urban sites and windfalls comes to around **8,300** dwellings by 2026 (i.e. 6,700+1,600). It is considered to be good practice to focus development within the built up area in order to maximise the use of brownfield sites and locate development close to existing facilities. *On this basis all options*

## 4 Ways in which Torbay could grow in the future?

*for growth assume that 8,300 dwellings will be provided on identified urban sites and windfalls.*

**4.8** This leaves a shortfall of 6,700 dwellings for which the Core Strategy must make provision (i.e. 15,000 minus 8,300).

**4.9** Volume 2 of the SHLAA examines ways of increasing housing supply above the assessed yield noted above. The sources of extra housing land considered are set out below.

- **Mayor's Vision Sites.** The SHLAA considers the scope to use Mayor's Vision ("The New English Riviera", LDA Design 2007) sites to increase housing supply. The SHLAA already considered some of these sites within Volume 1 (around 500 dwellings), but suggests that an additional 1,000 dwellings could be achieved on Mayor's Vision sites through high rise development. This comes to about 1,500 dwellings in total. Baker Associates' assessment is below the 3,000 dwellings indicated in the Action Framework Plan of the Mayor's Vision.
- **Redevelopment of Holiday Parks.** Several holiday parks were promoted to the SHLAA for redevelopment. If all of these were developed, the SHLAA assessed that they could provide about 1,460 dwellings. It suggests that 1000 is a more achievable number. Redeveloping these holiday parks would require a change to the policies in the Saved Torbay Local Plan, and guidance is sought through the forthcoming Torbay Tourism Strategy about how many holiday park could be reused without undermining Torbay's role as a resort. Note that it will be very important to ensure that redevelopment of holiday parks does

not undermine this part of the tourism industry, or urbanise areas of outstanding natural beauty.

- **Reducing Principal Holiday Accommodation Areas.** The SHLAA considers that reducing the boundaries of Principal Holiday Accommodation Areas (PHAAs) through a change in planning policy could provide additional brownfield housing. As a rough guideline, a 10% cut in PHAAs could provide 140 dwellings, so a 50% cut could provide around 700 dwellings. Guidance is sought from the forthcoming Torbay Tourism Strategy about how far Torbay's hotel and holiday apartment stock could be reduced without undermining Torbay's role as a resort.
- **Development in Conservation Areas.** The SHLAA also estimated that increasing densities in Conservation Areas could provide up to 1,500 dwellings if the Warberries and Lincombes in Torquay were redeveloped at higher densities. However, this approach would significantly alter the character of these areas and is not considered as being a suitable option by Baker Associates.
- **Greenfield Sites in the Countryside Zone.** The SHLAA also considered which areas could be suitable for greenfield urban extensions. It looked at all undeveloped land within Torbay. It concluded that the most suitable areas are in the Edginswell and Scotts Meadow areas of Torquay and to the west of Paignton. If all these areas were developed they could provide about 5,500 new houses. This figure assumes that the greenfield sites will be developed roughly half for housing and half for

## 4 Ways in which Torbay could grow in the future?

other uses such as employment, community facilities, recreation areas etc. The SHLAA also notes that some areas may offer opportunities for “rounding off” the urban area, although they would not be suitable for larger scale development.

Preston Down Road, Paignton is one such area.

**4.10** More detail on the SHLAA sites and assessed yield is set out in Appendix 1

**4.11** The SHLAA therefore sets out a “palette” of possible options from which to construct spatial approaches to growth. These approaches need to be tested through the Local Development Framework and Sustainability Appraisal process. All of the above figures are approximate. They are the findings of an independent study by Baker Associates, and should not be construed as Council policy.

### It’s not just about housing!

**4.12** The Core Strategy needs to provide a range of developments that can help create sustainable communities (that is, places where people’s social, economic and environmental requirements are met, whilst protecting the best of what’s around us for future generations). Therefore the growth options described below are not *just* about finding housing land, but are also about providing **physical infrastructure** such as roads, drainage, electricity and water supply; **social infrastructure** such as schools and health care; **economic infrastructure** such as business parks, hotels, shops; and **green infrastructure** such as parks and woodlands.

**4.13** Growth will also need to minimise its contribution to climate change and must be planned to limit its vulnerability

to those effects of climate change that cannot be avoided. In particular, this means avoiding development in areas that are prone to flooding, wherever possible.

**4.14** In summary, the Core Strategy needs to meet economic, social and environmental objectives. These relate closely to the Community Plan:

Core Strategy/ Sustainability Theme	Community Plan Theme
Economy	- The new economy
Social needs	- Safer and stronger communities
	- Learning and skills for the Future
Environment	- Pride in the Bay

**4.15** The approaches to growth described below have been the subject of a detailed Sustainability **Appraisal (SA)**, which examines these and other social, economic and environmental impacts in more detail. The SA helps the Council to assess the various impacts of the different growth options as they are developed and therefore helps to shape the future pattern of growth in Torbay in the most sustainable way.



## 4 Ways in which Torbay could grow in the future?

### The Economy

**4.16** The Mayor's Vision and Community Plan state that economic prosperity is the main priority for Torbay.

Central to this is raising the area's Gross Value Added (a broad measure of economic productivity) and earnings.

Both of these are well below the National and Regional average. Draft PPS 4: "Planning for Prosperous Economies" (2009) indicates that economic development includes development in the "B" use classes, town centre uses and other development that achieves at least one of the following objectives whether in urban or rural areas:

- Provides employment opportunities
- Generates wealth
- Produces or generates an economic or product

**4.17** The definition of employment includes retail, leisure, offices, arts, culture, tourism and town centre uses. Policy EC4 of the PPS requires local authorities to set out LDF policies to promote proactively sustainable economic development. Where necessary land may be safeguarded from other uses. However single use site allocations may not be retained if there is no responsible prospect of them being taken up in the plan period (Policy EC4 paragraph 7).

**4.18** There are a range of studies that indicate that most job growth in Torbay will not take place in traditional industry and offices (Use Class "B" jobs). For example, Roger Tym and Partners' (August 2008) projected likely job growth based upon 2.8% and 3.2% growth rates (which are the rates assumed by the RSS between 2006-26: such rates may not be achievable due to the recession). This study predicts that under 10% of new jobs will arise in the traditional B sectors. If the economy grows by 2.8% it estimates that about 7,900 new jobs will be created

by 2026, of which about 600 are in the traditional "B" class uses, and 7300 jobs in non "B" uses. If the economy grows at 3.2%, there are projected to be 10,100 new jobs of which 930 are "B" class jobs and 9,170 in other use classes. Based on these figures, the study recommends that between 16,000 and 28,000 sq m of class "B" office and industrial space should be provided in Torbay by 2026.

**4.19** The Torbay Economic Regeneration Strategy (2006) argued that the main areas of job growth would be in the areas of retail, advanced engineering, fishing, marine, environmental/ marine services, health and social care and other value added manufacturing (the Economic Regeneration Strategy's terminology). Similar conclusions were reached by the Torbay Employment Land Review (UPE 2006).

**4.20** Baker Associates (2008) carried out an assessment of how many homes would be needed to support the RSS level of job growth. It assessed that 6,150 new jobs would be likely to be created by 2026 if the economy grows at 2.8%, which would require 15,000 new homes to avoid labour shortages. Most of these jobs arise in the non B class sectors.

**4.21** As noted, the economic down turn casts doubts about the achievability of 3.2% or 2.8% growth rate. A silver lining is that Torbay may benefit from increased domestic tourism as people reduce their foreign holidays, and the strength of the Euro against the pound makes the UK more competitive than the Eurozone. Irrespective of the recession, it is likely that most jobs in Torbay are likely to be in non "B" class sectors such as tourism, health care, retail etc.

**4.22** This means that the planning strategy for jobs will need to plan for mixed uses and be more flexible about allowing non B uses in traditional

## 4 Ways in which Torbay could grow in the future?

employment areas. A flexible and pro development stance will also need to be taken to creating jobs wherever possible. A broad estimate is that about 1 non B class job takes about 40 sq m of floorspace (based on a range of uses in English Partnerships 2001). This would require up to about 292,000 sq m employment floorspace to meet the Roger Tym and Partnership's study's estimated need for non B jobs. However this will not be in single use allocations but a range of mixed use developments and particularly Mayor's Vision project sites.

**4.23** The Mayor's Vision identifies about 75,000 sq m of B class employment and 150,000 sq m of non B class employment uses and will be pivotal to the area's economic regeneration. Other provision may need the release of greenfield sites as part of mixed use developments. In addition, providing a range of modern and high quality tourist facilities and accommodation will be vital to ensuring that Torbay's status as a resort is enhanced. The forthcoming Torbay Tourism Strategy (Close Focus Consultants) will provide detailed advice about the type and amount of accommodation needed to secure Torbay's position as a high quality 21<sup>st</sup> Century resort.

**4.24** Planning for employment is not on exact science, however on the basis of the above, sufficient land/space should be identified to promote economic prosperity and to meet the RSS Proposed Changes requirement for at least 29 ha of employment land. As a rule of thumb it is assumed that 400,000 sq m net of floor space equates to 1ha. It is suggested that employment land provision should be at least:

- 3ha/ 12,000 sqm net of class B (net i.e. excluding non class B uses, roads etc) to provide at least 1,000 net addition class B jobs.
- 30 ha/ 120,000 sqm of flexible employment space, (B uses, healthcare, recreation, in-town retail, leisure etc.) This does not include out of centre retail, which is addressed below.

These figures are based on the Roger Tym and Partners Projections (2008), rounded up in order to take into account the regeneration aspirations promoted by the community plan and Mayor's Vision. They represent a slight oversupply above RSS figures. Note that these would be treated as minimum targets and not as a maximum provision.

### Retail Employment

**4.25** Draft PPS: Planning for Economic Prosperity and PPS6 'Planning for Town Centres' (2005) both promote a 'town centres first' approach to retail and other town centre development. Development plans should be based on an assessment of quantitative need, taking into account population, expenditure, changes in productivity etc; and qualitative need taking into account consumer choice, distribution of locations, accessibility and provision of a choice of sites (PPS6 2.34 – 2.36).

**4.26** Additional benefits of regeneration and employment do not constitute indicators of need for floor space as but may be material considerations in site selection (Paragraph 2.3(7) and Paragraph EC1.4(5) of the draft PPS4: Planning for Prosperous Economies).

**4.27** The Torbay Retail Study 2008 Update 2008 (GVA Grimley) sets out expenditure and retail floor space figures

## 4 Ways in which Torbay could grow in the future?

for Torbay to 2026. Overall, the forecast estimates a total capacity for 47,564 sq metres net of comparison (non-food) and 10,358 sq metres net of convenience (food) floorspace by 2006. The bulk of this is in Torquay.

Town	Convenience (food)	Comparison (non food)
Torquay	5,465	36,661
Paignton	4,421	8,343
Brixham	472	2,560
<b>Total</b>	<b>10,358</b>	<b>47,564</b>

**Table 1 Additional Retail Capacity to 2026: sq metres net (GVA Grimley 2008)**

**4.28** PPS6 Planning for Town Centres and Draft PPS 4: “Planning for Economic Prosperity” indicate that the regeneration benefits of retail can be a factor in site selection, and do provide employment. However, the employment benefits of in-town retail and convenience shopping floorspace are much higher than for out of town comparison warehouses:

	Net employment (1)
Town/City Centre	20
Food Superstore	19
Other Superstores/Retail Warehousing	90

**Table 2 Jobs in Retailing**

- 1 Job per sq m (English Partnership/Arup 2001)

**4.29** On this basis it is suggested that the Governments ‘town centres first’ approach to retail should be strictly supported. Retail proposals will be

subject to a town centres first sequential approach and Impact test. However, if out of centre shopping is developed, the assumed job creation should be based on the above assessment, rather than gross floorspace per sector.

**4.30** In summary, each of the growth options examined below must make provision for:

- 3ha/12,000sq metres net of 'B' Class jobs
- 30ha/120,000sq metres net of flexible employment space, including town centre retail.
- 10,500sq metres of Convenience retail.
- 48,000sq metres of Comparison retail.

### Social Issues

**4.31** Torbay suffers deep pockets of deprivation usually associated with inner city areas. The Indices of Multiple Deprivation 2007 indicate that about 11% of Torbay is within the 10% most deprived areas of England. Moreover, this number has doubled since 2004. Unemployment is high and wages and gross value added are well below the National Average. Moreover, these trends are worsening.

**4.32** Many of Torbay’s social problems stem directly from Torbay’s poor economic profile and the Community Plan and Mayor’s Vision have identified economic prosperity as the key priority to address Torbay’s social problems.

**4.33** There is a pressing need for affordable housing, with over 6,300 households on the waiting list in April 2009. Affordable Housing makes up 8.2% of Torbay’s housing stock compared to 13.5% for the Region and 18.4% in England. House prices are roughly at the national average (around £155,000 in mid 2009), but low wages and the increased

## 4 Ways in which Torbay could grow in the future?

difficulty of obtaining mortgages in the credit crunch mean that housing is unaffordable to many people in Torbay. A standard measure of affordability is the ratio of house prices to earnings. A ratio of more than 3.5 times average earnings suggests an affordability gap. In Summer 2008 average house prices in Torbay were 9.4 at times median earnings and 14.1 times lower quartile earnings. This is considerably less affordable than the comparable national ratios of 7.3 times average earnings and 12 times lower quartile earnings.

**4.34** According to the Exeter and Torbay Housing Market Assessment (ORS 2007) most housing need will be for 1 and 2 bed properties. This study identifies a yearly requirement for 817 dwellings of which 406 should be 2 bedroom and 251 one bedroom properties. The study assesses that half of new housing should be social rented and an additional 12% intermediate housing. However, the Housing Market Assessment looks at what people *need*. There is considerable evidence that people often want (and can often afford) larger properties than they 'need' on a strict needs based assessment. There are also strong arguments for building family homes rather than just apartments in order to help build stronger communities and promote economic prosperity.

**4.35** The Core Strategy will need to ensure that the provision of affordable housing helps to improve the area's economic prosperity and social cohesion, rather than reinforcing areas of deprivation. There is a strong argument for the provision of key worker housing, especially to help off-set the 'brain drain' of the most productive young people. Key worker housing may also be a way of

sustaining low paid workers in the tourism and fishing industries, who would be unlikely to obtain social rented housing.

**4.36** Torbay's low workforce qualification is also a cause for concern. Only a quarter of the working age population has a degree level qualification compared to a third of the regional and national working age population. Educational achievement of school leavers is around the national level, so it appears that the solution lies in improving Torbay's economic prospects and encouraging young people to remain in Torbay.

**4.37** Teenage conceptions are 50 per 1,000 girls under 18, which is the highest in the South West and significantly higher than the national rate of 33. Moreover, the trend in Torbay is rising, whereas it is falling elsewhere. Again, this appears to reflect deprivation and poor economic prospects.

**4.38** The Core Strategy will need to identify spatial planning measures to tackle these issues, in particular by promoting the expansion and improvement of education facilities and building on the success of South Devon College. It will also need to provide improved employment prospects.

**4.39** Torbay's population is already significantly older than the national average. 26.5% of the population are currently aged 65 or older, compared to 18.9% in England and 22.1% in the South West. This figure is set to rise over the Core Strategy Plan period, particularly with the 85+ age range projected to increase. This will have spatial implications in terms of health care provision and provision of appropriate housing such as sheltered accommodation. However, the aging population can be seen as an asset as well as a problem, particularly since it is

## 4 Ways in which Torbay could grow in the future?

likely to be a well educated and active part of the community. In addition, healthcare and related uses could result in the area becoming a centre of excellence that caters for more than just local demands.

### Environmental Issues

**4.40** Torbay has many valuable environmental assets, including a large area of outstanding natural beauty (AONB) around Brixham. Berry Head, Brixham is internationally protected as a Special Area of Conservation. There are 12 sites of special scientific interest (SSSI) and Torbay is classified as a Prime Biodiversity Area by English Nature. Torbay contains 10 nationally rare plant species and 28 nationally scarce animal species, including 10% of the national breeding population of Curl buntings. Torbay is an internationally recognised geological and archaeological area and was awarded Geopark status in 2008.

**4.41** Protecting Torbay's environment, whilst accommodating the need for development, will be a significant challenge for the Core Strategy. In particular, many greenfield sites are of landscape or nature conservation importance (particularly for bats and curl buntings). Conversely, many urban brownfield sites are at risk from the effects of climate change, particularly in Paignton town centre. Urban greenfield land is also often of value for recreational or environmental reasons.

**4.42** In spite of the danger of sea level rise, it is unlikely to be sustainable, or politically acceptable, to have a managed retreat from large urban areas of Torbay. The Core Strategy will need to demonstrate why urban development can be justified in policy terms (particularly with regard to the sequential test and exceptions test in Planning Policy

Statement 25) and ensure that proper flood protection and water management measures are put in place.

**4.43** The Core Strategy will also need to promote energy and water efficiency and minimise waste generation.

### There are different ways of delivering growth - possible Spatial Approaches

**4.44** This consultation considers 5 different broad ways in which Torbay could develop over the next 15-20 years. We are calling these "spatial approaches". They will have different implications for meeting the requirements and objectives of key documents, such as the Regional Spatial Strategy, Community Plan and Mayor's Vision.

**4.45** The Core Strategy and Growth Options it proposes will be subject to testing, including a public examination, to ensure that it is "sound". Soundness is defined in Planning Policy Statement 12 "Local Spatial Planning" (2008) as follows:

**4.46** "To be "sound" a development plan document (DPD, such as a Core Strategy) should be JUSTIFIED, EFFECTIVE and consistent with NATIONAL POLICY. "Justified" means that the document must be:

- Founded on a robust and credible evidence base
- The most appropriate strategy when considered against the reasonable alternative

"Effective" means that the document must be:

- Deliverable
- Flexible
- Able to be monitored"

## 4 Ways in which Torbay could grow in the future?

**4.47** The consultation draws on the broad strategies for meeting growth that were identified in the earlier Regulation 25 Issues and Options Core Strategy, published for consultation in May 2006. However, the ways of delivering urban extensions has been expanded into 3 sub options. The spatial growth approaches that have been considered for Torbay are:

- 1. Constrained development approach:** No development outside the built up area of the three towns, other than development already allocated in the Saved Adopted Torbay Local Plan 1995-2011. The entire growth requirement will be met on sites in the built up area, which will entail high rise development and development of urban green spaces.
- 2. Urban focus and limited greenfield development approach:** Some new greenfield development will be proposed around Torbay to avoid “town cramming” but the main focus remains on development in the built up area.
- 3. Greenfield approaches.** It is assumed that no more than 8,300 dwellings can be achieved in the urban area and that the remainder (i.e. 6,700 dwellings) will need to be found on sites around Torbay. These sites would also incorporate employment uses, local retail and open space. There are different ways of achieving this:
  - 3A Mixed greenfield approach:** A number of sites will be identified to accommodate 6,700 dwellings and accompanying development.
  - 3B Single urban extension approach:** There would be a single, planned urban extension on the edge of the built up area to provide around 6,700 dwellings and associated retail, employment and leisure facilities.

**3C Northern Torbay approach:** This assumes that congestion along the Western Corridor (i.e. the Torbay Ring Road around Paignton) is an absolute constraint to additional development in the southern part of Torbay. This approach therefore seeks to accommodate 6,700 dwellings within Torquay and to a lesser extent on sites to the north of Paignton that do not rely on the Western Corridor for access.

**4.48** These approaches are described in more detail below, along with maps that illustrate the broad areas that could be developed as part of the approaches. All figures and locations are approximate and there may be several different ways of meeting the RSS requirement. Therefore the options are not intended as definitive, but as possible broad approaches.

## 5 Option 1: Constrained Approach

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## 5 Option 1: Constrained Approach

**5.1** This approach commits the Authority to meeting the entire RSS requirement of 15,000 dwellings and 10,100 jobs (33ha/132,000 sq m net floorspace) within the built up area. Under this approach, there would be no development outside the built up area of the three towns, other than on sites already allocated for development in the Saved Adopted Torbay Local Plan 1995-2011.

**5.2** Most of the land currently proposed for employment in the Saved Torbay Local Plan has been taken into account in the SHLAA's assessment of capacity in the built up area.

**5.3** The SHLAA identifies capacity for around 8,300 dwellings within the built up area by 2026. Therefore the constrained development approach needs to find land for an additional 6,700 dwellings. This could happen in the following ways:

- Increase densities on Mayor's Vision sites, which could achieve between 1,000-2,500 additional dwellings (additional to the 500 that are already counted in the SHLAA).
- Redevelopment of hotels: a 50% cut in protected areas could yield up to 700 dwellings.
- Redevelopment of holiday parks: 6 parks were promoted to the SHLAA with a capacity of 1,460 dwellings.
- Increasing densities in Conservation Areas could provide up to 1,500

dwellings if the Warberries and Lincombes in Torquay were developed at higher density.

**5.4** Table 1 sets out what this approach would need to achieve in order to meet the RSS housing supply target. Map 1 shows how this could take place. This level of growth would only be achievable if there were to be significant densification and redevelopment of holiday accommodation. There would be a need for tall buildings and development of urban greenspace in order to achieve housing numbers.

**5.5** Because of the imperative to use all available sites for housing, the provision of leisure, employment or retail sites would be at a premium. Similarly there would be a loss of recreation space and allotments within the built up area. Because development is focussed in the built up area, there would be no additional out of centre retail development. This would help the viability of town centres but could also limit consumer choice and result in people spending money in Exeter or Plymouth or shopping on the internet and not in Torbay. Because of the constraint on employment land, this option could result in commuting, or (perhaps more likely) a rise in the population of economically inactive people.

Broad Locations within the Built up area	Yield
Strategic Housing Land Availability Assessment Sites (All sites in Volume 1 of SHLAA and Windfalls post 2019)	8,300
Increased yield on Mayor's Vision (assumes high rise development beyond the 500 dwellings identified in the SHLAA)	2,500
50% cut in PHAAs	700



## 5 Option 1: Constrained Approach

<b>Broad Locations within the Built up area</b>	<b>Yield</b>
Redevelop Holiday Parks (all sites promoted by SHLAA: Pontins, Riviera Bay, Marine Park Beverley Park , Torquay Holiday Park) at high density	1,460
Redevelopment in Lincombes and Warberries	1,500
High rise or densification elsewhere	540
33ha/132,000 sq m employment floorspace on Mayors vision sites or elsewhere in the built up area.	
All retail focused within 'Town Centres' except potentially new small local centres at Great Parks and possibly Yalberton (Local Plan E1.16 site) as part of mixed use development.	
<b>Total Possible Urban Area Provision (dwellings)</b>	<b>15,000</b>

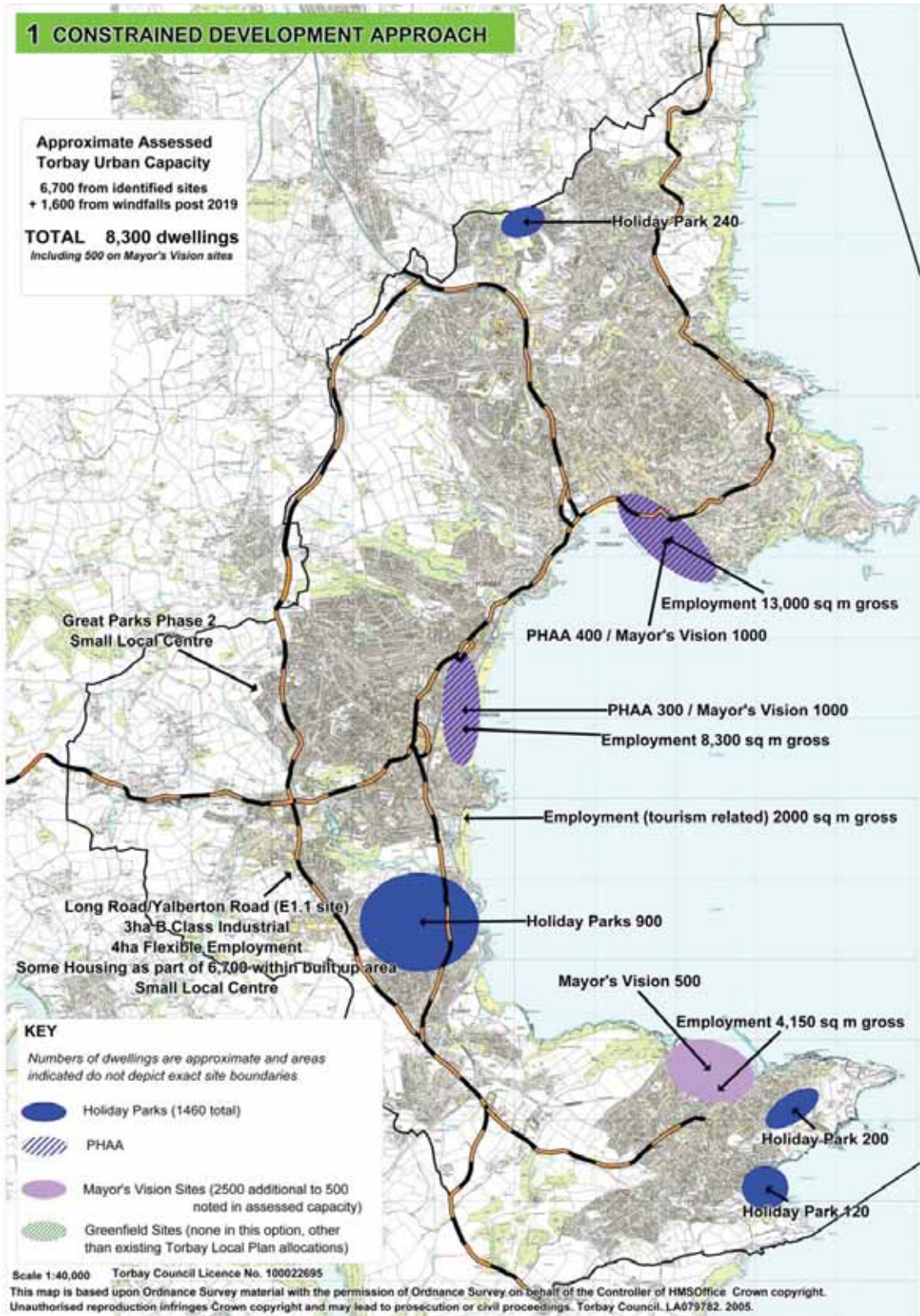
**Table 3 Constrained Development Approach**

### **Assessment of Constrained Approach against the Mayor's Vision**

**5.6** This approach would help Torbay take on a "city mantle" since high density and high rise development would be needed. This would be most appropriate for Torquay as the "City Centre". This level of development would boost the demand for local shops and services, but the approach could also crowd such uses out to make room for apartments.

**5.7** However the need to accommodate 15,000 new homes in a constrained area would be diametrically opposed to the normal understanding of the term "garden city" and therefore not meet the Mayor's Vision aspirations for Paignton. Similarly the scope for Brixham to breathe as a "creative harbour" could be choked as the emphasis on any spare space would be to provide apartments at the expense of studios, galleries, leisure uses etc.

# 5 Option 1: Constrained Approach



1 Constrained Approach

### Assessment of Constrained Approach against Community Plan Themes.

#### Pride in the Bay – Environmental issues

**5.8** This option would minimise the loss of rural sites but could entail a significant level of development on green spaces within the urban area, such as urban landscape protection areas or allotments. Significant development would need to take place in flood risk areas. There would be minimal impact on non-urban wildlife such as curlew buntings. There would be no loss of agricultural land (other than urban allotments).

**5.9** Attempting to meet the RSS target could still require high density development in conservation areas and the loss of these areas' landscape and historic value. There are some brownfield holiday park sites within the AONB in Brixham, that would need to be developed, so this option would put pressure on the urban fringe parts of the AONB around Brixham.

#### Learning for the future – Social issues

**5.10** This option will increase the viability of existing schools by boosting school numbers. However it would make a comprehensive review of education services more difficult as it would provide few opportunities for development of new facilities other than on existing school sites.

#### Safer and Stronger Communities – Social issues

**5.11** This option will provide a high proportion of flats which will not improve the choice of house types. It will also result in less opportunity to create affordable housing or family homes. The loss of urban open space may reduce the opportunity for exercise and recreation.

**5.12** Conversely this option would promote higher density, less car dependant living, which could encourage more walking and cycling. High density urban living could also increase the viability of local services and facilities.

#### The New Economy – Economic Prosperity

**5.13** This option will provide no opportunity to allocate greenfield land for employment purposes. Land already allocated for employment use in the Saved Adopted Torbay Local Plan could be used for housing or mixed use development. This is likely to restrict further the supply of land for employment.

**5.14** There would be a very significant reduction in Torbay's stock of holiday accommodation, which would affect Torbay's role as a resort. However, it may be that new purpose built accommodation, for example in Mayor's Vision schemes, would provide more up to date replacement tourism facilities.

**5.15** The constrained development approach would focus regeneration efforts on sites within the built up areas, such as Mayor's Vision sites. Compulsory purchase could be needed to bring forward the development of key sites quickly.

#### Deliverability

**5.16** The early part of this century saw a very high level of development of apartments and it is likely that this sector is saturated. However, the constrained approach does not rely on a single site, so problems with individual sites will not derail the whole strategy. However, it requires the development of tall buildings, which may be hard to achieve for economic and built environment reasons.

## 5 Option 1: Constrained Approach

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**5.17** This option does not allocate additional land for development south of Tweenaways Cross, which will reduce the impact on the existing congested Ring Road. The SATURN (Simulation and Assignment of Traffic to Urban Road Networks) model carried out by Parsons Brinckerhoff shows considerable congestion at Tweenaway Cross on the basis of existing traffic levels. However, it will be imperative that already allocated sites such as Great Parks and Yalberton Road, along with holiday park and other brownfield sites in Paignton and Brixham are developed at their maximum capacity in order to meet the level of development required by the RSS. These will increase traffic on the Western Corridor without being likely to providing any solution to the congestion problems in the area. It is however more likely that the Constrained Approach could be achieved with on-line improvements along the Western Corridor. These would however be expensive and controversial since they are likely to require the acquisition of properties on the route of needed improvements. This option does not in itself overcome problems with congestion on the Western Corridor.

### **Conformity to Regional Spatial Strategy**

**5.18** It appears unlikely that the Constrained Approach would meet the RSS proposals for housing growth without seriously harming people's amenity and quality of life. There would be little opportunity to provide employment land. It specifically excludes the provision of homes outside the urban area as proposed in Policy HMA5. *On this basis, it is recommended that the Constrained Development Approach would not be sustainable or realistically achievable.*



## 6 Option 2: Urban Focus and Limited Greenfield Development Approach

**6.1** This option would focus development in the built up area and Mayor's Vision sites, including the development of significantly higher densities in the built up area. Because some greenfield land release is provided for, this approach envisages less development of urban green spaces than would be necessary under a constrained approach. There is significant redevelopment of holiday accommodation for housing, however this approach only envisages about half the holiday parks that were promoted to the SHLAA being redeveloped. This approach suggests that about 10,700 dwellings can be achieved in the built up area through these additional sources.

**6.2** Some limited greenfield land would be developed in order to meet the RSS targets for housing and employment. Use of greenfield land is also a way of providing family housing, since urban brownfield sites are often more suitable for flats. It is likely that some form of phasing of release of greenfield sites would be required to allow for the creation of infrastructure.

**6.3** If all of the non-urban sites identified in the SHLAA as being potentially suitable were developed, the greenfield capacity would be around 5,500 dwellings. This approach allows some flexibility over the allocation of sites.

**6.4** There would be a significant town centre focus in this approach. However meeting the RSS target would also entail the release of a significant area of greenfield land. This approach assumes that about 4,300 dwellings will have to be built on greenfield sites. If small sites were released just for housing at 50 dwellings per hectare, there would be a land take of about 86 hectares (4,300 divided by 50). However this would just be housing with no employment, community facilities, or open space. These would be unpleasant places to live in and would not help create sustainable communities.

**6.5** It is considered more sustainable to treat greenfield expansion as being carried out as mixed use development containing public open space, employment, shopping and community facilities. It is assumed that development would occur at 25 dwellings per hectare gross, which allows for other uses. The form that these other uses could take would be a matter for further consideration, however in principle it appears that the approach could incorporate a new district centre, school etc. Nevertheless, the focus is on locating development within the existing urban area as far as is reasonably possible.

**6.6** Table 4 below describes what an urban focus with limited greenfield release approach could look like, and Map 2 shows it diagrammatically.

Location	Yield
<b>Broad locations within settlements</b>	
Strategic Housing Land Availability Assessment Sites (All sites in Volume 1 of SHLAA and Windfalls post 2019)	8,300
Increase yield on Mayor's Vision sites (to level recommended by SHLAA)	1,000
50% Cut in PHAAs	700

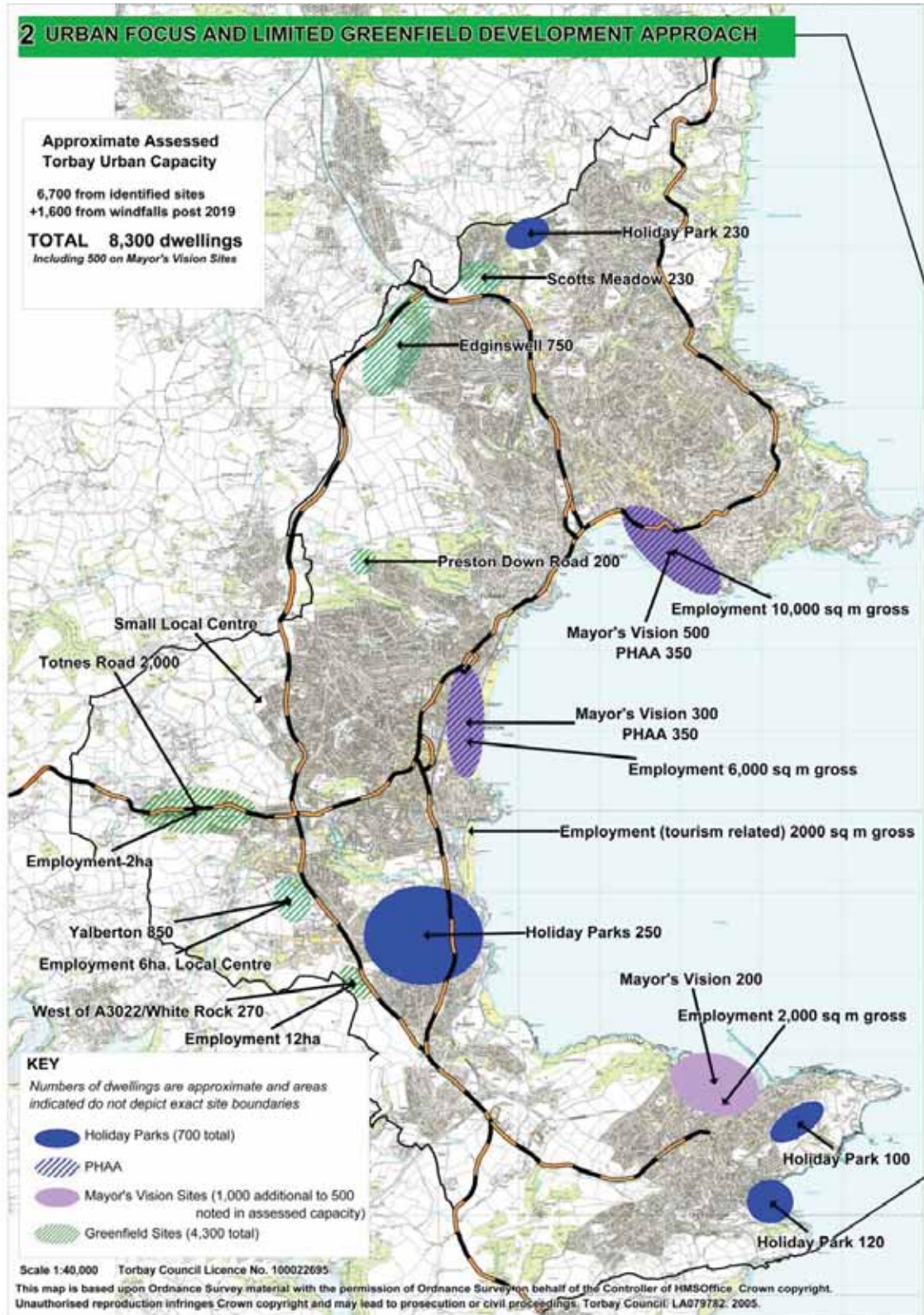
## 6 Option 2: Urban Focus and Limited Greenfield Development Approach

Location	Yield
Redevelopment of some holiday parks e.g. Marine Park , Beverley Park, Torquay Holiday Park, Wall Park	700
(Total Urban Area Provision)	(10,700)
<b>Possible locations outside settlements</b>	
Scotts Meadow, Torquay <sup>(1)</sup>	230
Edginswell, Torquay (mixed use)	750
Yalberton Road, Paignton (mixed use)	850
Totnes Road, Paignton	2,000
West of A3022 (White Rock), Paignton	270
Small sites 'rounding off' built up area e.g. Preston Down Road, Paignton.	200
At least 20,000 sq m net employment on Mayor's Vision sites	
Approx 20 ha/8000 sqm net employment land as part of urban extension sites either as mixed use sites or stand alone employment sites.	
New local centres at Great Parks and West of Paignton.	
<b>Total (dwellings)</b>	<b>15,000</b>

**Table 4 Urban Focus with Limited Greenfield Development Approach**

1. Scotts Meadow is an Urban Landscape Protection Area and within the built up area as defined in the Torbay Local Plan. The SHLAA considers it as an urban extension site.

# 6 Option 2: Urban Focus and Limited Greenfield Development Approach



2 Urban Focus and Limited Greenfield Development Approach



### Assessment of Urban Focus and Limited Greenfield Development Approach against the Mayor's Vision.

**6.7** This approach could be interpreted as closely following the approach advocated in the Mayor's Vision. It would create a compact city whilst avoiding the worst excesses of town cramming. The approach relies on significant development being achieved on Mayor's Vision sites. It assumes around 1,500 dwellings being achieved on Mayor's Vision sites, which is about half the number in the Action Framework Plan. On this basis it appears that this approach would not rely on *all* sites being developed as high rise apartment blocks, although some high rise development is likely under this approach.

**6.8** With this caveat, this approach would create the impetus to make Torquay the 'City Centre' with high levels of development providing the stimulus for a range of leisure and business activities envisaged by the Mayor's Vision.

**6.9** There may be more conflicts in Paignton and Brixham, since the approach would rely significantly on the built up area to provide a large number of dwellings which could be at odds with the 'Garden City' and Creative Harbour aspirations. However it is probable that these conflicts would be localised.

**6.10** The danger would be that the greenfield development could create a counter to town centre regeneration, particularly if significant retail or leisure development were to be allocated in out of town locations.

### Assessment of Urban Focus and Limited Greenfield Development Approach against Community Plan Themes

### Pride in the Bay – Environment

**6.11** This approach seeks to balance the loss of urban and rural sites in order to preserve the best environments. It will result in the loss of some greenfield sites. There may also be pressure to develop holiday park sites within the AONB which could lead to the urbanisation of the urban fringe around Brixham. However this option should be achievable without large scale development within the Area of Outstanding Natural Beauty (AONB) or loss of the best public open space. A significant level of densification in the urban area is envisaged, which could entail tall buildings.

**6.12** There will be some impact on biodiversity and agricultural land. Some development will need to go in flood risk areas, particularly on Mayor's Vision sites, although the approach allows the most problematic areas to be avoided.

### Learning for the Future – Social Issues

**6.13** This approach will still focus new development in the built up area, however it is not clear whether the extent of new urban housing would be sufficient to maintain roll numbers to support local schools. Although a larger urban extension (Approach 3) would allow education to be planned in a more comprehensive manner, it appears that the urban focus with some greenfield development approach could also provide land for new schools if required.

### Safer and Stronger Communities- Social Issues

**6.14** This approach would also focus significant development in existing communities. It is likely that the approach would increase densities in urban areas, which could help the viability of local facilities.

## 6 Option 2: Urban Focus and Limited Greenfield Development Approach

**6.15** The Urban Focus with Limited Greenfield Development approach would allow a significant level of family housing and affordable housing. The approach envisages the creation of mixed use, balanced communities and would make sufficient land available for non-residential uses.

### The New Economy – Economic Prosperity

**6.16** The focus on regeneration with some greenfield land would provide a wide range of sites, which would maximise the opportunities for development and business growth. Allowing some greenfield development could provide some opportunities for mixed use development with some employment land. As noted earlier, the bulk of employment is likely to arise on a wide range of mixed use developments, rather than traditional “industrial estates”. This approach would promote a wide range of such uses, without the cramming out of non-residential uses, which is a danger in the Constrained Approach.

**6.17** There is a significant reduction in holiday accommodation, although less pronounced than in the Constrained Approach. It is possible that new purpose built holiday accommodation could replace much of the existing stock. This would free up accommodation for conversion to residential use, whilst also providing better and more modern tourism facilities.

**6.18** The approach would focus on existing centres which is likely to help the viability of the town centres. However, this approach could also allow some out of town centre retail development and there is danger that this could harm the vitality and viability of town centres.

### Deliverability

**6.19** Because the approach relies on a wide range of sites, including considerable greenfield expansion, it should not be derailed by site specific problems such as ownership etc. It will be important to ensure that allocating greenfield land does not take the emphasis away from brownfield development and regeneration.

**6.20** The approach places additional traffic on the congested Western Corridor and will require a solution to be found to overcome this constraint. The SATURN traffic modelling carried out by Parsons Brinckerhoff has indicated significant congestion at Tweenaway Cross. It is not clear whether this solution can be achieved through online improvements, or whether it would generate the need for a Ring Road.

### Conformity to Regional Spatial Strategy

**6.21** As envisaged above, the approach achieves 15,000 by a pronounced focus on sites in the built up area and allocating about 4,300 homes in urban extensions. This is below the figure of 7,800 envisaged in Policy HMA5 of the RSS. However the approach meets the RSS requirement for overall dwelling numbers. There is a strong focus on urban regeneration on Mayor’s Vision sites, which may prove the most effective way of meeting the RSS requirement for 10,100 additional jobs. The proposal would however struggle to allocate 29 hectares of employment land. *Although there are difficulties that would need to be overcome, this approach could in principle be sustainable and achievable.*



## 7 Greenfield Approaches

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### Greenfield Approaches

**7.1** These approaches take the SHLAA's estimate of capacity within the urban area (including an allowance for windfalls post 2019) of 8,300 dwellings as the maximum that is likely to be achievable. It assumes that the balance of the housing requirement, which is about 6,700 dwellings and related retail, employment etc development, will be provided on greenfield sites outside the built up area. This translates to something like 134ha of land, if sites are developed just for housing at 50 per hectare (ie. 6,700 divided by 50). However the actual land take will be higher to incorporate other uses.

**7.2** Note that in these approaches a significant amount of development still takes place on brownfield/urban land, but no high rise development is proposed on reduction of Principal Holiday Accommodation Areas.

**7.3** Three different ways of meeting this greenfield requirement are considered:

**3A Mixed Greenfield Approach**

**3B Single Urban Extension**

**3C Northern Torbay Approach**



## 8 Option 3A: Greenfield Approach - Mixed Greenfield Approach

**8.1** This approach relies on a range of greenfield sites. The greenfield element of this approach is similar to under Option 2, although the Mixed Greenfield Approach needs to identify more greenfield land for housing. Indeed this approach requires the allocation of all the sites identified by the SHLAA and a modest amount of additional greenfield land beyond that recommended by the SHLAA. It is likely that this would be a number of relatively small sites that “rounded off” the urban area.

**8.2** The table below makes allowance for non housing uses such as employment, leisure and retail. Because

there is a fair concentration of development to the West of Paignton, it is possible that a district centre could be allocated serving these developments. There would be very significant interest in retail on the West of Paignton. There is a danger that this could diminish the role of the town centres.

**8.3** This approach would require a radical solution to congestion on the Western Corridor such as extending the Ring Road west of Paignton, or compulsory purchase of land along Kings Ash Road to allow for on-line improvements.

Locations	Yield
<b>Locations within settlements</b>	
SHLAA Sites (All sites in Volume 1 of SHLAA and Windfalls post 2019)	8,300
Mayor’s Vision Sites. No increase from main SHLAA assessed capacity (around 500 dwellings).	(inc above)
<b>All greenfield sites considered suitable in the SHLAA</b>	
Scotts Meadow, Torquay <sup>(1)</sup>	230
Edginswell, Torquay	750
Yalberton, Paignton	1,000
Totnes Road, Paignton	3,000
West of A3022 (White Rock, Paignton)	500
Rounding off built up area e.g. Preston Down Road, Paignton.	320
Sites not considered suitable by SHLAA/ further rounding off of urban area	900
Approx 20,000 sq m gross employment floorspace within town centres, particularly on Mayor’s Vision sites.	
Approx 13 ha of employment land on greenfield sites, at Edginswell, Torquay and West of Paignton.	
<b>Total yield (dwellings)</b>	<b>15,000</b>

**Table 5 Mixed Greenfield Approach**

1. This is an Urban Landscape Protection Area within the built up area as defined in the Torbay Local Plan. The SHLAA considers it as an urban extension site.

### Assessment of Mixed Greenfield Approach against the Mayor's Vision:

**8.4** This approach is not necessarily contrary to the Mayor's Vision, since it still entails a significant level of regeneration in town centres. However, it envisages a lower level of residential development on Mayor's Vision sites than does the New English Riviera Action Framework Plan. Given the parlous state of the market for apartments, it may be that a greater level of commercial use on Mayor's Vision sites would be a better way of achieving its overall objectives.

**8.5** Because the main area where greenfield growth can be achieved is to the West of Paignton, the approach could conflict with the Mayor's Vision's view of Torquay as the "City Centre". In particular, if retail or leisure facilities were located on the Ring Road, this could conflict with town centre regeneration.

**8.6** There may be fewer conflicts in Paignton and Brixham, since the 'Garden City' and Creative Harbour aspirations do not rely so heavily on town centre residential development per se.

### Assessment of the Mixed Greenfield Approach against Community Plan Themes

#### Pride in the Bay – Environment

**8.7** The mixed greenfield approach results in the development of a large amount of greenfield land. It would take all of the sites identified in the SHLAA and

require a relatively modest amount of land not recommended for inclusion by the SHLAA. This will have a significant landscape impact. There is likely to be some impact on the Area of Outstanding Natural Beauty (AONB) although the most sensitive areas could be avoided.

**8.8** There would be an impact on wildlife, in particular since some of the greenfield sites are possible locations of curl bunting activity. It is not clear how far this impact could be mitigated.

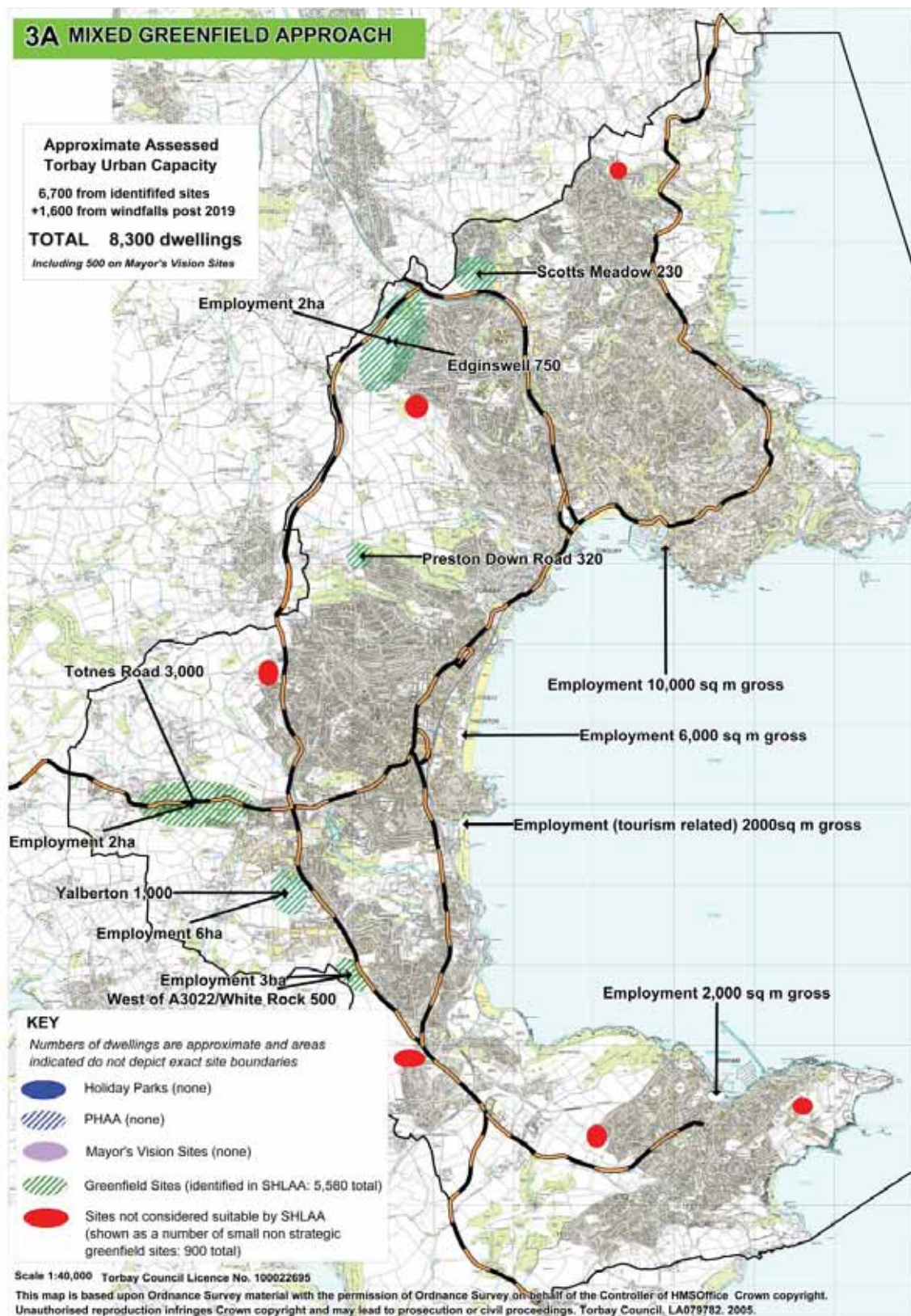
**8.9** Conversely the approach would minimise the need to develop urban green spaces or densify conservation areas, which will have landscape, wildlife and historic environment benefits in the built up area.

#### Learning for the future - Social issues

**8.10** It is likely that a new school would be needed to serve new greenfield housing development. Some of the larger sites could accommodate a new school. However, the dispersed nature of the development area suggests that the need to travel to school may increase, compared to a more comprehensive review of education provision that may be achievable if a single urban extension were developed (Approach 3B).

**8.11** It appears unlikely that this approach would provide sufficient demand to maintain the current level of school places in the built up area, which is likely to result in the closure of some urban schools.

# 8 Option 3A: Greenfield Approach - Mixed Greenfield Approach



3A Mixed Greenfield Approach



### Safer and Stronger Communities – Social issues

**8.12** This approach allows the creation of a significant amount of family housing and for the creation of mixed communities. Because there is no single large “new community”, there is a danger that new housing would simply be created as new housing estates. However, in principle this could be overcome through careful planning and phasing of development.

**8.13** There is still a focus on urban regeneration, however it will be important to ensure that brownfield development does occur. A significant danger is that out of town residential, employment and retail development develop as middle income areas, leaving urban deprivation affecting people in central areas.

### The New Economy – Economic Prosperity

**8.14** This approach would allow the retention of existing employment sites and may allow the creation of some mixed use areas which incorporate an element of employment use.

**8.15** There is still a focus on delivering regeneration on Mayor’s Vision sites, although there is no imperative to create high rise development to achieve housing numbers.

**8.16** The approach would allow appropriate retail and leisure development. There is likely to be demand for such development, even in the current harsh economic climate. However there is a significant danger that out of town retail development would harm the vitality and viability of the town centres and Mayor’s Vision sites.

### Deliverability

**8.17** Because this option provides a wide range of sites, including greenfield sites, problems with any particular site are unlikely to undermine the overall strategy. It will be important to ensure that brownfield sites are developed, rather than just the cheaper and easier greenfield sites.

**8.18** The approach provides a high level of family houses and out of town retail, which are likely to be more profitable sectors. The danger is that these will be at the expense of urban regeneration.

**8.19** The SATURN traffic modelling carried out by Parsons Brinckerhoff has indicated significant congestion at Tweenaway Cross. The option relies on significant development south of Tweenaways Cross, and would therefore require major accessibility improvements along the Western Corridor

### Conformity to Regional Spatial Strategy

**8.20** This approach envisages a balance of urban and greenfield housing in line with Policy HMA5 of the RSS. It would provide a range of opportunities for mixed use development incorporating employment land, leisure, healthcare etc. Although the size of urban extensions is less than the 7,800 dwellings in Policy HMA5 of the RSS, the approach delivers the overall level of development and is therefore likely to be in general conformity with the RSS.

**8.21** The most significant danger is that it may detract from town centre regeneration. It would also require significant highways infrastructure to achieve this option. There would also be an impact on wildlife and landscape. *It is not clear whether these impacts could be satisfactorily mitigated.*

# 8 Option 3A: Greenfield Approach - Mixed Greenfield Approach

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## 9 Option 3B: Greenfield Approach - Single Urban Extension

**9.1** This approach is similar to Approach 3A in that it treats the 8,300 dwellings in the SHLAA as the maximum amount of development that the urban area could accommodate. However, in this approach a single urban extension is planned to accommodate the greenfield requirement of 6,700 dwellings.

**9.2** The only practicable area to accommodate a strategic urban extension of this size is to the west of Paignton along and around Totnes Road and Yalberton. The precise boundaries of this area are not demarked. However, it draws short of the orchards in Yalberton Valley but extends further north into the Totnes Road area (see Map 3B below). Although there is land physically available in the Maidencombe area to the north of Torquay (see option 3C below), this is not considered appropriate in the SHLAA because of the landscape impact upon the rolling Devon and coastal landscape (currently Area of Great Landscape Value and Coastal Preservation Area) and because the land is too far from services and infrastructure to form a sustainable option. Such a development would be a standalone settlement which is poorly served by facilities. Stantor Barton in Torquay was similarly rejected by the SHLAA because of its landscape impact and because the area is poorly related to services and facilities.

**9.3** Significant areas of land around Brixham were promoted to the SHLAA. This is not considered a suitable location for a strategic urban extension because it is within the South Devon AONB. Planning Policy Statement 7 “Sustainable Development in Rural Areas” (2004) indicates that AONB “should be given the highest status of protection in relation to landscape and scenic beauty”. Major developments should only take place within such designated areas in exceptional circumstances (PPS7

Paragraphs 21-22). Brixham is also constrained by poor accessibility to the major road network.

**9.4** Assessing the capacity of the west of Paignton to deliver an urban extension is not an exact science. The sum of the individual sites (Totnes Road, Yalberton and White Rock) is about 4,500 dwellings, taking into account the need for open space, employment, shopping etc as well as housing. Although the SHLAA indicates up to 11,250 dwellings as its initial yield, it appears (on the basis of the background work to the SHLAA) that about 6,700 dwellings could be towards the higher end of what can be realistically achieved in a single broad location, without causing significant environmental damage.

**9.5** This scale of development would constitute a very significant new settlement. The urban extension would also need to provide a primary and secondary school, leisure, employment, health and retail facilities. The approach could support a new district centre and retail park as well as healthcare and employment facilities. There would need to be additional highway infrastructure, probably in the form of a new ring road bypass to the west of the existing Ring Road.

**9.6** As well as the issue of urban sprawl, the main danger would be that focus on an urban extension would detract from urban regeneration and Mayor’s Vision schemes, both in terms of the need for reusing urban sites for housing and the loss of town centre retail and leisure activities.

## 9 Option 3B: Greenfield Approach - Single Urban Extension

Locations	Yield
<b>Locations within settlements</b>	
Strategic Housing Land Availability Assessment Sites (All sites in Volume 1 of SHLAA and Windfalls post 2019)	8,300
<b>Location outside settlements</b>	
Urban Extension West of Paignton	6,700
Approximately 20,000 sq m gross employment floorspace within town centres, particularly on Mayor's Vision sites.	
Approximately 13 ha of employment land within urban extension West of Paignton.	
<b>Total (dwellings)</b>	<b>15,000</b>

**Table 6 Greenfield Approach - Single Urban Extension Approach**

### Assessment of Urban Extension Approach Against the Mayor's Vision

**9.7** There would still be a focus on delivering regeneration on Mayor's Vision sites, however development of these areas would not be as intensive as envisaged in The New English Riviera Action Framework Plan. The key danger is that out of town development would take the pressure off of urban regeneration and divert spending away from town centres and Mayor's Vision sites.

**9.8** The approach could help Torbay "hit its weight" at a sub regional level as it could boost spending. However, there is a serious danger that it would detract from the Mayor's Vision's view of Torquay as the City Centre. It could also undermine aspirations for Paignton to be a thriving "Garden City" and Brixham to be a "Creative Harbour".

### Assessment of Urban Extension Approach Against Community Plan Themes

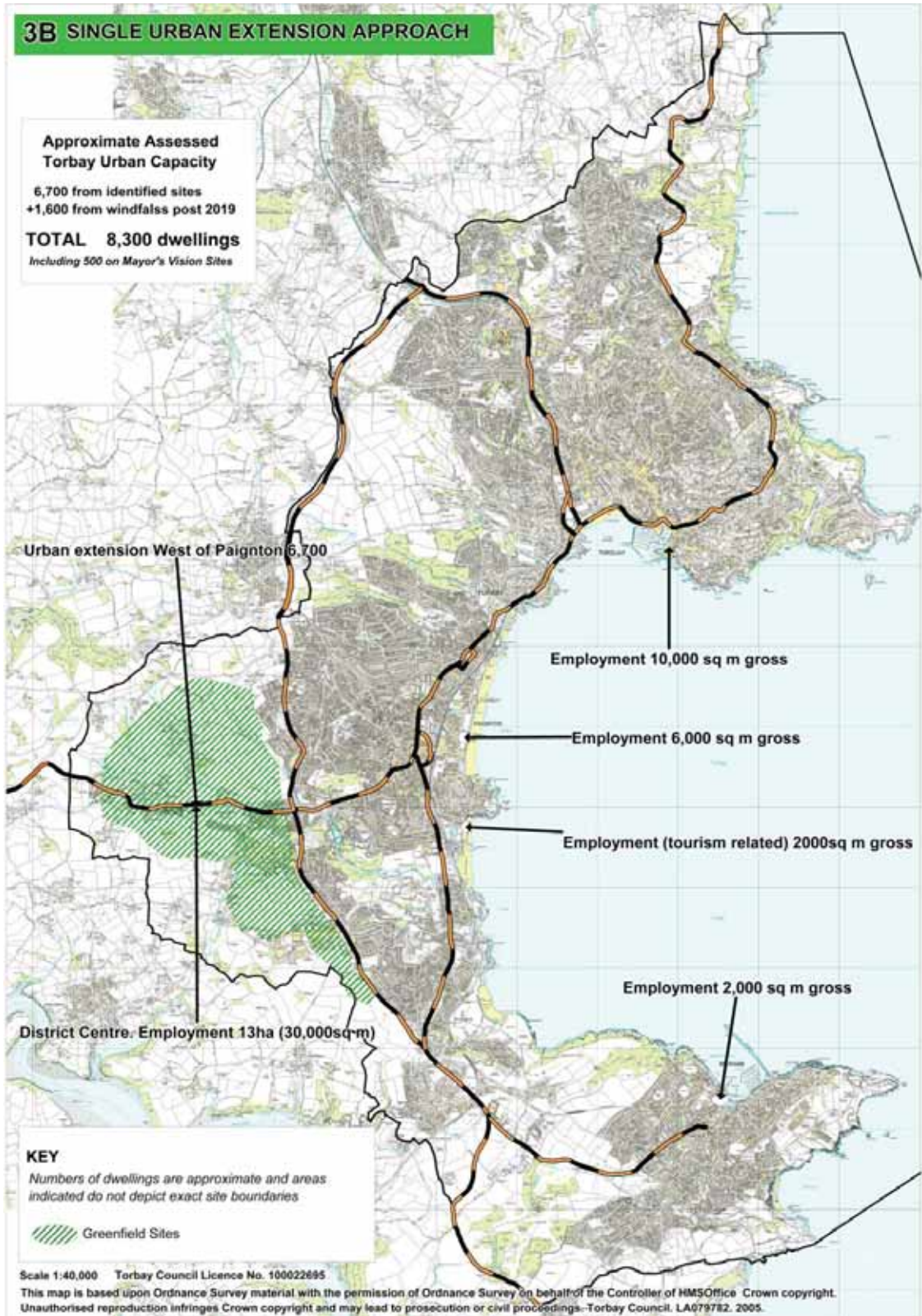
#### Pride in the Bay – Environment

**9.9** This approach would result in the development of land that is currently classified as Area of Great Landscape Value. Although significant, this is a lower level of protection than Area of Outstanding Natural Beauty. Because all the development is in one area, the landscape impact may be harder to mitigate and some development may be visible from the AONB. There is likely to be an impact of wildlife such as cirl buntings and bats.

**9.10** A large urban extension would require some form of bypass to the West of the existing Torbay Ring Road, which would have a significant environmental impact on the countryside to the west of Paignton. It is unclear whether on-line improvements alone could provide sufficient extra capacity to meet the needs of an urban extension.

**9.11** Conversely the approach would minimise the need to develop urban green spaces or densify conservation areas, which will have landscape, wildlife and historic environment benefits in the built up area.

## 9 Option 3B: Greenfield Approach - Single Urban Extension



3B Single Urban Extension

## 9 Option 3B: Greenfield Approach - Single Urban Extension

### Learning and Skills for the Future – Social issues

**9.12** This approach would locate up to 6,700 dwellings as a single urban extension, which would require a new primary and secondary schools. The option would allocate sufficient land to provide new schools and other facilities. The approach could allow reorganisation of services and therefore could achieve education benefits.

**9.13** It appears unlikely that this approach would provide sufficient demand to maintain the current level of school places in the built up area, which is likely to result in closure of some urban schools (or their relocation to modern campuses in the urban extension).

### Safer and Stronger Communities – Social issues

**9.14** This approach allows the creation of a significant amount of family housing. Building a single urban extension would allow the creation of a mixed use development and range of house types and tenures. There is still a focus on town centre regeneration, but it will be important to ensure that urban sites still come forward. There is a danger that the urban extension could divert spending on facilities away from the town centres if a new centre were developed to support the new community.

### The New Economy- Economic Prosperity

**9.15** This approach allows the retention of existing employment sites, possibly as mixed use areas. The urban extension would need to be master-planned as a sustainable mixed use area which incorporates employment, retail and other uses. New retail provision could be in the form of a district centre or local centre which would be incorporated into the

planned urban extension. There would be significant scope for the development of renewable energy options, including combined heat and power facilities.

### Deliverability

**9.16** A large single urban extension is considerably more difficult to deliver than a range of smaller sites. It also runs a significant risk that site assembly, legal or other problems could seriously affect the whole strategy. Because of site assembly and lead-in times etc, an urban extension could probably only be commenced towards the end of the Plan period (i.e. 2026), and possibly not until after this time.

**9.17** There would be a major infrastructure requirement under this option. Given that the SATURN modelling has indicated significant existing congestion on the Western Corridor, the urban extension would need an additional Ring Road and other major highways infrastructure. In addition to its environmental impact, it is not clear how this could be paid for and it is unlikely that developer contributions alone could fund it.

### Conformity to Regional Spatial Strategy

**9.18** This approach has the potential to meet the RSS Proposed Changes target of 15,000 dwellings, and is broadly in line with the split of urban/ urban extension split of development envisaged by Policy HMA5. However the problems of implementing a single urban extension would cast serious doubt about the soundness of this option. There is significant landscape and wildlife harm.

**9.19** *On this basis it is considered that whilst a single urban extension may have sustainability benefits, it would not be a realistically achievable option.*







## 10 Option 3C: Greenfield Approach - Northern Torbay Approach

**10.1** This scenario regards the congestion on the Western Corridor as an absolute constraint and concentrates as much development in Torquay as possible. As per the other options, it assumes an urban capacity of 8,300 dwellings (6,700 on identified sites and 1,600 on windfall sites post 2018). It assumes that the urban capacity sites within the urban areas of Paignton and Brixham would largely feed onto the existing coastal road network rather than exacerbating problems on the Western Corridor. However land at Yalberton, Paignton which is allocated for development in the Saved Adopted Torbay Local Plan would still be developed, and an element of residential development on this land is accounted for as part of the 6,700 dwellings within Volume 1 of the SHLAA.

**10.2** This option envisages a significant level of redevelopment of holiday accommodation within PHAAs in Torquay and to a lesser extent in Paignton. It does not, however, allocate additional development from re-use of holiday parks or tall buildings in Paignton or Brixham. However, significant development of tall buildings and re-use of holiday accommodation is envisaged in Torquay. The creation of additional district centres is not envisaged, although there is likely to be further expansion of existing centres in Torquay.

**10.3** Table 7 and Map 3C indicate what a Northern Torquay approach may look like. It will be noted that to achieve 15,000 dwellings will require the development of areas that are considered unsuitable in the SHLAA, such as greenfield sites or conservation areas.

Locations	Yield
<b>Locations within Settlements</b>	
Strategic Housing Land Availability Assessment Sites (All sites in Volume 1 of SHLAA and Windfalls post 2019).	8,300
Increased yield on Mayor's Vision Sites (assumes high rise / densification in Torquay but not Paignton or Brixham)	1,000
40% Cut in PHAAs (in Torquay)	560
Redevelopment of some holiday parks (Torquay)	250
Conservation Areas	1,350
<b>Possible locations outside settlements</b>	
Scotts Meadow, Torquay <sup>(1)</sup>	230
Edginswell (mixed use), Torquay.	750
Small rounding off built up area around Preston Down Road, Paignton	100
<b>Excluded SHLAA Locations</b>	
Stantor Barton	1,460

Locations	Yield
Maidencombe	1,000
Approx 25,000 sq m mixed employment floorspace within Mayors' Vision and other town centre sites, with heavy emphasis on Torquay. Approximately 8ha employment land outside the urban are: probably at Edginswell	
<b>Total (dwellings)</b>	<b>15,000</b>

**Table 7 Northern Torbay Approach**

- This is an Urban Landscape Protection Area and within the built up area as defined in the Torbay Local Plan.

### **Assessment of Northern Torbay Approach in Relation to the Mayor's Vision.**

**10.4** The Northern Torbay Approach would fit in well with the Mayor's Vision for Torquay as it would increase its prominence as the "City Centre" and highlight the importance of regeneration of the town centre and Harbourside and Waterfront.

**10.5** The approach would not conflict with the Mayor's Vision's view of Paignton as a Garden City and Brixham as a Creative Harbour. There would be urban regeneration within these areas which would support the Mayor's Vision aspirations.

### **Assessment of Northern Torbay Approach in Relation to Community Plan Themes**

#### **Pride in the Bay – Environment**

**10.6** This approach would entail the loss of significant areas of greenfield land around Torquay. It appears that up to 10,000 dwellings could be achieved without causing harm to the wider

landscape character, and that achieving 15,000 dwellings would only be achievable through allocating sites that would cause serious harm in landscape terms. There would be a harmful impact on wildlife, such as ciril buntings, although not necessarily more so than in the other greenfield options.

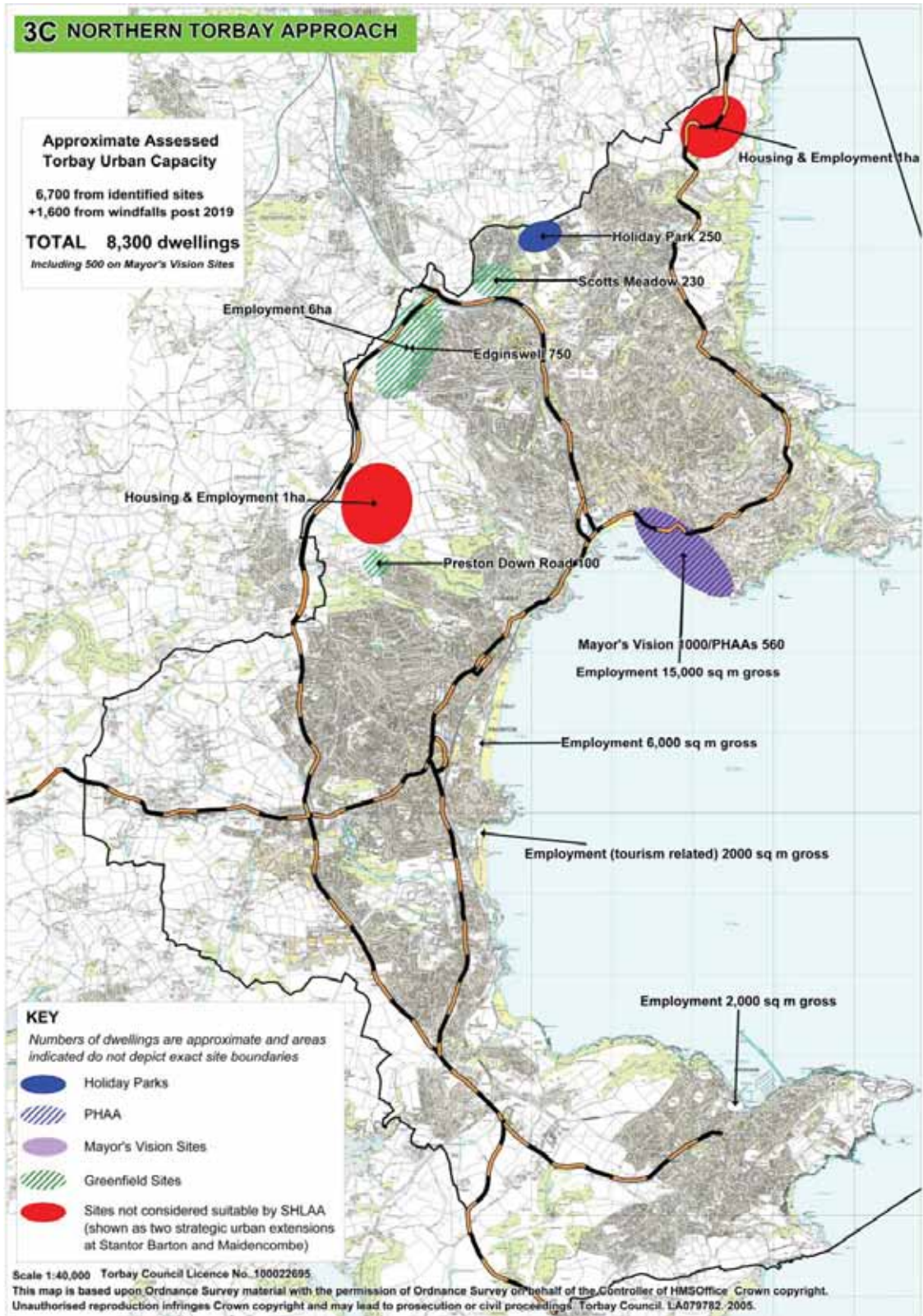
**10.7** There would be no impact on Area of Outstanding Natural Beauty or countryside west of Paignton (other than in the Preston Down Road area).

#### **Learning for the Future – Social issues**

**10.8** This approach will focus new development in Torquay, and could support school numbers in Torquay. However it is likely that there would be falling numbers in Paignton and Brixham, with consequent school closures.

**10.9** It is probable that the option would require an additional primary school in the Scotts Bridge, Barton/ Edginswell area. Finding a suitable location for such a school has been problematic in the past and the approach does not identify a great deal of additional land that could be used for a school.

# 10 Option 3C: Greenfield Approach - Northern Torbay Approach



3C Northern Torbay Approach

## Safer and Stronger communities- Social Issues

**10.10** The development of some greenfield sites would allow some family housing and affordable housing. Some new housing would be poorly related to jobs and services etc.

**10.11** The approach would also focus on regenerating existing communities. It is likely that this approach would increase densities in urban areas, which could help the viability of local facilities. Although the greenfield focus is on Torquay, there is a significant amount of regeneration in the southern half of Torbay. Therefore the approach does not necessarily imply a “managed decline” from Paignton or Brixham, it would support a focus on Torquay as the “city” centre of the Torbay “city alliance”.

## The New Economy – Economic Prosperity

**10.12** The focus on regeneration with some greenfield sites would maximise the opportunities for development and business growth in Torquay. There would be fewer opportunities in Paignton and Brixham.

**10.13** There would be little opportunity for new employment land, which could limit the quality of employment sites in the longer term.

## Deliverability

**10.14** This approach places emphasis on development in Torquay. Whilst it avoids the Western Corridor, the approach is dependent on a relatively small number of sites. This means that site availability or other problems could significantly affect the overall spatial strategy.

**10.15** Although new land is not allocated to the south of Tweenaways Cross, the development of already allocated employment land at Yalberton, Paignton (i.e. Proposals E1.16 and E1.19 in the Saved Adopted Torbay Local Plan) may result in additional commuting along the Western Corridor. The SATURN modelling carried out by Parsons Brinckerhoff has identified considerable congestion at Tweenaway Cross. Therefore this option would not overcome the need for additional transport infrastructure on the Western Corridor. It is however, more likely in this approach that major on-line improvements would be sufficient to accommodate the level of growth in the South of Torbay. Such on-line improvements would be expensive and controversial since they could necessitate the acquisition of houses along the corridor.

## Conformity to Regional Spatial Strategy

**10.16** It is unlikely that this approach would meet the RSS requirement for housing or employment, unless land is allocated which was rejected by the SHLAA.

**10.17** Therefore although the approach could in principle be in general conformity with the RSS, it appears that there would be better ways to achieve this. This would mean that a Core Strategy based on this approach is unlikely to be sound. *On this basis it is recommended that the North of Torquay approach would not be a sustainable or achievable option.*





# 11 Conclusions

## Summary of Sustainability Impacts of Growth Scenarios

a more detailed assessment, see the Council's separate **Sustainability Appraisal** report.

**11.1** The following is a summary of the brief appraisals against the Community Plan Themes noted in the text above. For

Option	Pride in the Bay: Environmental	Learning For the Future: Social	Safer and Stronger Communities: Social	Economic	Deliverability
<b>1. Constrained development Approach</b>	Lead to town cramming development in flood risk areas.  Loss of urban open space	Boost school numbers in urban areas  Prevents a thoroughly planned approach to education	Major harmful impact on social inclusion, homelessness etc  Will help the viability of local facilities	Unlikely to support economic growth in Torbay. No opportunity to allocate land for employment purposes.	Large number of sites, but reliance on apartments.
<b>2. Urban Focus and limited Greenfield Development Approach</b>	Seeks to protect the most valuable urban and rural landscapes.  Potential floodrisk	Not clear how far this approach will allow education to be planned thoroughly.	Some opportunity for family housing and urban focus improves viability of local facilities.	May still constrain economic growth, but can provide sites for employment	Achievable as approach relies on a wide range of sites
<b>3A. Mixed Greenfield Approach</b>	Loss of greenfield sites.  Reduced pressure on urban sites.	Not clear how far this approach will allow education to be planned thoroughly	Good opportunity for family housing.  Danger of loss of focus on urban regeneration	Can provide sites for employment, but would require careful planning  Could accommodate high value retail in district centres.	Achievable as the approach relies on a range of sites.  Danger of loss of focus on urban regeneration



Option	Pride in the Bay: Environmental	Learning For the Future: Social	Safer and Stronger Communities: Social	Economic	Deliverability
3B. Single Urban Extension Approach	Loss of greenfield sites. Landscape and wildlife impact.	Would allow comprehensive planning of education services.	Good opportunity for family housing and planned new community.	Can provide sites for employment. Less pressure existing employment areas	Major delivery problems as this approach is reliant on a small number of large sites.
	Reduced pressure on urban sites	May not maintain roll numbers in urban areas	Danger of loss of focus on urban regeneration		Danger of loss of focus on urban regeneration
3C. Northern Torbay: Approach, Torquay.	Loss of significant urban and rural landscape around Torquay.	Need for new school at Scotts Bridge/ Edginswell.	Some opportunity for family housing and urban focus improves the viability of local facilities in Torquay.	Little opportunity for new employment land.	Avoids the Western Corridor problem.
	No harm to AONB or landscape in the south of Torbay	Likely falling roll numbers in the South of Torbay	There would be less investment in facilities to the South of Torbay	Yalberton Road (Local Plan proposal E1.16) is still likely to be developed, so could lead to unsustainable travel patterns.	Limited number of sites could lead to implementation problems.

Table 8 Summary of Sustainability Impacts

**KEY: Red = Harmful effect. Yellow = Neutral effect. Green = Beneficial effect.**

## Summary

**11.2** The above approaches all have advantages and disadvantages.

1)The **Constrained Approach** has an appeal in terms of preventing urban sprawl, but would struggle to provide sufficient development to meet the RSS target. It would require very high levels of urban development and high rise buildings. Much of this would be in high

flood risk areas. There would be little opportunity to provide family housing, other than on the redevelopment of holiday parks. Most new dwellings would be of apartments, for which there may be little market appetite. ***On this basis it is recommended that the Constrained Approach would not be a sustainable or realistically achievable option.***

# 11 Conclusions

2) The **Urban Focus and Limited Greenfield Development Approach** would maximise the amount of development in the built up area, without resorting to unacceptable town cramming. Such development would support the urban regeneration aspirations of the Mayor's Vision and would be located close to the existing transport infrastructure and town centre facilities. Some of these areas will be at risk of flooding. Even with a significant focus on urban regeneration, most of the land identified as being suitable by the SHLAA would need to be developed in order to meet the RSS Proposed Changes target of 15,000 dwellings, which will have a landscape and wildlife impact. Greenfield land release would however provide family housing. ***Although there are difficulties that would need to be overcome, this approach could in principle be sustainable and achievable.***

3) **Greenfield Approaches.** As noted in the main text, all of the options, including those badged as "greenfield" propose to provide the majority of housing in the built up area. Releasing greenfield sites would help alleviate the shortfall in family housing and avoid town cramming and the loss of urban green spaces. Greenfield approaches could also reduce the need to develop in areas at risk of flooding. However, they would have a landscape, wildlife and infrastructure impact. Moreover, they could take the focus away from urban regeneration.

**11.3** All of the greenfield approaches (and to a lesser extent Approach 2) are likely to include some level of out of town centre retail and leisure. In the current economic climate this could provide a source of pump priming for wider investment. However, such an approach may not provide high value jobs and could

harm attempts to revitalise and regenerate the town centres, which is key to the Mayor's Vision.

**11.4 Option 3A Mix of Greenfield Sites** runs the danger of being seen as urban sprawl, unrelated to employment, transport routes or other amenities. Infrastructure problems, particularly along the Western Corridor would need to be addressed. However, these problems may be surmountable, particularly since a number of the sites would be large enough to support mixed use developments. ***Although there are difficulties that would need to be overcome, this approach could in principle be sustainable and achievable.***

**11.5** Whilst **Option 3B Single Urban Extension** West of Paignton could, in principle, deliver a significant number of dwellings, it would be at a significant environmental and landscape cost. Moreover it is unclear whether the option would work in terms of viability given the cost of the road improvements it would require. It is unlikely that a single urban extension could be delivered in the Plan period. ***On this basis it is considered that whilst a single urban extension may have sustainability benefits, it would not be a realistically achievable option.***

**11.6 Option 3C Northern Torbay Approach** places a heavy strain on rural and urban landscape around Torquay, and would necessitate development on large sites rejected by the SHLAA.

Although there is reduced development to the West of Paignton, a significant amount will still take place on already allocated sites and therefore the option does not overcome fully the problem of gaining access through the Western Corridor. ***On this basis it is***

*recommended that the North of Torquay approach would not be a realistically achievable option.*



## Appendix: Possible Housing Sites identified in SHLAA

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## Appendix: Possible Housing Sites identified in SHLAA

<b>SHLAA Volume 1 Sites</b>	<b>Area Ha</b>	<b>Initial Yield</b>	<b>Assessed Yield</b>
Completions 2006/7- 2007/8 (Note 1)		1,246	1,246
Sites with Planning Permission+			
Large sites		1,258	1,258
Small sites		482	482
Site Specific sources			
Large sites		3,749	3,749
Assessed Capacity from identified sites (Volume 1)		6,735	6,735
<b>SHLAA Volume 2 Sources</b>			
<b>Broad Locations Within Settlements</b>			
Conservation areas (2)		1,500	0
Holiday Parks		1,465	1,000
Holiday accommodation		560	280
High Rise Development on Mayor's Vision sites (3)		2,500	1,000
<b>Land adjoining settlements</b>			
Torquay Golf Course, Torquay	38	950	0
Scotts Meadow, Torquay	9	225	225
Edginswell, Torquay	30	750	750
Stantor Barton, Torquay (2)	120	3,000	0
Preston Down Road, Paignton (2)	15	375	0
Totnes Road, Paignton	120	3,000	3,000
Yalberton, Paignton	90	2,250	1,000
Land west A3022, Paignton	70	1,750	500
Broadsands, Paignton (2)	8	200	0

## Appendix: Possible Housing Sites identified in SHLAA

Land south of Churston (2)	60	1,500	0
Land north of Brixham (2)	50	1,250	0
Monksbridge Brixham (2)	20	500	0
Land west of Brixham (2)	35	875	0
Land south of Brixham (2)	25	625	0
Sharkham Point, Brixham (2)	15	375	0
Urban extension, Land west of Paignton (4)	(450)	(11,250)	0
<b>Windfall sites (5)</b>		1,650	1,650
<b>Total provision all Sources</b>		<b>23,450</b>	<b>7,755</b>

**Table 9 Possible Housing Sites Identified in the Strategic Housing Land Availability Assessment**

### Notes

See Torbay SHLAA Volume 2 Page 48 and Page 55

All numbers are approximate, since predicting capacity is not an exact science. As a rule of thumb they assume densities of about 40+ dwellings per hectare in the built up area. Mayor's Vision and similar sites assume densities of considerably more than 50 dph. Urban extension sites (defined here as greenfield land outside the built up area) assumes a gross density of 25 dwellings per hectare. This assumes that about half of urban extension land is housing and the other half goes to supporting uses such as employment, retail, open space etc.

The SHLAA partly replaces the older style of assessing housing capacity through Urban Capacity Studies (UCS). The Torbay Urban Capacity Study (Scott Wilson 2005) assessed that there was scope on brownfield sites to develop 364 dwellings per year, between 2005-2016.

(1) Sites with planning permission need to be assessed through Plan Monitor and Manage

(2) A zero assessed yield is given for options that the SHLAA does not consider to be suitable, such as conservation areas. It may not rule out the principle of more minor "rounding off" of the built up area in all of these locations (see Appendix 11 of Volume 2 for detailed assessments).

(3) Around 500 dwellings is assumed to come from New English Riviera Mayor's Vision sites already counted in site specific sources in Volume 1 of the SHLAA.. The 1,000 dwellings is an extra yield that is assumed to come from "an amendment to policy to allow for tall buildings (and) the promotion of the vision to developers willing to take on the proposals" (SHLAA Vol 2, page 38, para 12.5.2).

## Appendix: Possible Housing Sites identified in SHLAA

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(4) A single large urban extension West of Paignton is considered as Approach 3B in the current growth options assessment. See also Appendix 11 (site G16) of the SHLAA Volume 2).

(5) Windfall sites may only be counted as part of an area's longer term housing supply (after year 10): See PPS3 paragraphs 53-55. Between 2000-2008, over 90% of Torbay's housing completions were on windfall sites (See SHLAA Vol 2 p51 and Torbay Housing Monitor 2008). The SHLAA assessment of 1,650 dwellings has been rounded down to 1,600 dwellings to reflect the passage of time (i.e. windfalls can now only be counted post 2019).

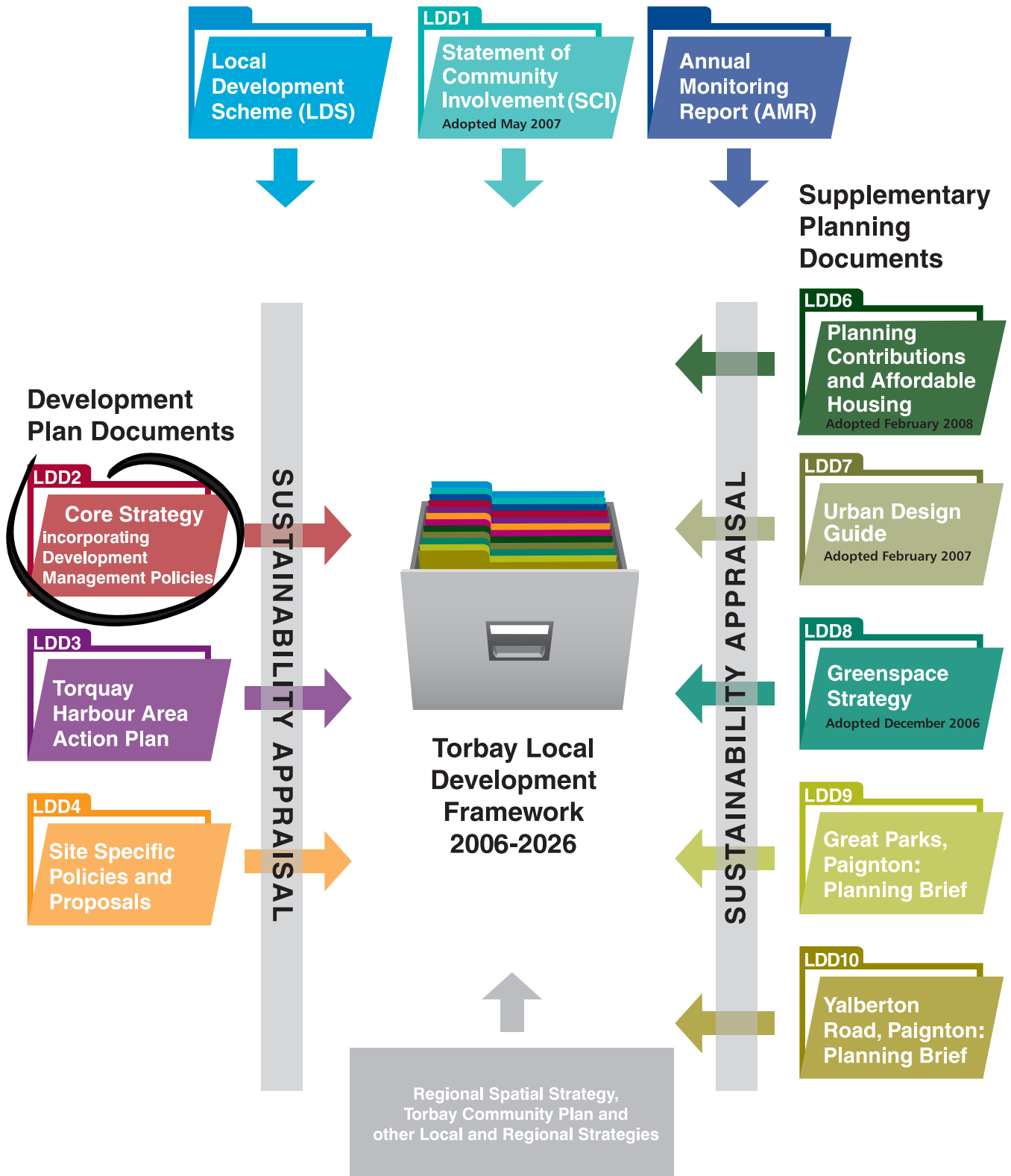
For more information on the Torbay Strategic Housing Land Availability Assessment, see:

<http://www.torbay.gov.uk/ldfresearch>





# The structure of the Local Development Framework



Note: The status of certain Local Development Documents identified in earlier versions of the Torbay Local Development Scheme has changed as follows: LDD5 Generic Development Control Policies - now included in LDD2 Core Strategy. LDD10 Yalberton Road Paignton: Planning Brief - now deferred pending progression of LDD2.