

Torbay
Local Development
Framework

Core Strategy

Development Plan Document

SUMMARY LEAFLET



Regulation 25 Consultation

Vision, objectives and options
for growth in Torbay



LDD2

September
2009

Introduction

The Core Strategy forms the focus of the Torbay Local Development Framework (LDF). This is the first stage in preparation of the 'Regulation 25 Draft' which sets out for consultation the Council's spatial planning vision for what Torbay should be like in 20 years time. It then puts forward different approaches in which future growth could be provided.

The Core Strategy aims to regenerate Torbay, increase economic prosperity and confront issues such as climate change and population growth. In particular it provides a spatial planning framework for delivering the Community Plan and Mayor's Vision.

Figure 1: Torbay Community Plan 2007+ Turning the Tide for Torbay

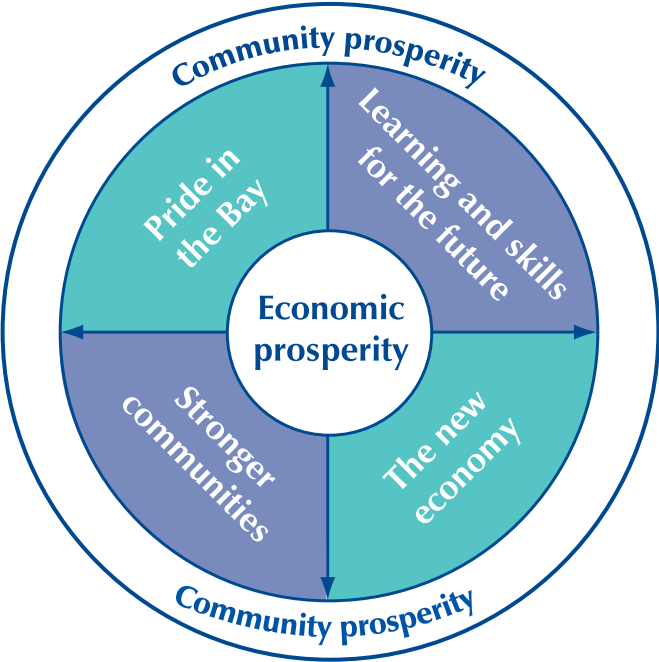
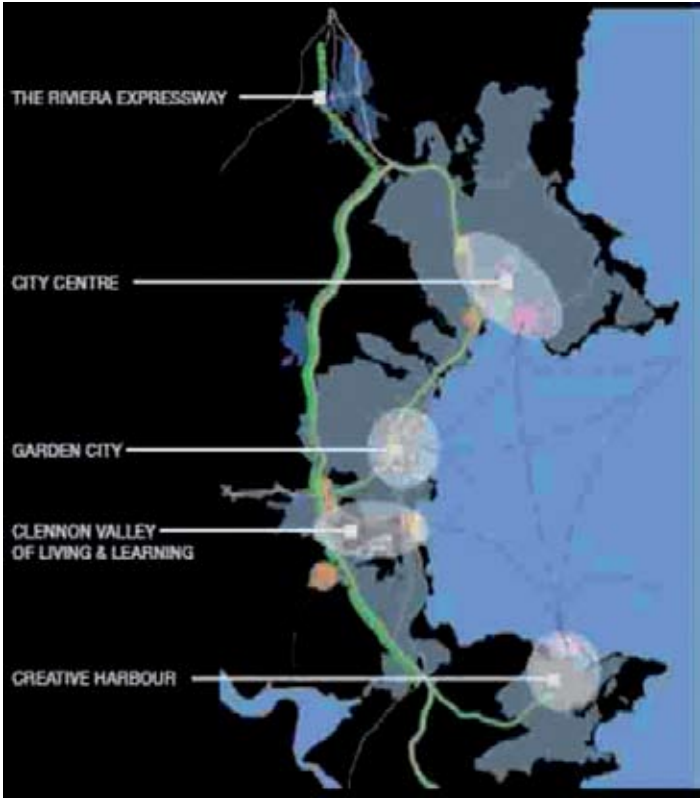


Figure 2: The New English Riviera Mayor's Vision for Torbay



The Core Strategy must also be in general conformity with the **Regional Spatial Strategy (RSS)**. Policy HMA5 of the Proposed Changes stage of the RSS requires the provision of at least 15,000 dwellings and 10,100 new jobs in Torbay between 2006-26. More details on the Regional Spatial Strategy are contained in the main Growth Options document.

The **Proposed Spatial Planning Vision** for the Core Strategy is as follows:

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 21st 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.

The consultation also proposes a number of Strategic Objectives grouped under Community Plan Themes. Topics covered are set out below:

- **Torbay Community Plan Theme: Pride in the Bay**

- IMPROVING COMMUNITIES
- DELIVERING SUSTAINABLE DESIGN AND CONSTRUCTION
- PROMOTING HIGH QUALITY DESIGN
- CONSERVATION OF THE ENVIRONMENT
- PROTECTION AND ENHANCEMENT OF THE LANDSCAPE
- WASTE MINIMISATION
- SUSTAINABLE USE OF MINERAL RESOURCES



- **Torbay Community Plan Theme: Learning and Skills for the future**

- DEVELOPING EDUCATION AND LIFELONG LEARNING
- ENHANCEMENT OF FURTHER AND HIGHER EDUCATION FACILITIES
- FOSTERING LINKS BETWEEN EDUCATION AND BUSINESS

- **Torbay Community Plan Theme: The New Economy**

- IMPROVING ECONOMIC PROSPERITY
- PROVIDING EVERYONE WITH THE CHOICE OF A DECENT JOB
- PROMOTING HIGH QUALITY TOURISM
- STRENGTHENING RETAIL FACILITIES IN THE TOWN CENTRE
- A SAFE AND SUSTAINABLE TRANSPORT SYSTEM
- IMPROVED ACCESSIBILITY
- PROVISION OF SATISFACTORY TRANSPORTATION INFRASTRUCTURE
- PROVISION OF INFRASTRUCTURE NEEDED TO SUPPORT SUSTAINABLE ECONOMIC DEVELOPMENT

- **Torbay Community Plan Theme: Stronger Communities**

- DEVELOPING TORBAY'S ROLE AS A STRATEGICALLY SIGNIFICANT CITY
- MEETING EVERYONE'S HOUSING NEEDS
- IMPROVING THE QUALITY OF LIFE AND LEVELS OF SERVICE
- DELIVERY OF RECREATION, LEISURE AND TOURISM FACILITIES
- IMPROVED ACCESS TO RECREATIONAL SPACE
- INCREASED COMMUNITY INVOLVEMENT

Ways in which Torbay could grow in the future.

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. 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.

An important consideration is the amount of suitable land that is available for new development. **Strategic Housing Land Availability Assessments** ("SHLAAs") are assessments of suitable housing land. The Torbay SHLAA was carried out by Baker Associates, in partnership with the Council, and published in October 2008. The SHLAA estimated that about 6700 dwellings were likely to come from known sites in the built up area and a further 1600 from windfall sites (post 2018), which comes to 8300 dwellings by 2026. This leaves a shortfall of 6700 dwellings for which the Core Strategy must make provision (i.e. 15,000 minus 8300).

The SHLAA also examined ways of increasing housing supply above the assessed yield of 8300 dwellings. The sources of extra housing land considered are:

- Mayor's Vision Sites.
- Redevelopment of Holiday Parks.
- Reducing Principal Holiday Accommodation Areas.
- Development in Conservation Areas.
- Greenfield Sites in the Countryside Zone.

It's not just about housing!

The Core Strategy needs to provide a range of developments that can help create 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, health care; economic infrastructure such as business parks, hotels, shops; and green infrastructure such as parks and woodlands. Growth will also need to minimise its contribution and vulnerability to climate change, and avoid development in areas that are at risk of flooding.



The maps set out below contain estimates of employment floor space that each approach could be expected to provide. It is likely developments would be planned as mixed use areas rather than simply housing estates.

Different ways of delivering growth - possible Spatial Approaches

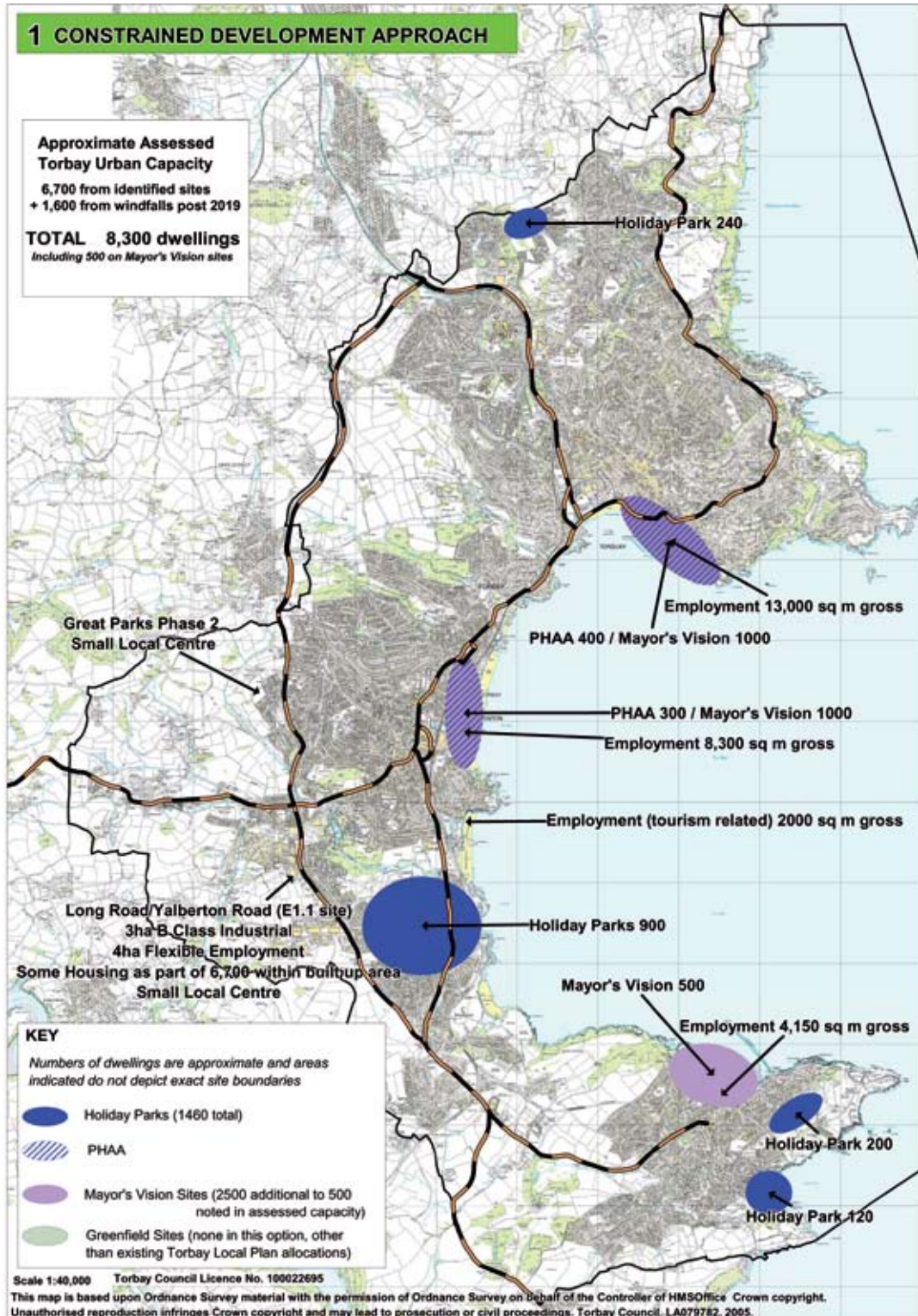
This consultation considers 5 different broad ways in which Torbay could develop over the next 15-20 years. The spatial growth approaches are:

- 1. Constrained development approach.**
- 2. Urban focus and limited greenfield development approach.**
- 3. Greenfield approaches:**
 - 3A Mixed greenfield approach.**
 - 3B Single urban extension approach.**
 - 3C Northern Torbay Approach.**

How these approaches might look is indicated in the maps below. All have advantages and disadvantages which are appraised more fully in the main document and are also subject to formal **Sustainability Appraisal**.

1. Constrained Development Approach.

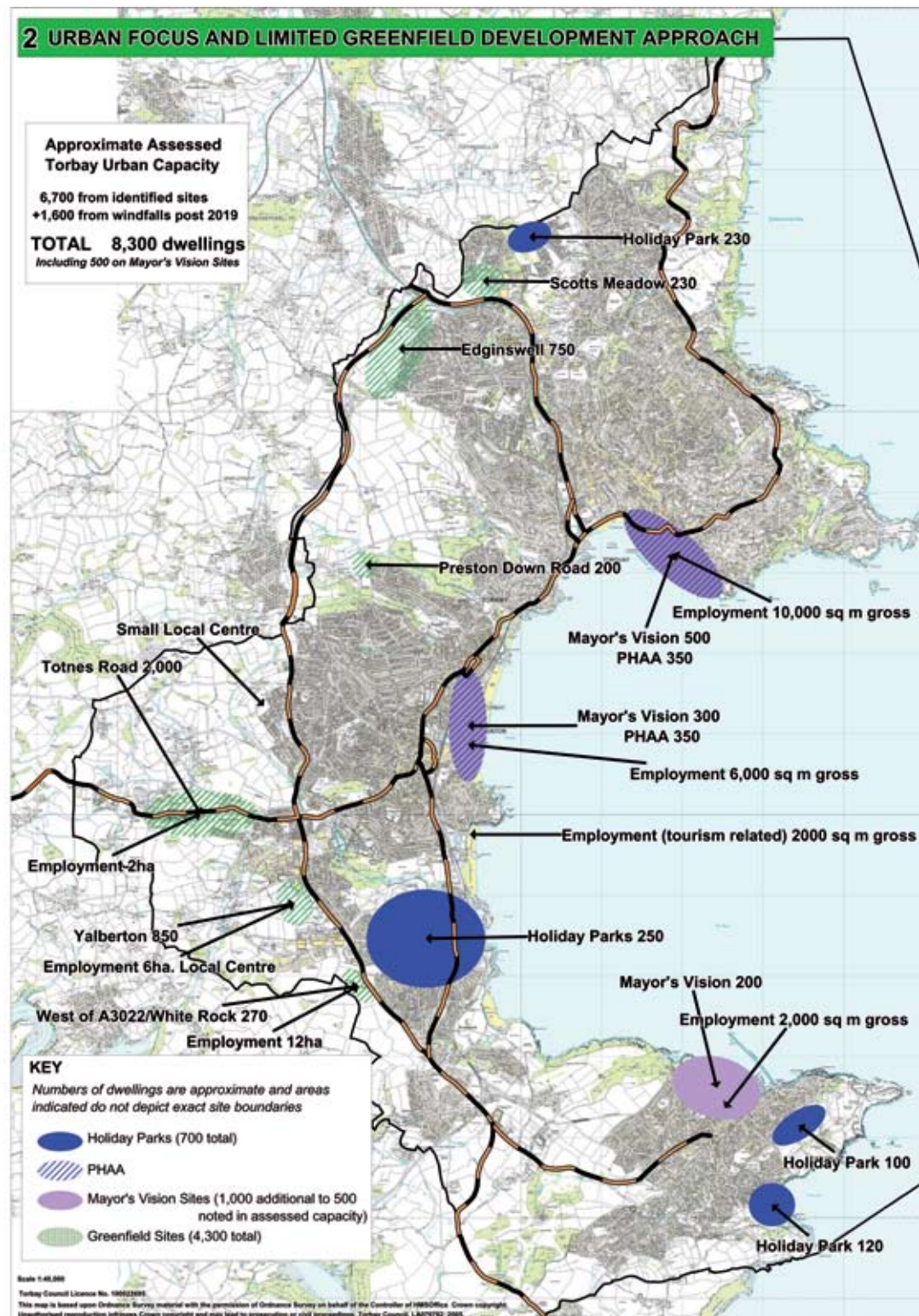
No development outside the built up area of the three towns, other than development already allocated in the Saved Adopted Torbay Local Plan 1995-2011. The entire growth requirement will be met on sites in the built up area, which will entail high rise development.



The **Constrained Development Approach** prevents 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 and the loss of urban green space. Much of this would be in high flood risk areas and Conservation 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 Development Approach would not be sustainable or realistically achievable.**

2. Urban Focus and Limited Greenfield Development Approach

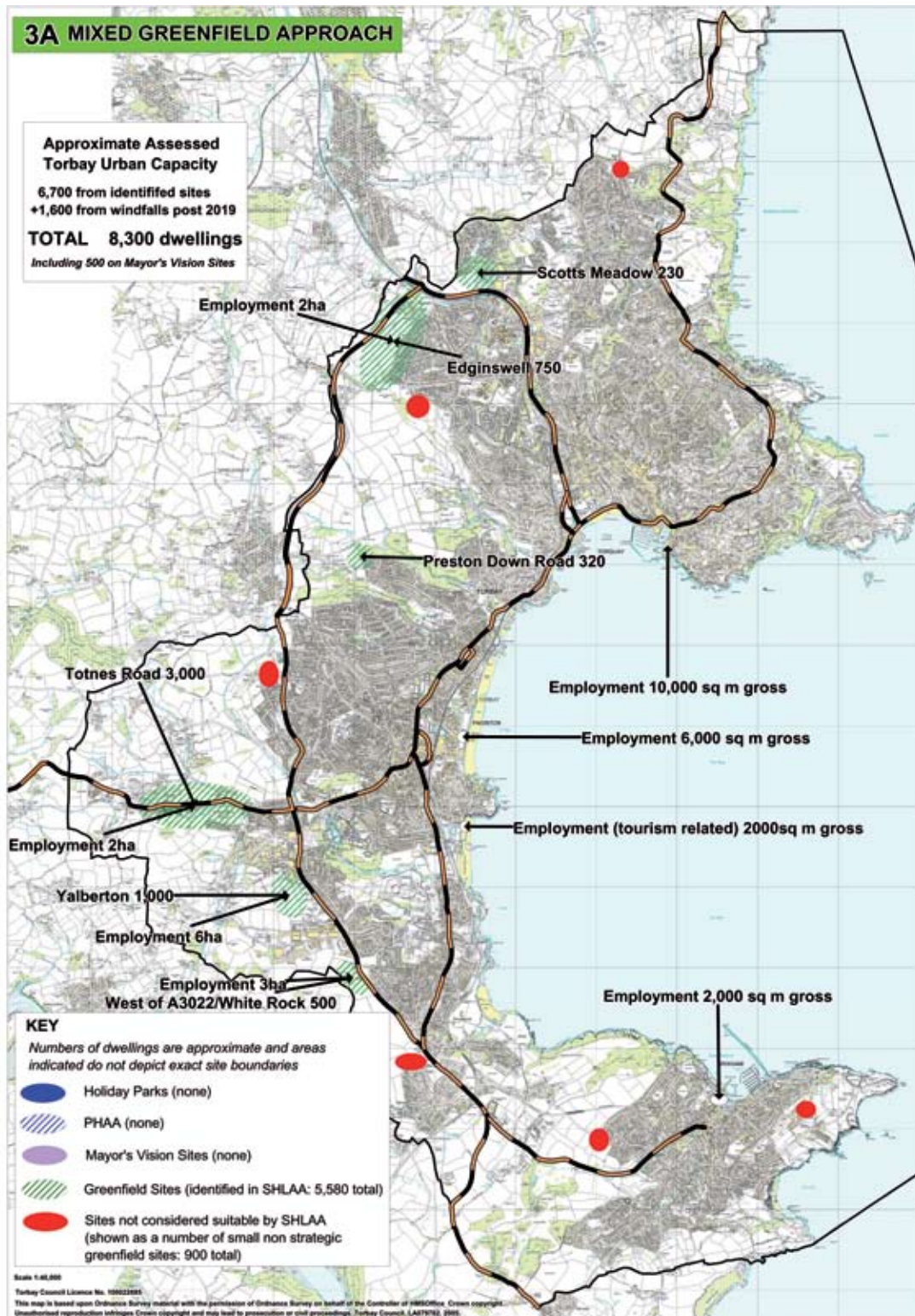
Some new greenfield development will be proposed around Torbay to avoid “town cramming” but the main focus remains on development in the built up area.



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 urban regeneration 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, there would be significant greenfield development, which will have landscape and wildlife impacts. 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.**

3A. Mixed Greenfield Approach

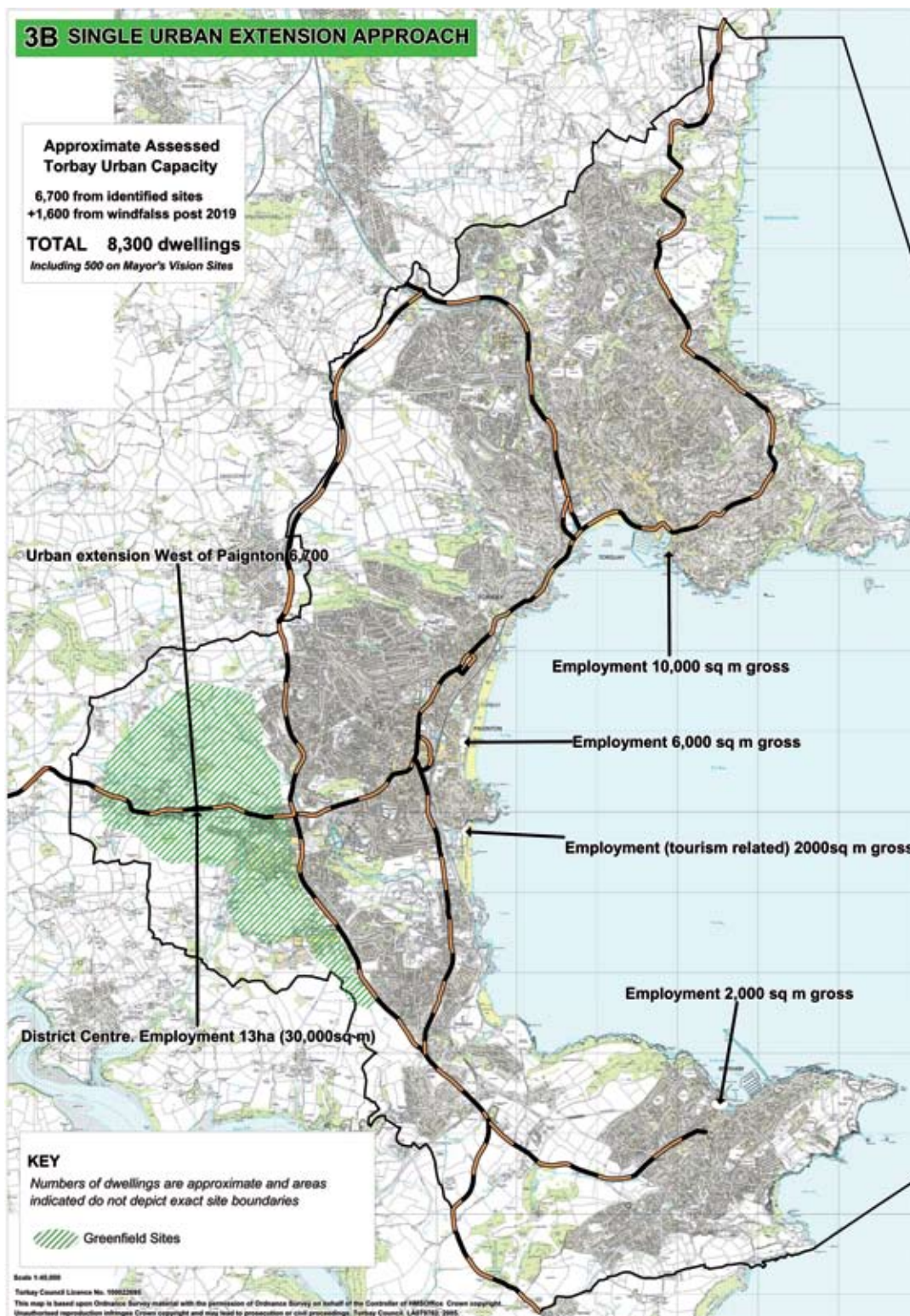
It is assumed that no more than 8300 dwellings can be achieved in the urban area and that the remainder (i.e. 6700 dwellings) will need to be found on sites around Torbay. These sites would also incorporate employment uses, local retail and open space. A number of sites will be identified to accommodate 6700 dwellings and accompanying development.



The **Mixed Greenfield Approach** would provide family housing and avoid town cramming and the loss of urban green spaces. It could also reduce the need to develop in areas at risk of flooding. The approach runs the danger of creating urban sprawl, unrelated to employment, transport routes or other amenities. Infrastructure problems, particularly along the Western Corridor would need to be addressed. **There would also be an impact on wildlife. It is not clear whether these impacts could be satisfactorily mitigated.**

3B. Single Urban Extension Approach

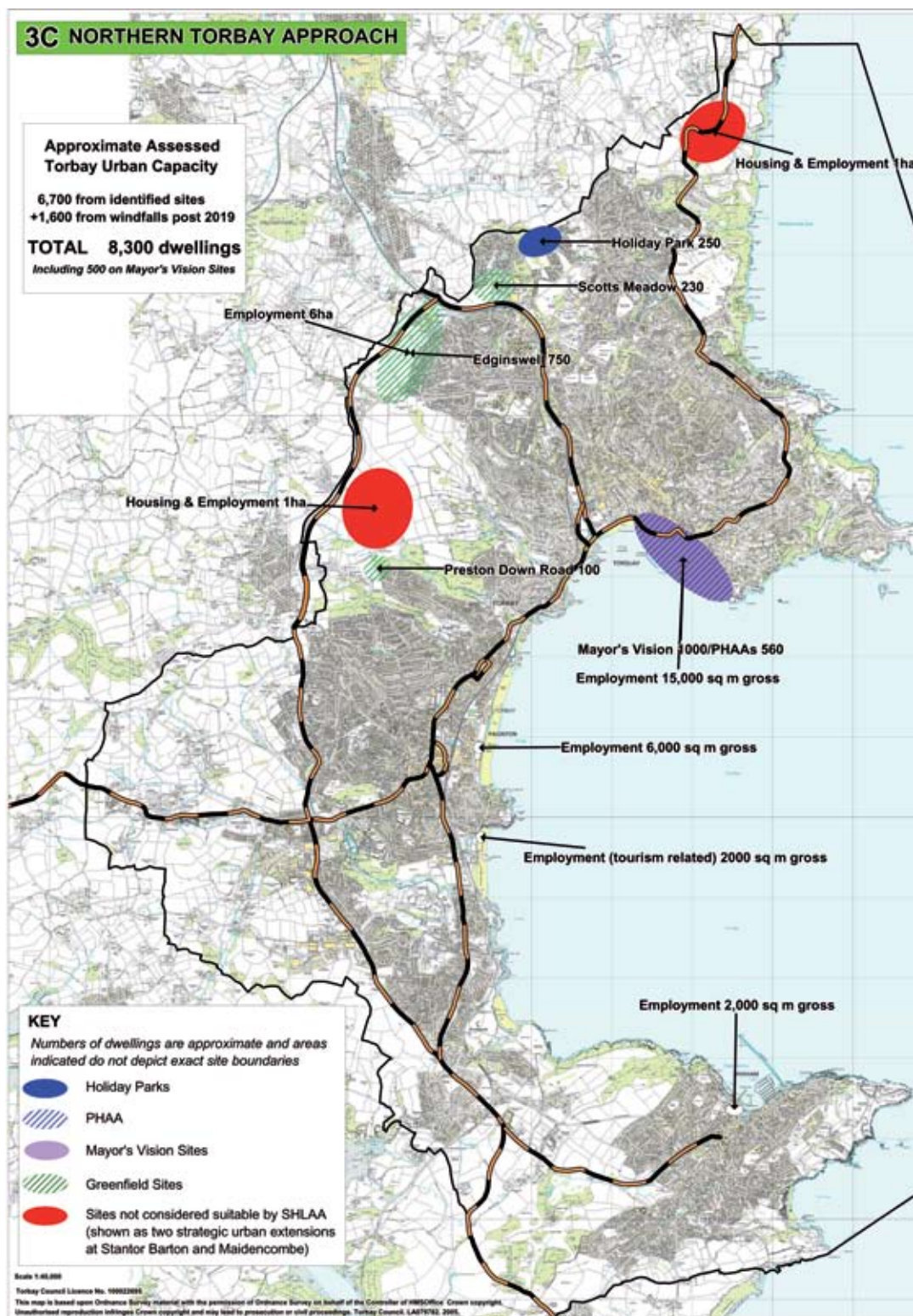
It is assumed that no more than 8300 dwellings can be achieved in the urban area. There would be a single, planned urban extension on the edge of the built up area to provide around 6700 dwellings and associated retail, employment and leisure facilities.



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.**

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 6700 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.



Option 3C Northern Torbay Approach places a heavy strain on 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 sustainable or achievable option.**

How can I become involved?

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**

You can also write to us at: **Core Strategy, Strategic Planning Group, Spatial Planning, Torbay Council, Floor 3, Roebuck House, Abbey Road, Torquay TQ2 5TF**

There is more information on the Local Development Framework at **www.torbay.gov.uk/ldf**

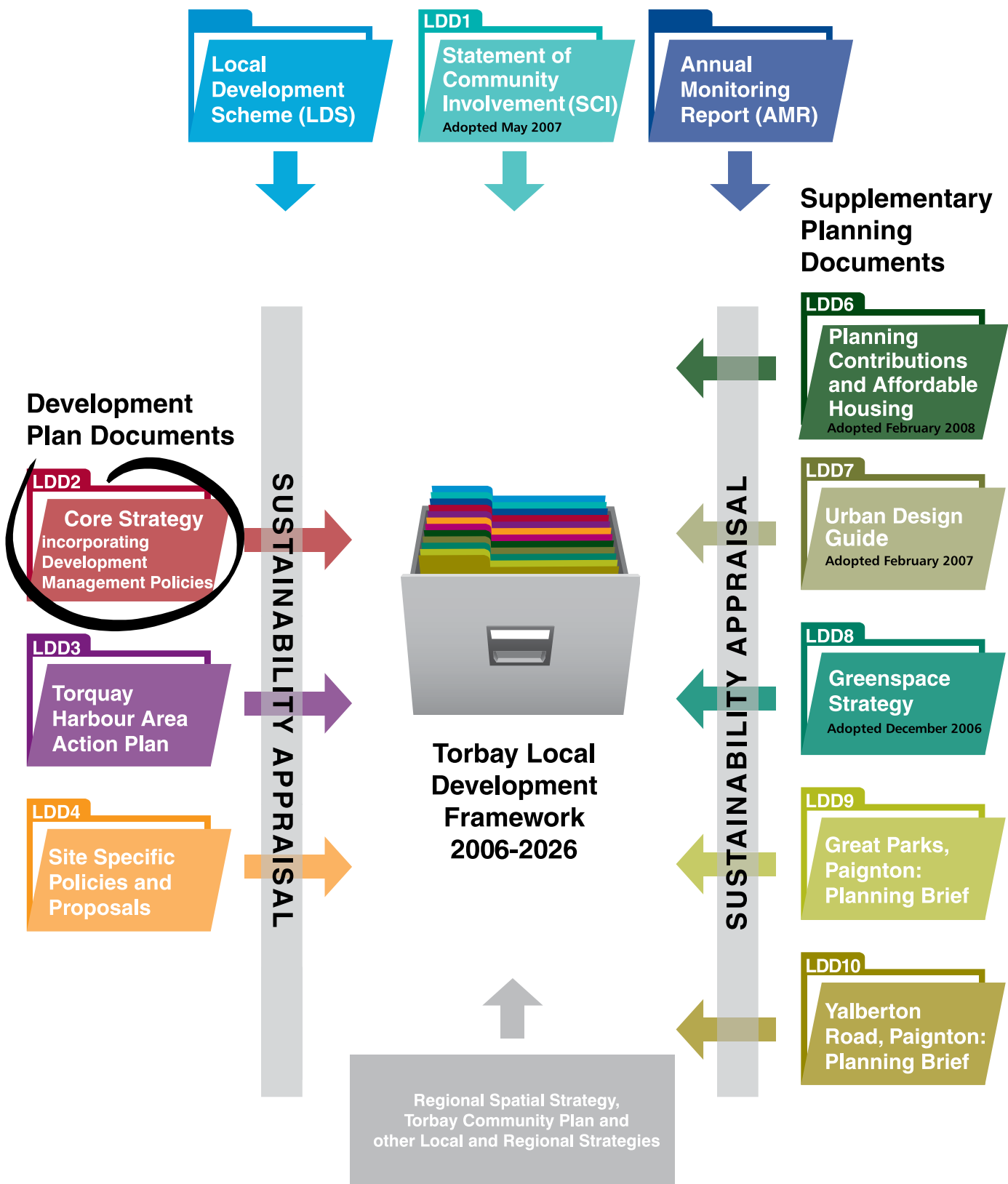
The Growth Options consultation document is published for comment between **Monday 14 September and Friday 23 October 2009**. Reference copies are available at the Council's Libraries, Connections Offices and at Roebuck House, Torquay.

An interactive version of the Growth Options consultation document is available from the above LDF web page.

The next stage of this process will involve the preparation of a Draft Core Strategy for public consultation in Spring 2010.



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.