HARDISTY • JONES

Socio Economic Benefits Assessment

Regeneration in Torbay

Milligan, Wilmott Dixon and Torbay Council

May 2026



Contents

Summary of Impacts 1
1 Glossary of Terms 4
2 Introduction 6
3 Living Coasts, Torquay 7
4 Lower Union Lane, Torquay 11
5 The Pavilion, Torquay 14
6 The Strand, Torquay 18
7 Union Square, Torquay 22
8 Crossways, Paignton 27
9 Paignton Gateway 31
10 Torbay Tech Park, Paignton 35
11 Victoria Square, Paignton 38
12 Brixham Central 42
13 Oxen Cove, Brixham 45
14 Hotels to Homes 47
Appendix 1. Appraisal Methodology 50
Appendix 2. Additionality Adjustment Factors 60

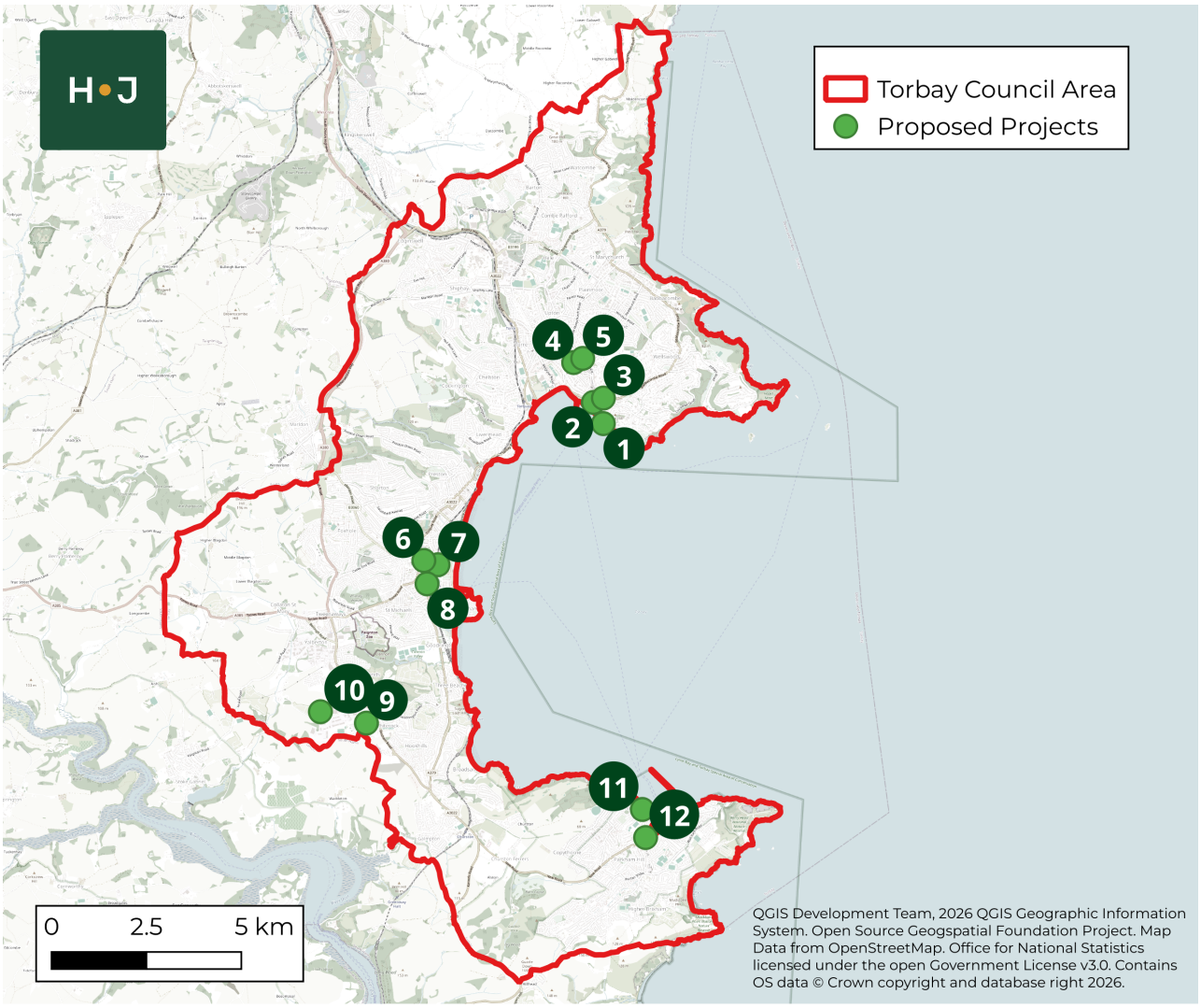
Document control

JOB NUMBER	VERSION NUMBER	APPROVED BY	DATE
25 12 05	2.0	GMJ	07/05/2026

Summary of Impacts

This report sets out the socio-economic benefits and value-for-money of a programme of regeneration projects in Torbay being delivered by Milligan and Wilmott Dixon, in partnership with Torbay Council. Brief descriptions of the projects are out in Table 1 below.

Figure 1 Map of proposed regeneration projects



1. Living Coasts
2. Torquay Pavilion
3. The Strand, Torquay
4. Lower Union Lane
5. Union Square, Torquay
6. Crossways, Paignton
7. Victoria Square, Paignton
8. Paignton Gateway
9. Torbay Teck Park (Whiterock site)
10. Torbay Tech Park (Unit D, Westfield Business Park)
11. Oxen Cove, Brixham
12. Brixham Central

Table 2: Descriptions of projects assessed

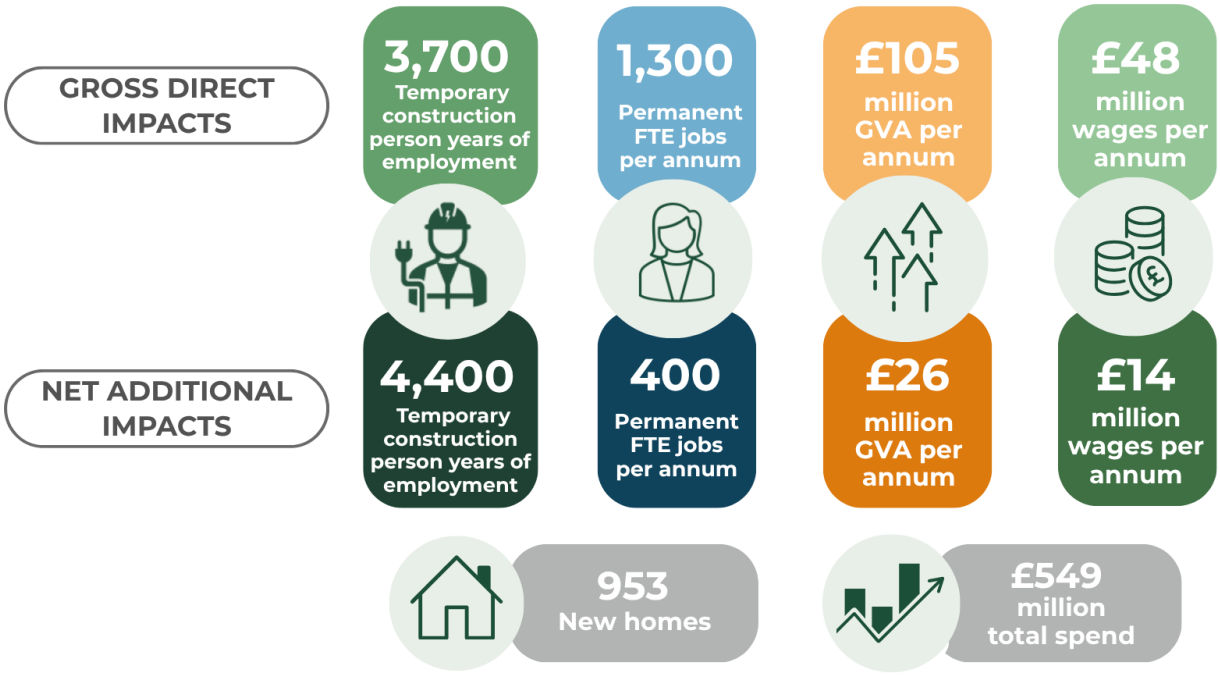
Name	Description
Living Coasts, Torquay	Redevelopment of former zoo attraction as outdoor entertainment venue.
Lower Union Lane, Torquay	Replacement of under-used car park with social rented housing and employment.
The Pavilion, Torquay	Redevelopment of decaying heritage asset as visitor attraction, food and beverage outlets
The Strand, Torquay	Regeneration of vacant high-profile site as premium hotel, food and beverage outlets.
Union Square, Torquay	Redevelopment of the shopping centre and retail units on Union Street and Market Street into new residential and commercial units, a new NHS facility (including GP practices) and public realm improvements.
Crossways, Paignton	Redevelopment of site for extra-care housing and day-care facility.
Paignton Gateway	Redevelopment of town centre area for new bus station, residential, and car parking.
Torbay Tech Park	Development of grow-on space for businesses graduating from EPIC innovation centre.
Victoria Square, Paignton	Regeneration of site for residential and public sector operations.
Brixham Central	Development of multiple storey car parking in the town centre.
Brixham Oxen Cove	Development of new industrial units for fish processing and related activity.
Hotels to Homes Programme	Redevelopment of unused former hotels for social rented housing.
Agglomeration effect	Additional impacts of all the projects being delivered together in Torbay

i. The programme of regeneration projects will generate socio economic benefits for Torbay, creating additional jobs, wages and gross value added (GVA) to the local economy. The programme will also deliver wider benefits to the area, including higher wellbeing, visitor spend, land value uplift, and contribution to a range of local, regional and national policy

ambitions, including the Devon and Torbay Local Growth Plan[1] and the Devon and Torbay Local Housing Plan[2].

ii. A summary of the gross direct and net additional socio economic impacts of the programme is set out below.

Figure 1: Gross direct and net additional benefits to Torbay

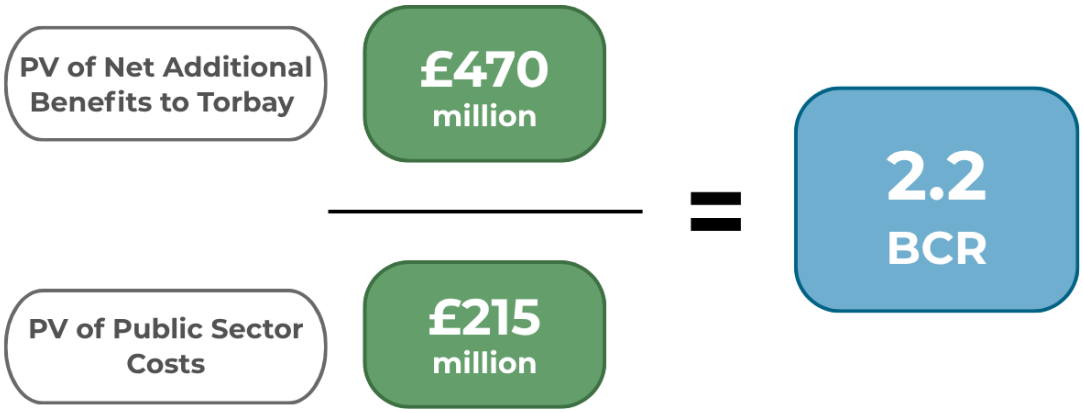


iii. Other benefits to Torbay are also likely, which have not been quantified as part of this assessment. These include land value uplift benefits on the proposed sites and at sites in the areas surrounding the redevelopment projects. The programme will also contribute to strategic objectives in Torbay, such as promoting vitality, culture and diversity, helping to reposition and improve Torbay's image.

iv. An estimated £215 million of non-repayable public grant funding will be invested in the twelve projects. The net additional present value of benefits (over a period of up to 60 years) is estimated as £470 million. The combined benefit to cost ratio (BCR) of the programme of projects is estimated at 2.2. Considering the BCR alongside the non-quantified benefits, the regeneration programme is likely to deliver high value for money.

[1] Devon and Torbay Combined County Authority (2025). Devon and Torbay Local Growth Plan 2025 -2035.
[2] Devon and Torbay Combined County Authority (2025). Devon and Torbay Local Housing Plan 2025 -2027

Figure 2: Benefit to Cost Ratio of the series of regeneration projects in Torbay



v. In addition, agglomeration effects will accrue from the delivery of all twelve projects across Torbay, over and above the impacts of each of the projects delivered in isolation. For example, one visitor attraction may draw in a certain number of visitors, but multiple attractions together with improvements in public realm and general vitality is likely to improve the image of Torbay, resulting in an even higher number of visitors and investment in the area.

vi. A 20% uplift in the number of visitors is used to estimate agglomeration effects. It supports a net additional 11 FTE jobs and £5 million in wages. With these additional effects, the programme of regeneration projects across Torbay is likely to deliver high value for money.

1 Glossary of Terms

Benefit to Cost Ratio (BCR)

The estimated level of social benefit per £1 of cost to the public sector.

Full-time equivalent (FTE)

A measurement that represents the workload of one full time employee (typically 40 hours per week). For example, two part time employees working 20 hours per week equals 1 FTE.

Gross direct impacts

The immediate impacts of the proposed development, quantified in terms of employment, wages and GVA. For example, the number of workers employed to construct the proposed development; and those employed within the various uses once the proposed development is in operation.

Gross Value Added (GVA)

GVA is a way of measuring the value added by a firm or economy. It is defined as the value of the goods and services produced minus the value of the inputs that were used to produce those goods and services. National and local economic policy aims to grow the economy over time, and GVA is often used as a measure for tracking growth.

Multiplier impacts

The associated indirect and induced impacts of the proposed development. These include the jobs supported as a result of your employees spending their wages, or the jobs supported in businesses they procure from (i.e. supply chain impacts).

Net additional impacts

The economic impacts that are genuinely 'additional' to a local area. They are the impacts that remain after adjusting gross direct impacts for potential displacement, leakage, and deadweight effects, and after taking account of multiplier impacts.

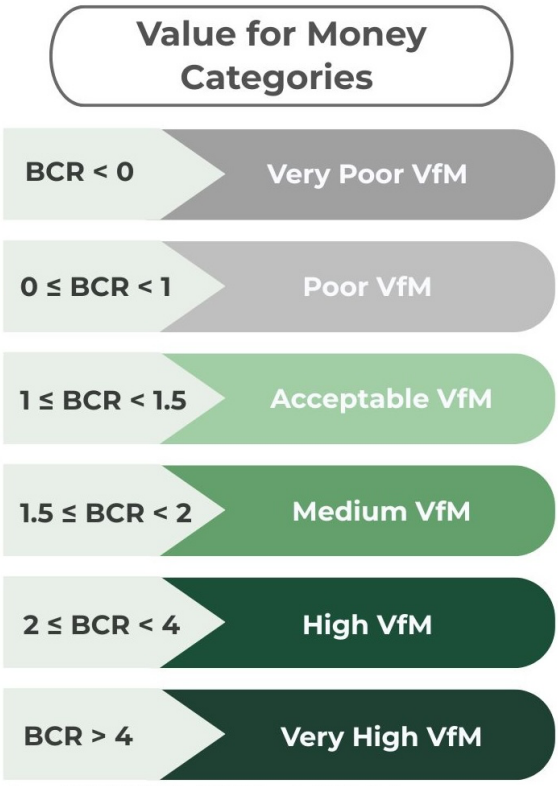
- Displacement - the amount of activity that is offset by reductions elsewhere within an area.
- Leakage - the benefits that 'leak' outside of an area including jobs and expenditure.
- Deadweight - the impacts expected to have occurred in the absence of the proposed development.

Person-years of employment

A measurement of the total amount of work performed, expressed as the equivalent number of full years worked by one person. This is often used to express construction sector employment, given that it can be temporary or intermittent in nature, with a range of trades and activities on site at any given time. One person-year of employment is equivalent to one person working full-time for one year.

Value for Money (VfM)

Value for Money is a judgement about the optimal use of public resources to achieve policy objectives based on the value to society of all economic, social and environmental benefits. The benefit to cost ratio (BCR) is an important factor in a project's value for money. Where a project is expected to deliver high value for money, it means that the assessed benefits are high relative to public sector costs.



Source: MHCLG (2026). The MHCLG Appraisal GuideBook.

Welfare benefits

The monetised value of the additional welfare gained by the new tenants of social rented housing.

2 Introduction

2.1 This report has been prepared by Hardisty Jones (HJ), a specialist economic development consultancy, advising public and private sector clients across the UK on local and regional economic development matters.

2.2 This report sets out the socio-economic benefits of a programme of regeneration projects in Torbay being delivered by Milligan and Wilmott Dixon, in partnership with Torbay Council.

Report structure

2.3 This report sets out the potential economic impacts and a value for money assessment for each of the proposed projects:

- Chapter 3: Living Coasts, Torquay
- Chapter 4: Lower Union Lane, Torquay
- Chapter 5: The Pavillion, Torquay
- Chapter 6: The Strand, Torquay
- Chapter 7: Union Square, Torquay
- Chapter 8: Crossways, Paignton
- Chapter 9: Paignton Gateway
- Chapter 10: Torbay Tech Park, Paignton
- Chapter 11: Victoria Square, Paignton
- Chapter 12: Brixham Central
- Chapter 13: Oxen Cove, Brixham
- Chapter 14: Hotels to Homes
- Appendix 1 sets out the methodology for appraisal
- Appendix 2 sets out the adjustments used to assess the net additional impacts.

3 Living Coasts, Torquay

3.1 The Living Coasts site is a former zoo and aquarium in a prominent seafront location in Torquay. The project closed in 2020, and after standing vacant for five years the site has been partly occupied by Arc Marine, a local marine engineering company specialising in habitat restoration.

3.2 The proposed development includes plans for the remaining vacant area of the site, comprising a 250 person external event space/theatre with three Food & Beverage units. These uses are intended to be temporary (for approximately 10 years), allowing potential expansion by Arc Marine across the entire site.

3.3 The theatre is intended to provide a seasonal offer, and is modelled on similar outdoor theatres such as the Minack Theatre in Cornwall.

Costs

3.4 The total cost for the project is £10 million. This will be funded through £5 million of non-repayable public grant funding and £5 million of private sector investment.

3.5 The present value of public sector costs is £5 million.

Benefits

3.6 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts.
- The externa event space/theatre – this generates temporary (10 year) employment impacts.
- Food and Beverage units - this generates temporary (10 year) employment impacts.
- Visitors' spend in the local economy - this generates temporary (10 year) employment impacts.

Construction

3.7 The construction of the proposed development is estimated to support 85 person-years of employment. This employment will generate £3 million in wages and £7 million of GVA during the construction phase.

3.8 Taking into account additionality, the construction will support 123 net additional person years of employment, supporting wages of £5 million and GVA of £10 million.

External event space/theatre

3.9 The proposed development will include a 250 person external event space/theatre with backstage areas.

3.10 The event space/theatre will support approximately three gross direct FTE jobs. These jobs will generate £0.6 million in wages and £0.8 million of GVA, discounted to present values over a 10-year period.

3.11 Taking into account additionality, these uses will support four net additional local FTE jobs, supporting wages of £0.7 million and GVA of £1 million, discounted to present values over 10 years.

Food and Beverage Units

3.12 The proposed development will deliver around 100 sq m of food and beverage unit space[3] (Use Class E).

3.13 The proposed food and beverage units could accommodate six gross direct FTE jobs. This will support approximately £1 million in wages and £1 million of GVA discounted to present values over a 10-year period.

3.14 After applying the additionality adjustments, the food and beverage floorspace could support 5 FTE jobs and has the potential to generate approximately £0.9 million in wages and £0.9 million of GVA discounted to present values over a 10-year period.

Visitor Spending

3.15 The proposed development has the potential to attract 50,000 visitors per annum to Torbay, across a six-month April to September period[4]. There will be additional local expenditure in Torbay as a result of visitors to the theatre, for example in local hotels, shops, pubs and eateries, indirectly supporting jobs in these sectors.

---

[3] This figure has been estimated based on data for the average size of a medium sized cafe and two smaller 'to go' cafes. Information sourced from: Plan 7 Architects.
[4] Figure provided by Torbay Council.

3.16 The additional spend has been calculated based on UK findings that for every £1 spent on a theatre ticket at a medium sized theatre, an additional £1.40 is spent in the local economy[5]. Combining additional spend with anticipated visitor numbers results in an estimated wider spend in the local economy of £3 million.

3.17 This level of visitor spend is estimated to support three gross indirect FTE jobs. This will generate an estimated £6 million in wages and £7 million of GVA discounted to present values over the 10 year period.

3.18 Taking into account additionality (including theatre visitors who would have visited and spend in Torbay without the proposed development), visitor spending is estimated to support 19 net additional local FTE jobs, supporting £4 million in wages and £5 million of GVA discounted to present values over 10 years.

Table A: Quantified benefits of Living Coasts, Torquay

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years of employment	85	123
Wages	£3 million	£5 million
GVA	£7 million	£10 million
Temporary operational impacts		
Jobs	38	27
Annual wages	£1 million	£1 million
Annual GVA	£1 million	£1 million

3.19 The proposed development is also anticipated to generated other non-quantified benefits in Torbay and Torquay, including:

- Supporting the strategic objectives of promoting vitality, culture and diversity in Torquay town centre.
- Repositioning and improving Torquay's image, attracting further visitors, and stimulating investment.

[5] Gregory Nash, Caroline Meaby and Mark Mallabone (2024). Midscale Theatre Venues. Impact Study 2024.

Value for Money

3.20 The present value of costs is £5 million and the present value of benefits is estimated at £5.4 million, resulting in a benefit to cost ratio of 1.1. The benefit to cost ratio, considered alongside the non-quantified benefits, indicates that the Living Coasts project is likely to deliver acceptable value for money.

4 Lower Union Lane, Torquay

4.1 The Lower Union Lane project consists of the redevelopment of a currently underutilised car park to deliver social rented housing and some light industrial floorspace. The development will deliver:

- 122 residential apartments (2-bedroom and 3-bedroom units).
- 1,000 sq m of light industrial floorspace/maker-space.

4.2 It is estimated that the 122 residential units will house approximately 464 residents.

Costs

4.3 The total cost of the project is £36 million. This will be funded through £20 million of non-repayable public grant funding and £16 million of public sector borrowing.

4.4 The present value of the non-repayable public sector cost is £20 million.

Benefits

4.5 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts.
- Light industrial floorspace – this generates permanent employment impacts.
- Residential spending - this generates permanent employment impacts.
- Welfare benefits - this generates permanent impacts.

Construction

4.6 The construction of the proposed development is estimated to support 245 gross person-years of employment. This employment will generate £10 million in gross discounted wages and £17 million in gross discounted GVA during the construction phase.

4.7 Taking into account additionality, the construction will support 356 net additional local person-years of employment, supporting wages of £15 million and GVA of £25 million.

Light industrial space

4.8 The proposed development will deliver circa 1,000 sq m (NIA) of light industrial space (in Use Class E(g)iii).

4.9 The proposed unit could accommodate 21 gross direct FTE jobs. This will support approximately £19 million in wages and £42 million of GVA discounted to present values over 60-years.

4.10 After applying the additionality adjustments, the light industrial floorspace could support 12 FTE jobs and has the potential to generate approximately £11 million in wages and £23 million of GVA discounted to present values over 60-years.

Residential Spend

4.11 The proposed development will include 122 residential units. In total, the development is expected to house 464 residents.

4.12 Through residential spend, the proposed development will support approximately 17 gross indirect FTE jobs. These jobs will generate £12 million in wages and £20 million of GVA discounted to present values over a 60-year period.

4.13 Taking into account additionality, the residential spend will support 9 net additional local FTE jobs, supporting wages of £7 million and GVA of £11 million discounted to present values over 60-years.

Welfare benefits

4.14 The proposed development will generate an estimated £51 million in gross welfare benefits discounted to present values over a 30-year period. Adjusting this for additionality, the net additional local welfare benefits will be £41 million.

Table A Quantified benefits of Lower Union Lane, Torquay

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	245	356
Wages	£10 million	£15 million
GVA	£17 million	£25 million
Permanent impacts		
Jobs	38	21
Annual wages	£1 million	£0.7 million
Annual GVA	£3 million	£1 million

4.15 The proposed development is also anticipated to generated other non-quantified benefits in Torbay and Torquay, including:

- Supporting the strategic objectives of promoting vitality and diversity in Torquay town centre.
- Repositioning and improving Torquay's image, attracting further visitors, and stimulating investment.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

4.16 The present value of the non-repayable public sector cost is £20 million, and the present value of benefits is estimated at £73 million. The benefit to cost ratio is therefore assessed as 3.7, which is considered as high value for money.

5 The Pavilion, Torquay

5.1 The Pavilion in Torquay is a Grade II Edwardian listed building on the Torquay waterfront. The Pavilion has been empty and unused for many years and has fallen into a state of disrepair. Torbay Council has bought the Pavilion and intends to support its redevelopment.

5.2 The proposed development comprises a new type of destination in Torquay, the Agatha Christie Campus for Digital Storytelling.[6]. It is estimated that the Pavilion has an internal area of approximately 1,226 sq m (NIA).[7]

5.3 The proposed development will consist of a new destination, bringing together heritage, technology and enterprise. It will include:

- A new Agatha Christie immersive experience visitor attraction.
- A premium dining experience.

Costs

5.4 The total cost of the project is £30 million. This will be funded through £25 million of non-repayable public grant funding and £5 million of public sector borrowing.

5.5 The present value of the non-repayable public sector costs is £25 million. .

Benefits

5.6 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts.
- Visitor attraction – this generates permanent employment impacts.
- Restaurant - this generates permanent employment impacts.
- Visitor spending - this generates permanent employment impacts.

[6] Option 2 from the Torquay Pavillion Options Analysis: Shortlist Options Report (Torbay Council, 2026).
[7] JLL (2021). Torquay Pavilion Markey Assessment.

Construction

5.7 The construction of the proposed development is estimated to support 204 gross person-years of employment. This employment will generate £8 million in gross discounted wages and £14 million in gross discounted GVA during the construction phase.

5.8 Taking into account additionality, the construction will support 296 net additional local person-years of employment, supporting wages of £12 million and GVA of £21 million.

Visitor attraction

5.9 It is assumed that approximately half of the Pavillion will be used to deliver the immersive Agatha Christie visitor attraction. Therefore, the proposed development will deliver a visitor attraction of circa 613 sq m.

5.10 The visitor attraction will support approximately 25 gross direct FTE jobs. This will support approximately £12 million in wages and £16 million of GVA discounted to present values over 60-years.

5.11 After applying the additionality adjustments, the visitor attraction could support 13 FTE jobs and has the potential to generate approximately £7 million in wages and £9 million of GVA discounted to present values over 60-years.

Restaurant

5.12 The proposed development will deliver a premium dining experience restaurant. It is assumed that the restaurant will consist of approximately half of the total Pavilion floorspace (613 sq m).

5.13 The restaurant will support approximately 35 gross direct FTE jobs. These jobs will generate £17 million in wages and £15 million of GVA discounted to present values over a 60-year period[8].

[8] In some instances, GVA is lower than wages. This is a quirk of the data, and can sometimes happen in sectors which generate low GVA. It is more apparent here due to the discrepancy in the latest available data for wages (2025) and GVA (2023).

5.14 Taking into account additionality, the restaurant will support 19 net additional local FTE jobs, supporting wages of £9 million and GVA of £8 million discounted to present values over 60-years.

Visitor Spending

5.15 The proposed development has the potential to attract 160,000 visitors[9] per annum to Torbay. There will be additional local expenditure in Torbay as a result of visitor to the new Agatha Christie visitor attraction. To avoid double counting, the employment supported by visitor spending excludes any employment already supported by the restaurant and the visitor attraction itself.

5.16 The increased spending in Torbay as a result of visitors is estimated to support 55 gross indirect FTE jobs. This will generate an estimated £28 million in wages and £35 million of GVA discounted to present values over the 60-year period.

5.17 Taking into account additionality, visitor spending is estimated to support 30 net additional local FTE jobs, supporting £15 million in wages and £19 million of GVA discounted to present values over 60 years.

Table B Quantified benefits of The Pavilion, Torquay

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	204	296
Wages	£8 million	£12 million
GVA	£14 million	£21 million
Permanent impacts		
Jobs	115	63
Annual wages	£3 million	£2 million
Annual GVA	£4 million	£2 million

[9] Torbay Council (2026). Torquay Pavillion Options Analysis: Shortlist Options.

5.18 The proposed development is also anticipated to generated other non-quantified benefits in Torbay and Torquay, including:

- Supporting the strategic objectives of promoting vitality and diversity in Torquay town centre.
- Repositioning and improving Torquay's image, attracting further visitors, and stimulating investment.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

5.19 The present value of the non-repayable public sector costs is £25 million, and the present value of benefits is estimated at £43 million. The benefit to cost ratio is therefore assessed as 1.7, which is considered medium value for money.

6 The Strand, Torquay

6.1 The Strand site in Torquay is currently underutilised, with the majority being vacant, despite its prominent town centre location. The proposed development sets out plans to redevelop units 7 – 14 of The Strand (including the former Debenhams department store) into:

- Food & Beverage and retail units at the ground floor
- A 144-bedroom high-quality (four-star) hotel above.

6.2 The development will function as a single hotel with three separate commercial units at ground floor level on the west of the site (potentially four if split). The principal hotel element is located on the eastern side of the site with a ground floor restaurant area, first floor function spaces and a publicly accessible rooftop bar.

Costs

6.3 The total cost of the project is £53.9 million. This will be funded through £11 million of non-repayable public grant funding and £43 million of private sector investment.

6.4 The present value of non-repayable public sector costs is £11 million.

Benefits

6.5 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- The hotel – this generates permanent employment impacts
- Food and beverage units - this generates permanent employment impacts
- Hotel visitors spend in the local economy - this generates permanent employment impacts.

Construction

6.6 The construction of the proposed development is estimated to support 367 gross person years of employment. This employment will generate £14 million in gross discounted wages and £24 million in gross discounted GVA for the duration of the construction phase.

6.7 Taking into account additionality, the construction will support 533 net additional local person-years of employment, supporting wages of £21 million and GVA of £35 million.

Food and Beverage Units

6.8 The proposed development will deliver around 600 sq m of food and beverage unit space (Use Class E).

6.9 The proposed food and beverage units could accommodate 32 gross direct FTE jobs. This will support approximately £19 million in wages and £18 million of GVA discounted to present values over 60-years.

6.10 After applying the additionality adjustments, the food and beverage floorspace could support 12 FTE jobs and has the potential to generate approximately £7 million in wages and £7 million of GVA[10].

Hotel

6.11 The proposed development will include a 144-room hotel, with various amenities such as a gym/fitness room, lounge, reception/lobby, and food and beverage spaces.

6.12 The hotel will support approximately 115 gross direct FTE jobs. These jobs will generate £66 million in wages and £123 million of GVA discounted to present values over a 60-year period.

6.13 Taking into account additionality, the hotel will support 63 net additional local FTE jobs, supporting wages of £36 million and GVA of £67 million discounted to present values over 60-years.

Visitor Spending

6.14 The proposed hotel development has the potential to attract 85,610 visitors[11] per annum to Torbay. There will be additional local expenditure in Torbay as a result of visitors staying at the hotel. To avoid double counting, the employment supported

[10] The net additional estimate is a moderate reduction on the gross impacts because the loss of employment in existing uses has been accounted for (deadweight).
[11] Figure provided by Wilmott Dixon and Milligan.

by visitor spending excludes any employment already being supported by the food and beverage units of the proposed development.

6.15 The increased spending in Torbay as a result of visitors is estimated to support 16 gross direct FTE jobs. This will generate an estimated £11 million in wages and £21 million of GVA discounted to present values over the 60-year period.

6.16 Taking into account additionality, visitor spending is estimated to support nine net additional local FTE jobs, supporting £6 million in wages and £11 million of GVA discounted to present values over 60 years.

Table C Quantified benefits of The Strand, Torquay

	Gross direct impacts	Place based impacts
Temporary construction impacts		
Person-years employment	367	533
Wages	£ 14.3 million	£20.7 million
GVA	£24.2 million	£35.1 million
Permanent impacts		
Jobs	163	84
Annual wages	£4.4 million	£2.3 million
Annual GVA	£7.5 million	£3.9 million

6.17 The proposed development is also anticipated to generated other non-quantified benefits in Torbay and Torquay, including:

- Supporting the strategic objectives of promoting vitality and diversity in Torquay town centre.
- Repositioning and improving Torquay's image, attracting further visitors, and stimulating investment.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

6.18 The present value of costs is £11 million and the present value of benefits is estimated at £30 million, resulting in a benefit to cost ratio of 2.7. The benefit to cost ratio

considered alongside the non-quantified benefits indicates that the Strand project is likely to deliver high value for money.

7 Union Square, Torquay

7.1 The Union Square project consists of the redevelopment of the shopping centre and retail units on Union Street and Market Street into new residential and commercial units, a new NHS facility (including GP practices), refurbishment of the pannier market and public realm improvements.

7.2 The development will deliver:

- 99 social rented residential apartments (including studios, one-bed and two-bed apartments).
- 135 sq m of food and beverage units on the ground floor of the main residential block
- Refurbishment of the Pannier Market, delivering 2,375 sq m of retail/food and beverage/ market and commercial uses.
- A new NHS healthcare facility totalling 3,000 sq m on the ground floor of the existing multi-storey car park, including two new GP practices and related healthcare facilities.
- 1,800 sq m of commercial space on the first floor of the existing multi-storey car park.

7.3 It is estimated that the 99 residential units will house approximately 168 residents.

Costs

7.4 The total cost for the project is £84 million. This will be funded through £26 million of non-repayable public grant funding and £58 million of public sector borrowing.

7.5 The present value of non-repayable public sector costs is £26 million.

Benefits

7.6 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts.
- Food and beverage units – this generates permanent employment impacts.
- Pannier market - this generates permanent employment impacts.
- NHS healthcare facility - this generates permanent employment impacts.

- Commercial floorspace - these are permanent employment impacts.
- Residential spending - these are permanent employment impacts.
- Welfare benefits - these are permanent impacts.

Construction

7.7 The construction of the proposed development is estimated to support 497 gross person years of employment. This employment will generate £20 million in gross discounted wages and £34 million in gross discounted GVA for the duration of the construction phase.

7.8 Taking into account additionality, the construction will support 481 net additional local person-years of employment, supporting wages of £20 million and GVA of £33 million[12].

Food and beverage units

7.9 The proposed development will deliver circa 100 sq m (NIA) of food and beverage unit space (Use Class E).

7.10 The proposed food and beverage units could accommodate 6 gross direct FTE jobs. This will support approximately £4 million in wages and £5 million of GVA discounted to present values over 60-years.

Pannier Market

7.11 The proposed development will refurbish circa 1,800 sq m (NIA) of floorspace for a range of uses, including retail, food and beverage, market and commercial uses.

7.12 The proposed unit could accommodate 37 gross direct FTE jobs. This will support approximately £33 million in wages and £42 million of GVA discounted to present values over 60-years.

[12] Net additional impacts are lower than gross direct impacts for the construction of this project because the scale of the project is such that displacement is likely to be higher.

Commercial Units

7.13 The proposed development will deliver circa 1,000 sq m (NIA) of light industrial space (Use Class E(g)iii).

7.14 The proposed unit could accommodate 23 gross direct FTE jobs. This will support approximately £16 million in wages and £19 million of GVA discounted to present values over 60-years.

NHS Healthcare facilities

7.15 The proposed development will deliver circa 800 sq m (NIA) of GP practice floorspace. This is anticipated to support 42 gross direct jobs, generating £40 million in wages and £46 million of GVA. However, as the new GP practices are replacing existing GP practices elsewhere within Torbay, this element is not expected to support any net additional jobs.

7.16 The remainder of the healthcare space (1,600 sq m NIA of related healthcare facilities) could accommodate 84 gross direct FTE jobs. This will support approximately £80 million in wages and £93 million of GVA discounted to present values over 60-years.

Residential Spend

7.17 The proposed development will include 99 residential units. In total, the development is expected to house 168 residents.

7.18 Through residents' spend in the local economy, the proposed development will support approximately 6 gross FTE jobs. These jobs will generate £4 million in wages and £7 million of GVA discounted to present values over a 60-year period.

Existing uses (Shopping centre)

7.19 The site currently has a shopping centre, where approximately 30% of the units are occupied[13]. The Pannier market is also only partly occupied. It is estimated that approximately 180 FTE jobs are supported by the shopping centre and 10 jobs are currently supported by the Pannier Market. To assess the net additional impact of

[13] Based on information provided by Milligan and based on previous assessments of impact of Union Square.

the operational uses of the proposed development, the deadweight (i.e. the number of jobs in existing uses) must be taken away from the gross direct jobs after leakage, displacement[14] and multiplier impacts have been accounted for.

7.20 Based on this calculation, the proposed development is estimated to lead to a net additional loss of jobs. As the new uses are anticipated to support higher quality jobs, the net additional wages are estimated to be £12 million and net additional GVA is estimated at £12 million discounted to present values over the appraisal period.

Welfare benefits

7.21 The proposed development will generate an estimated £16 million in gross welfare benefits over a 60-year period. Adjusting this for additionality, the net additional local welfare benefits will be £13 million.

Table D Quantified benefits of Union Square, Torquay

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	497	481
Wages	£20 million	£20 million
GVA	£34 million	£33 million
Permanent impacts		
Jobs	157	minus 19 (i.e. loss)
Annual wages	£7 million	£0.5 million
Annual GVA	£8 million	£0.4 million

Non-quantified benefits

7.22 Land value uplift has not been calcultaed for the latest scheme. Land value uplift associated with a previously proposed scheme (comprising housing, retail, and NHS

[14] Although much of this displacement is anticipated to result in movement of retail businesses to vacant units on the High Street,

GP provision) on the Union Square Shopping Centre site was approximately £19 million.

7.23 The proposed development is also anticipated to generate other non-quantified benefits in Torbay and Torquay, including:

- Reducing the over-supply of poor-quality retail space in Torquay.
- Supporting the strategic objectives of promoting vitality and diversity in Torquay town centre.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

7.24 The present value of non-repayable public costs is £26 million and the present value of benefits is estimated at £44 million. The benefit to cost ratio is therefore assessed as 1.7, which is considered medium value for money.

8 Crossways, Paignton

8.1 The proposed development site was the location of the former Crossways Shopping Centre, built in the 1960s. After the buildings were demolished in 2024, the site has been used as a temporary car park.

8.2 The proposed development includes of 91 apartments in Planning Use Class C3, for tenants requiring extra care. These will be provided as social affordable housing. The development will also include communal and café facilities, parking, landscaping and other ancillary works.

8.3 It will also include a Community Resource Centre (or Day Centre) in Planning Use Class E(f) of approximately 1,400 sq m (GIA,) with the potential to accommodate up to 50 users[15] . The centre will replace the existing Hollacombe Community Resource Centre run by the Council in Paignton, which has reached the end of its lifespan.

Costs

8.4 The total cost of the project is £51 million. This will be funded through £33 million of non-repayable public grant funding and £17 million of private sector borrowing.

8.5 The present value of the non-repayable public sector costs is £17 million..

Benefits

8.6 The economic benefits assessed for this project include the jobs, wages, and GVA generated through:

- Construction – this generates temporary impacts
- Community Resource Centre– this generates permanent impacts
- Extra Care Housing - this generates permanent impacts
- Café - this generates permanent impacts.
- Residential Spending - this generates permanent impacts.

[15] This estimate is based on current day centre staffing levels in Torbay.

Construction

8.7 The construction of the proposed development is estimated to support 344 gross person years of employment. This employment will generate £14 million in gross discounted wages and £23 million in gross discounted GVA for the duration of the construction phase.

8.8 Taking into account additionality, the construction will support 399 net additional local person-years of employment, supporting wages of £20 million and GVA of £34 million.

Community Resource Centre

8.9 The proposed development will deliver a new community resource centre replacing the existing centre at Hollacombe. It is expected that the new centre will be able to accommodate more day service users. It is assumed that half of the additional service users will require a 1:3 care ratio and that half would require a 1:2 care ratio.

8.10 The community resource centre will support approximately 35 gross direct FTE jobs. These jobs will generate £24 million in wages and £30 million of GVA discounted to present values over a 60-year period.

8.11 Taking into account additionality, the centre will support nine net additional local FTE jobs, supporting wages of £6 million and GVA of £8 million discounted to present values over 60-years.

Extra Care Housing

8.12 The proposed development will include 91 extra care apartments, delivering day and nighttime on-site support for residents.

8.13 The extra care housing will support approximately nine gross direct FTE jobs. These jobs will generate £6 million in wages and £8 million discounted to present values of GVA over a 60-year period.

8.14 Taking into account additionality, the hotel will support nine net additional local FTE jobs, supporting wages of £5 million and GVA of £6 million discounted to present values over 60-years.

Café

8.15 The café in the proposed development will support approximately six gross direct FTE jobs. These jobs will generate £4 million in wages and £3 million of GVA discounted to present values over a 60-year period.

8.16 Taking into account additionality, the hotel will support five net additional local FTE jobs, supporting wages of £3 million and GVA of £3 million over 60-years.

Residential Spending

8.17 The proposed development will include 91 residential extra care units. In total, the development is expected to house up to 120 residents. Since the residential development consists of extra care units, it is assumed that 75% of residents will have typical spending patterns.

8.18 Through residential spend, the proposed development will support approximately three gross indirect FTE jobs in the wider local economy. These jobs will generate £2 million in wages and £3 million of GVA discounted to present values over a 60-year period.

8.19 Taking into account additionality, the residential spending will support three net additional local FTE jobs, supporting wages of £1.6 million and GVA of £2.2 million over 60-years.

Welfare benefits

8.20 The provision of social rented units is anticipated to create £10 million of net additional welfare benefits over a 30 year period.

Table E Quantified benefits of Crossways, Paignton

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	344	499
Wages	£14 million	£20 million
GVA	£23 million	£34 million
Permanent impacts		

Jobs	53	23
Annual wages	£2 million	£0.7 million
Annual GVA	£2 million	£0.8 million

8.21 The proposed development is also anticipated to generated non-quantified benefits in Torbay and Paignton, including further opportunities for skills and training, particularly for the construction workforce.

Value for Money

8.22 The present value of non-repayable public sector costs is £33 million and the present value of benefits is estimated at £46 million. The benefit to cost ratio is therefore assessed as 1.4, which is considered acceptable value for money.

9 Paignton Gateway

9.1 The Paignton Gateway site is part of wider redevelopment plans to transform the Paignton transport hub and surrounding area into a cohesive and accessible gateway ito the town. The purpose of the scheme is to transform the public realm, creating a welcoming, high-quality and visually cohesive gateway to Paignton for residents and visitors.

9.2 The site is adjacent to Paignton Railway Station, and comprises Paignton bus station, the train station car park, Station Lane car park and Great Western car park.

9.3 A range of options to regenerate the site have been developed. This assessment considers the following proposals:

- Redevelopment and improvement of the bus station.
- 500 sq m of ground floor commercial units.
- 70 new social rented residential units.
- A new 300 space multi storey car park (delivering an additional 149 spaces).

9.4 As there is no anticipated expansion of the existing services provided at the bus station, the assessment does not quantify the operational benefits of the updated bus station. It does consider the improvemenst to the public realm and associated benefits.

Costs

9.5 The total cost of the project is £45 million. This will be funded through £17.5 million of non-repayable public grant funding and £27.5 million of private borrowing.

9.6 The present value of non-repayable public sector costs is £17.5 million.

Benefits

9.7 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- Commercial units – this generates permanent employment impacts
- Residential units - this generates permanent employment impacts

- Car park visitors spend in the local economy - this generates permanent employment impacts
- Welfare benefits – this generates permanent impacts.

Construction

9.8 The construction of the proposed development is estimated to support 384 person-years of employment. This employment will generate £14 million in wages and £29 million of GVA during the construction phase.

9.9 Taking into account additionality, the construction will support 372 net additional person years of employment, supporting wages of £14 million and GVA of £28 million.

Commercial Units

9.10 The proposed development will deliver around 500 sq m of commercial floorspace space (Use Class E).

9.11 The proposed commercial units could accommodate 23 gross direct FTE jobs. This will support approximately £14 million in wages and £19 million of GVA discounted to present values over 60-years.

9.12 After applying the additionality adjustments, the commercial floorspace could support 19 FTE jobs and has the potential to generate approximately £12 million in wages and £16 million of GVA discounted to present values over the appraisal period.

Residential Spend

9.13 The proposed development will include 70 social rented accommodation units. Based on the average household composition of social lettings[16], the residential units are expected to accommodate approximately 105 people. The additional spend the residents will bring to the local area will support jobs in the Torbay economy.

9.14 The residential units will support approximately 5 gross direct FTE jobs. These jobs will generate £3 million in wages and £4 million of GVA discounted to present values over a 60-year period.

[16] MHCLG. Social housing lettings in England, tenants: April 2024 to March 2025

9.15 Taking into account additionality, the residential spend will support 3 net additional local FTE jobs, supporting wages of £2 million and GVA of £2 million discounted to present values over 60-years.

Visitor Spending

9.16 The proposed development will provide an additional 149 car parking spaces in Paignton. The additional visitors that the car park can accommodate, as well as the additional trips that residents can make into Paignton will enable further expenditure in Paignton. This is supported by findings from the Torbay Retail Study that one of the main reasons for Paignton residents visiting other centres was ease of parking[29], and that despite approximately 80% of visitors travelling by car, parking is considered an area of low satisfaction amongst visitors to Torbay[17].

9.17 The increased spending in Torbay as a result of visitors is estimated to support 35 gross direct FTE jobs. This will generate an estimated £22 million in wages and £26 million of GVA discounted to present values over the 60-year period.

9.18 Taking into account additionality, visitor spending is estimated to support 28 net additional local FTE jobs, supporting £18 million in wages and £21 million of GVA discounted to present values over 60 years.

Welfare benefits

9.19 The delivery of social rented units is anticipated to create £8 million of net additional welfare benefits.

Table F Quantified benefits of Paignton Gateway

	Gross direct impacts	Place based impacts
Temporary construction impacts		
Person-years employment	384	372
Wages	£ 14 million	£13 million
GVA	£29 million	£28 million
Permanent impacts		

[17] Torbay Council (2022). English Riviera Destination Management Plan Baseline 2022-2027.

	Gross direct impacts	Place based impacts
Jobs	62	50
Annual wages	£2 million	£1 million
Annual GVA	£2 million	£2 million

9.20 The proposed development is also anticipated to generated non-quantified benefits in Torbay and Paignton, including:

- Repositioning and improving Paignton's image, attracting further visitors, and stimulating investment.
- Supporting the strategic objectives of promoting vitality and diversity in Paignton town centre.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

9.21 The present value of non-repayable pubic costs is £17.5 million and the present value of benefits is estimated at £27 million, resulting in a benefit to cost ratio of 1.5. The benefit to cost ratio considered alongside the non-quantified benefits indicates that the Paignton Gateway project is likely to deliver acceptable value for money.

10 Torbay Tech Park, Paignton

10.1 The Torbay Tech Park is a proposed set of developments that will support the growth of the electronics and photonics sector in Torbay, building on the success of the Electronics' and Photonics Innovation Centre (EPIC).

10.2 The proposal consists of developing the Whiterock site, immediately adjacent to EPIC, and the refurbishment of Unit D, Westfield (the former Lumentum building).

10.3 The Whiterock site will deliver approximately 3,000 sq m (NIA) of employment space, and Unit D, Westfield will deliver circa 1,500 sq m (NIA) of employment space. The buildings will accommodate office space, dry lab space, and high-tech manufacturing space.

Costs

10.4 The total cost of the project is £28 million. This will be funded through £8 million of non-repayable public grant funding and £20 million of public sector borrowing.

10.5 The present value of non-repayable public sector costs is £8 million.

Benefits

10.6 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- White Rock Site – this generates permanent employment impacts
- Unit D, Westfield - this generates permanent employment impacts

Construction

10.7 The construction of the proposed development is estimated to support 140 gross person years of employment. This employment will generate £5 million in gross wages (present value) and £9 million in gross GVA (present value) for the duration of the construction phase.

10.8 Taking into account additionality, the construction will support 203 net additional local person-years of employment, supporting wages of £8 million (present value) and GVA of £13 million (present value).

Whiterock Site

10.9 The Whiterock site will accomodate approximately 80 gross direct FTE jobs in high tech sectors. These jobs will generate £89 million in wages and £271 million of GVA discounted to present values over a 60-year period.

10.10 Taking into account additionality, the development on the Whiterock site will support 31 net additional local FTE jobs, supporting wages of £35 million and GVA of £106 million discounted to present values over 60-years.

Unit D, Westfield

10.11 The proposed refurbishment of Unit D, Westfield will accomodate approximately 40 gross direct FTE jobs in high tech sectors. These jobs will generate £31 million in wages and £95 million of GVA discounted to present values over a 30-year period.

10.12 Taking into account additionality, the development will support 4 net additional local FTE jobs, supporting wages of £3 million and GVA of £9 million discounted to present values over 30-years.

Land Value Uplift

10.13 The net additional land value uplift for the proposed development of the Whiterock site is estimated to be £5 million.

Table G Quantified benefits of Torbay Tech Park, Paignton

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	140	203
Wages	£5 million	£8 million
GVA	£9 million	£14 million
Permanent impacts		
Jobs	120	35
Annual wages	£6 million	£2 million
Annual GVA	£17 million	£5 million

10.14 The proposed development is also anticipated to generate non-quantified benefits in Torbay and Paignton, including:

- Repositioning and improving Torbay's image as a good place to work, attracting further highly skilled residents and stimulating investment.
- Supporting youth aspiration and improving the retention of talented young people.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

10.15 The present value of non-repayable public costs is £7.5 million and the present value of benefits is estimated at £51 million. The benefit to cost ratio is therefore assessed as 6.8, which is considered very high value for money.

11 Victoria Square, Paignton

11.1 Victoria Square in Paignton is an underutilised site, characterised by vacant units and scrubland used as a temporary car park.

11.2 The proposed development involves plans to develop:

- 6,500 sq m office building for use as a public sector hub (including administrative functions of the police, local councils and NHS).
- 1,500 sq m for commercial uses.
- 211 residential units.

Costs

11.3 The total cost of the project is £93 million. This will be funded through £5million of non-repayable public grant funding, £28 million of public sector repayable loans and £60 million of private sector investment.

11.4 The present value of non-repayabel public sector costs is £5 million.

Benefits

11.5 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- Public sector hub – this generates permanent employment impacts
- Commercial units - this generates permanent employment impacts
- Residential units - this generates permanent employment impacts
- Land value uplift – this generates permanent impacts.

Construction

11.6 The construction of the proposed development is estimated to support 633 person years of employment. This employment will generate £23 million in wages and £48 million of GVA discounted to present values for the duration of the construction phase.

11.7 Taking into account additionality, the construction will support 613 net additional person years of employment, supporting wages of £22 million and GVA of £47 million.

Public sector hub

11.8 The proposed development will deliver around 6,500 sq m of office space for use as a hub for public sector uses (Use Class E(g)i). A net internal area of 5,200 sq m is used to calculate the employment supported by the floorspace.

11.9 The proposed public sector hub could accommodate 433 gross direct FTE jobs, supporting approximately £382 million in wages discounted to present values over a 60 year period.

11.10 After applying the additionality adjustments, the public sector hub could support 34 FTE jobs and has the potential to generate approximately £30 million in wages and £90 million of GVA discounted to present values.

Commercial units

11.11 The proposed development will include 5,200 sq m of commercial units. A net internal area of 1,200 sq m is used to calculate the employment supported by the floorspace.

11.12 The commercial units will support approximately 69 gross direct FTE jobs. These jobs will generate £29 million in wages and £40 million of GVA discounted to present values over a 60-year period.

11.13 Taking into account additionality, the hotel will support 42 net additional local FTE jobs, supporting wages of £18 million and GVA of £24 million discounted to present values over 60-years.

Residential Spend

11.14 The proposed development will include 211 residential units which are anticipated to accommodate 562 residents[18]. The additional spend the residents will bring to the local area will support jobs in the Torbay economy.

[18] KTA Architects. Victoria Centre Masterplan.

11.15 The residential spend is estimated to support approximately 25 gross direct FTE jobs. These jobs will generate £11 million in wages and £13 million of GVA discounted to present values over a 60-year period.

11.16 Taking into account additionality, the residential spend is estimated to support 10 net additional local FTE jobs, supporting wages of £4 million and GVA of £5 million discounted to present values over 60-years.

Land Value Uplift

11.17 The net additional land value uplift on the site as a result of the proposed development has been assessed as £3 million.

Table H Quantified benefits of Victoria Square, Paignton

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	633	613
Wages	£ 23 million	£22 million
GVA	£48 million	£47 million
Permanent impacts		
Jobs	163	86
Annual wages	£20 million	£3 million
Annual GVA	£57 million	£6 million

11.18 The proposed development is also anticipated to generated other non-quantified benefits in Paignton and Torbay, including:

- Repositioning and improving Paignton's image, attracting further visitors, and stimulating investment.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

11.19 The present value of non-repayable public costs is £5 million and the present value of benefits is estimated at £31 million, resulting in a benefit to cost ratio of 6.1. The

benefit to cost ratio considered alongside the non-quantified benefits indicates that the Victoria Square project is likely to deliver very high value for money.

12 Brixham Central

12.1 The Brixham Central site is the primary car park supporting the town centre and seafront areas of Brixham, used by residents and visitors alike. Due to its prominent central location, there is potential to improve the public realm and expand the car park to accommodate high demand for spaces in Brixham, particularly in peak summer months.

12.2 The proposed development involves adding a second level of car parking, public realm improvements, and bus facility improvements. The new car park will provide 360 spaces. After accounting for the loss of car parking at Oxen Cove, Brixham (see Chapter 13), the town will benefit from an additional 85 spaces overall.

Costs

12.3 The total cost of the project is £15 million. This will be funded through £5 million of non-repayable public grant funding and £10 million of public sector borrowing. The present value of non-repayble public sector costs is £5 million.

Benefits

12.4 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- Car park users' spending in the local economy – which support permanent employment impacts.

Construction

12.5 The construction of the proposed development is estimated to support 128 person years of employment. This employment will generate £5 million in wages and £10 million of GVA during the construction phase.

12.6 Taking into account additionality, the construction will support 186 net additional person years of employment, supporting wages of £7 million and GVA of £15 million discounted to present values.

Visitor Spending

12.7 The proposed development will provide an additional 85 car parking spaces in Brixham. The additional visitors that the car park can accommodate, as well as the additional trips that residents can make into Brixham, will support further expenditure in the town. This is supported by findings from the Torbay Retail Study, which identifies that one of the main reasons for Brixham residents visiting other centres was ease of parking[29], and that despite approximately 80% of visitors travelling by car, parking is considered an area of low satisfaction amongst visitors to Torbay[19]. The increased spending in Torbay as a result of visitors is estimated to support 20 gross direct FTE jobs. This will generate an estimated £13 million in wages and £16 million of GVA discounted to present values over the 60-year period.

12.8 Taking into account additionality, visitor spending is estimated to support 11 net additional local FTE jobs, supporting £7 million in wages and £9 million of GVA discounted to present values over 60 years.

Table I Quantified benefits of Brixham Central

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	128	186
Wages	£5 million	£7 million
GVA	£10 million	£10 million
Permanent impacts		
Jobs	20	11
Annual wages	£0.6 million	£0.3 million
Annual GVA	£0.7 million	£0.4 million

12.9 The proposed development is also anticipated to generated other non-quantified benefits in Torbay and Brixham, including:

[19] Torbay Council (2022). English Riviera Destination Management Plan Baseline 2022-2027.

- Public realm improvements of a prominent town centre site will help improving Brixham's image, attracting further visitors, and stimulating investment.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

12.10 The present value of non-repayable public costs is £5 million and the present value of benefits is estimated at £14 million, resulting in a benefit to cost ratio of 2.8. The benefit to cost ratio considered alongside the non-quantified benefits indicates that the Brixham Central project is likely to deliver high value for money.

13 Oxen Cove, Brixham

13.1 The proposed project consists of the development of approximately 2,500 sq m of new waterfront space for the fishing and fish processing industry. The development will comprise five industrial units.

Costs

13.2 The total cost of the project is £14 million. This will be funded through £10 million of non-repayable public grant funding and £4 million of public sector borrowing.

13.3 The present value of non-repayable public sector costs is £10 million.

Benefits

13.4 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- Fish industry floorspace – this generates permanent employment impacts

Construction

13.5 The construction of the proposed development is estimated to support 95 gross person years of employment. This employment will generate £4 million in wages (present value) and £7 million of GVA (present value) during the construction phase.

13.6 Taking into account additionality, the construction will support 138 net additional local person-years of employment, supporting wages of £6 million and GVA of £10 million discounted to present values.

Fish processing floorspace

13.7 The development will create approximately 2,000 sq m (NIA) of fish-industry related floorspace. This will support approximately 44 gross direct jobs. These jobs will generate £36 million in wages and £79 million of GVA discounted to present values over a 60-year period.

13.8 Taking into account additionality, the development on the Whiterock site will support 40 net additional local FTE jobs, supporting wages of £33 million and GVA of £71 million discounted to present values over 60-years.

Table J Quantified benefits of Oxen Cove, Torquay

	Gross direct impacts	Net additional impacts
Temporary construction impacts		
Person-years employment	95	138
Wages	£3.9 million	£5.7 million
GVA	£6.6 million	£9.6 million
Permanent impacts		
Jobs	44	40
Annual wages	£1.5 million	£1.3 million
Annual GVA	£3.2 million	£2.9 million

13.9 The proposed development is also anticipated to generate other non-quantified benefits in Torbay and Brixham, including:

- Supporting the strategic objectives of promoting good quality jobs in Torbay and supporting one of the area's key sectors.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

13.10 The present value of non-repayable public costs is £10 million and the present value of benefits is estimated at £38 million. The benefit to cost ratio is therefore assessed as 3.8, which is considered very high value for money.

14 Hotels to Homes

14.1 Hotels to Homes is a project which aims to convert under-used or derelict hotels across Torbay into social rented housing to help address the local housing crisis.

14.2 This assessment considers the redevelopment of 20 sites across Torbay. With approximately 18 units provided per hotel, the project will deliver 360 residential units in total. As the hotels are vacant and/or derelict, no loss of employment is anticipated as a result of the redevelopment.

Costs

14.3 The total cost of the project is £90 million. This will be funded through £50 million of non-repayable public grant funding and £40 million of repayable public sector loans.

14.4 The present value of non-repayable public sector costs is £50 million.

Benefits

14.5 The economic benefits assessed for this project include the jobs, wages and GVA generated through:

- Construction – this generates temporary employment impacts
- Residential units – this generates permanent employment impacts
- Welfare benefits – this generates permanent impacts.

Construction

14.6 The construction of the proposed development is estimated to support 612 person years of employment. This employment will generate £22.4 million in wages and £47 million of GVA discounted to present values for the duration of the construction phase.

14.7 Taking into account additionality, the construction will support 593 net additional person years of employment, supporting wages of £21.7 million and GVA of £45 million.

Residential Spend

14.8 The proposed development will include 360 social rented accommodation units. Based on the average household composition of social lettings[20], the residential units are expected to accommodate approximately 540 people. The additional spend the residents will bring to the local area will support jobs in the Torbay economy.

14.9 The local spending of new residents will support approximately 28 gross direct FTE jobs. These jobs will generate £17 million in wages and £21 million of GVA discounted to present values over a 60-year period.

14.10 Taking into account additionality, the residential spend will support 15 net additional local FTE jobs, supporting wages of £10 million and GVA of £12 million discounted to present values over 60-years.

Welfare benefits

14.11 The provision of social rented units is anticipated to create £42 million of net additional wellbeing benefits.

Table K Quantified benefits of the Hotels to Homes project

	Gross direct impacts	Place based impacts
Temporary construction impacts		
Person-years employment	612	593
Wages	£22.4 million	£21.7 million
GVA	£47 million	£45 million
Permanent impacts		
Jobs	28	15
Annual wages	£0.8 million	£0.4 million
Annual GVA	£1 million	£0.5 million

14.12 The proposed development is also anticipated to generated other non-quantified benefits in Torbay, including:

[20] MHCLG. Social housing lettings in England, tenants: April 2024 to March 2025

- Supporting the strategic objectives of promoting vitality and diversity across Torbay through helping to reduce vacant units.
- Further opportunities for skills and training, particularly in the construction workforce.

Value for Money

14.13 The present value of non-repayable public costs is £50 million and the present value of benefits is estimated at £74 million, resulting in a benefit to cost ratio of 1.5. The benefit to cost ratio considered alongside the non-quantified benefits indicates that the Hotels to Homes project is likely to deliver Medium value for money.

Appendix 1. Appraisal Methodology

A1.1 This appendix sets out the approach used to appraise the series of regeneration projects.

Gross direct benefits

A1.2 The projects are anticipated to deliver a range of socio-economic benefits. Where possible, benefits have been quantified and monetised in terms of:

- Jobs
- Wages
- Gross Value Added (GVA)
- Wellbeing
- Land value uplift

A1.3 Most projects are appraised over a period of 60 years. This is in accordance with HM Treasury Green Book[21] guidance that the benefits of new-buildings and infrastructure projects can be considered over a period of up to 60 years. Living Coasts, Torquay is appraised over a 10 year period due to the potential for a different future use of the site.

A1.4 As per the Green Book, gross direct benefits are discounted to present values using a 3.5% rate for years 1 to 30 and 3% for years 31 to 60. This accounts for the concept of social time preference; that people generally prefer to receive benefits sooner and incur costs later.

Construction phase

A1.5 Construction phase impacts are temporary. As delivery programmes are not yet available, construction periods of between two and five years have been estimated depending on the scale of the project.

A1.6 Employment in construction is estimated based on the construction cost of the project. This means that only elements of construction cost that will generate employment are assessed (i.e.. land acquisition costs are not included). In accordance with HM Treasury Guidance[22], an optimism bias of 24% has been applied to cost figures to account for the tendency of project appraisers to be overly optimistic about project costs and timelines at the early stage of project development.

[21] HM Treasury (2026). Green Book.
[22] HM Treasury (2013). Green Book Supplementary Guidance: Optimism Bias.

A1.7 ONS Standard Industrial Classification (SIC07[23]) codes have been adopted that capture the activities that construction expenditure will support. For most projects, 'SIC 41: Construction of buildings' is used. Where projects involve other types of construction, 'SIC section F: Construction' is used.

A1.8 Once optimism bias has been applied, construction costs are divided by turnover per worker[24] in the relevant SIC sector to provide an estimate of employment. This is quantified in terms of 'person-years of employment' rather than jobs, given that construction employment can be temporary or intermittent in nature, with a range of trades and activities on site at any given time. One person-year of employment is equivalent to one person working full-time for one year.

A1.9 Wages and GVA are estimated by multiplying the number of temporary construction phase employment with the relevant ONS data[25].

Operation phase

A1.10 Below, the method for assessing different project elements is set out.

Floorspace directly supporting employment

A1.11 The HCA Employment Density Guide[26] provides estimates of the number of full time equivalent (FTE) jobs per sq m of floorspace for a range of uses. The relevant estimate is used to estimate employment where floorspace is being delivered.

A1.12 ONS SIC07 sectors are identified against each activity that the floorspace is expected to support. The SICs are listed in Table A1:1.

A1.13 The estimate of total FTE jobs is then used to calculate total and annual wages and GVA supported over the project appraisal period for the relevant SIC sector.

[23] ONS (2022). UK SIC 2007.
[24] Calculated using ONS Annual Business Survey (2023), ONS Annual Survey of Hours and Earnings (2023) and the ONS Business Register and Employment Survey (2023).
[25] ONS Annual Survey of Hours and Earnings (2025) and ONS (2025) Regional gross value added (balanced) by industry: all International Territorial Level (ITL) regions- 2023.
[26] Homes & Communities Agency (2015). Employment Density Guide, 3rd Edition.

Table A1:1 SIC07 sectors supported by floorspace provision

Project	Floorspace element	SIC Sectors
Living Coasts, Torquay	Theatre	R: Arts, Entertainment and Recreation
	Food and beverage units	56: Food and beverage service activities
Lower Union Lane, Torquay	Light industrial units	Whole economy average
The Pavillion, Torquay	Museum/cultural centre	R: Arts, Entertainment and Recreation
	Food and beverage units	56: Food and beverage service activities
The Strand, Torquay	Hotel	55: Accommodation
	Food and beverage units	56: Food and beverage service activities
Union Square, Torquay	Food and beverage units	56: Food and beverage service activities
	Pannier market	Average of 47: Retail trade, except of motor vehicles and motorcycles 56: Food and beverage service activities R: Arts, Entertainment and Recreation
	GP practices and NHS	Average of 86: Human health activities 82: Office administrative, office support and other business support activities Average wages for GPs and nurses[27]
	Commercial units	52: Warehousing and support activities for transportation
Crossways, Paignton	Food and beverage units	56: Food and beverage service activities
	Community resource centre	87: Residential care activities
Paignton Gateway	Retail units	47: Retail trade, except of motor vehicles and motorcycles
Torbay Tech Park, Paignton	Offices/incubation/laboratory	26: Manufacture of computer, electronic and optical products[28]
Victoria Square, Paignton	Pubic sector offices	84: Public administration and defence
	Retail units	47: Retail trade, except of motor vehicles and motorcycles

[27] Sourced from: NHS public information on healthcare careers.
[28] Note: other high tech sectors are anticipated to occupy Torbay Tech Park, but for consistency with previous economic impact studies, the sector alone has been identified. It broadly captures the level of GVA and average wages paid in anticipated Tech Park businesses.

Project	Floorspace element	SIC Sectors
Brixham Central	n/a	n/a
Brixham Oxen Cove	Fishing industry units	10: Manufacture of food products
Hotels to Homes	n/a	n/a

Residents' spend

A1.14 There will be additional local expenditure as a result of residents occupying the new dwellings. In particular, residents are likely to spend money locally on items such as groceries, clothing, maintenance, health, household appliances and equipment, transport, recreation and culture, and other miscellaneous goods and services. The average annual spend per resident retained within Torbay is estimated at £4,900. This is based on estimates of resident spend provided within the Torbay Retail Study[29] and ONS household expenditure data[30]. The total number of expected residents is multiplied by average annual retained spend per resident to provide an estimate of total expenditure.

A1.15 Average turnover per worker for the sectors where local spend is highest[31] are used to assess employment supported by new residents spend, including:

- 47: Retail trade, except of motor vehicles and motorcycles
- 56: Food and beverage service activities
- R: Arts, Entertainment and Recreation

Visitor spend

A1.16 The impact of visitor spend is assessed where projects include elements which are likely to draw in visitors or increase capabilities for additional visitors to the area.

A1.17 The client has provided estimates of visitors for The Pavilion, Living Coasts and The Strand. These estimates have been multiplied by average spend per visitor figures provided by Visit Britain[32].

[29] Avison Young (2022). Torbay Retail Study 2022.
[30] ONS (2025). Family Spending. Expenditure by region.
[31] Based on data and estimates provided in Avison Young (2022). Torbay Retail Study 2022 and ONS (2025). Family Spending. Expenditure by region.
[32] Visit Britain (2025). Great Britain domestic day visits.

A1.18 For projects which include car parking, the number of additional car parking spaces is multiplied by an estimate of spend per visitor[33] to provide an estimate of total additional visitor spend.

A1.19 Average turnover per worker in sectors where spend is anticipated is used to assess employment supported by visitor spend:

- 47: Retail trade, except of motor vehicles and motorcycles
- 56: Food and beverage service activities
- R: Arts, Entertainment and Recreation.

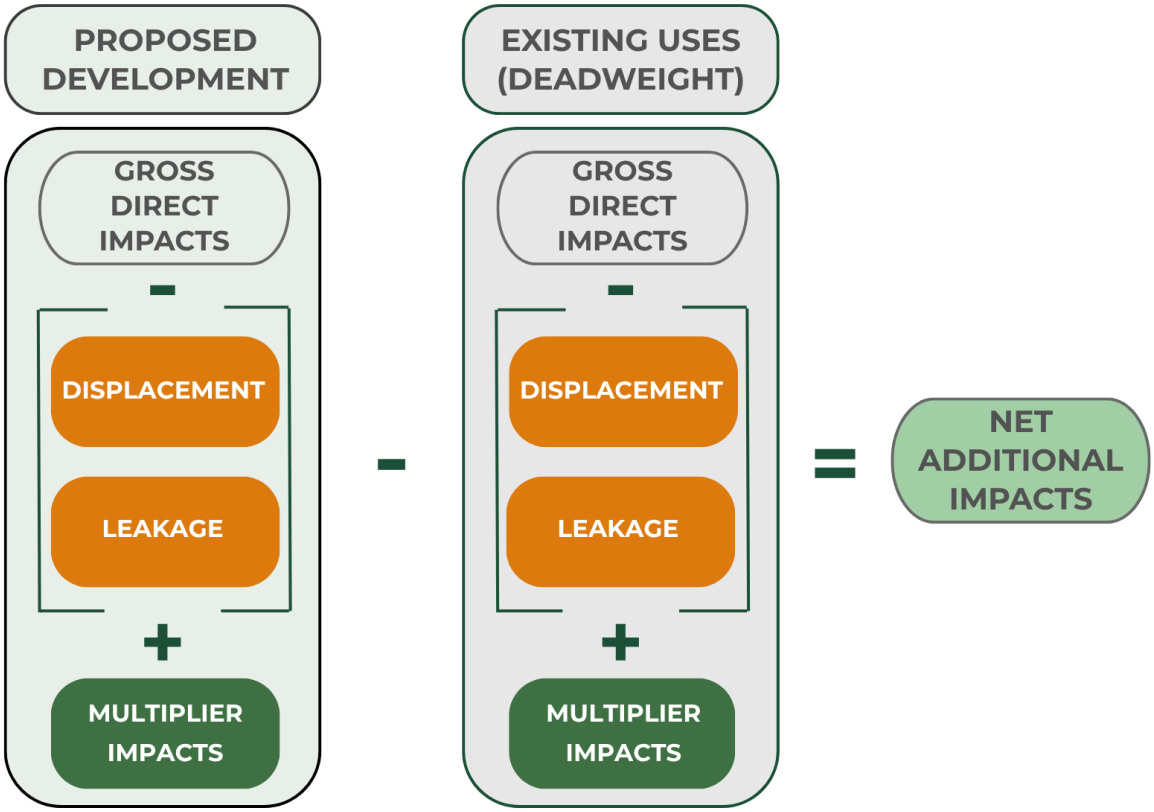
Net additional impacts

A1.20 Net additional impacts are the economic impacts that are genuinely 'additional' to a local area. They are the impacts that remain after adjusting gross direct impacts for potential deadweight, leakage and displacement effects, and after taking account of multiplier impacts. Figure A1:2 shows how net additional impacts are calculated from gross direct impacts.

- Displacement - the amount of activity that is offset by reductions elsewhere within an area.
- Leakage - the benefits that 'leak' outside of an area including jobs and expenditure.
- Multipliers - the associated indirect and induced impacts of the proposed development. These include the jobs supported as a result of direct temporary or permanent workers spending their wages, or the jobs supported in businesses procured from in supply chains.
- Deadweight - the impacts expected to have occurred in the absence of the proposed development. Deadweight impacts are also adjusted for leakage and displacement to provide a more robust assessment of genuine impacts of existing uses.

[33]Based on spend estimates and visitors arriving by car estimates provided in Torbay Council (2022). English Riviera Destination Management Plan Baseline 2022-2027.

Figure A1:2 How net additional impacts are estimated



A1.21 The degree of additionality is expected to differ for each project. Specific additionality adjustments used within the assessment of projects are set out in Appendix 2.

Welfare benefits

A1.22 Welfare benefits are estimated for projects which include provision of social rented housing. These additional benefits are expected based on the economic principle of the diminishing marginal utility of income which states that the value of an additional pound of income is higher for a low income recipient than for a high-income recipient.

A1.23 The HM Treasury Appraisal Guide[34] sets out a methodology for assessing welfare benefits of social housing provision. The guidance uses data on the income deciles of social tenants to understand estimate the welfare gain. It finds that for every £1 spent on a social housing tenant, there is an additional £0.75 of welfare benefit. This figure is then multiplied by the additional money the tenants would have under social rent prices compared with market rent to provide an estimate of welfare benefit per tenant in England.

[34] MHCLG Appraisal Guide Technical Annex (2026). Annex H: Distributional impacts.

A1.24 This methodology has been applied to the series of projects in Torbay, using South West based data. The median weekly rent of social housing lettings in the South West in 2024/25 was £116[35]. Given that social rented housing is offered at 50% of the market rate, we assume that median weekly rent for private rented housing was £232. Taking the difference between the two as the additional amount the social tenants would have under the proposed scheme and multiplying by £0.75, there is an estimated weekly welfare benefit of £87 per tenant.

A1.25 This value is then extrapolated to provide an annual figure and multiplied by the expected number of tenants to estimate gross welfare benefits across the appraisal period.

A1.26 Gross direct impacts are adjusted for leakage, displacement, multipliers and deadweight, to provide an estimate of net additional impacts of welfare benefits.

Table A1:3 Net additional adjustment factors for welfare benefits of social housing

Additionality	Adjustment and reason
Leakage	20%- A proportion of the units are expected to be taken by people that are not currently residents of Torbay.
Displacement	0%- Due to long waiting lists for social rented housing (currently the highest number since 2014[35]), all units are anticipated to be filled by residents not currently in social rented units in Torbay.
Multiplier	The additional welfare benefit is not anticipated to generate multiplier impacts beyond those already accounted for through residents spend.
Deadweight	Social rented housing is not likely to be delivered by the market due to viability.

Land value uplift

A1.27 The Land Value Uplift (LVU) was calculated for the projects, where possible. It was calculated following guidance from the MHCLG Appraisal Guide and the HM Treasury Green Book. The method used to calculate LVU follows Annex C and Annex D in the MHCLG Appraisal Guide: Technical Annex.[36]

A1.28 LVU was calculated for two of the 12 projects (Victoria Square and Torbay Tech Park) using MHCLG Land Value Estimates.[37] A LVU calculation was possible for these projects only due to the limited range of uses that the Land Value Estimates covers.

[35] MHCLG Accredited Statistics (2025). Social housing lettings in England, tenants: April 2024 to March 2025.
[36] MHCLG (2026). MHCLG Appraisal guide: Technical annex.
[37] MHCLG (2026). Guidance: Land value estimates for policy appraisal 2023. Available at: https://www.gov.uk/government/publications/land-value-estimates-for-policy-appraisal-2023

A1.29 The site hectarage for each project was calculated using QGIS. Site size was then multiplied by the Land Value Estimates to estimate the existing value of land in its current use and in its proposed new use. The LVU estimate is equal to the new land use value minus the existing land use value.

A1.30 As per the MHCLG Appraisal Guide, a 25% additionality adjustment has been applied to account for potential deadweight and displacement effects. This low additionality factor reflects:

- The strong market failure associated with the Victoria Square, Paignton project, for example, due to the sunk costs associated with delivering a scheme on the site.
- The strong strategic rationale for delivering Torbay Tech Park at these sites. Due to the cluster of high tech industries in EPIC, Paignton and around Torbay, supporting the cluster requires investment at these areas only.

A1.31 The site sizes, land value estimates categories, and the estimated land use values are set out in Table A1:4.

Table A1:4 Land Value Uplift for Victoria Square, Paignton and Torbay Tech Park, Paignton

	Project	
	Victoria Square	Torbay Tech Park
Site size	3.6ha[38]	2.9ha[39]
Existing Use		
Land Value Estimate Category	Retail[40]	Car park[41]
Existing Land Use Value	£20.5 million	£5.2 million
New Use (Proposed)		
Land Value Estimate Category	Residential	Office[42]
New Land Use Value	£24.6 million	£9.0 million
Land Value Uplift (LVU)	£4.1 million	£7.2 million
Net Additional LVU	**£3.1 million**	**£5.4 million**

Value for Money

A1.32 Achieving value for money can be defined as using public resources in a way that creates and maximises public value while achieving policy objectives.

A1.33 A value for money assessment should help decision makers judge whether the expected costs of a proposal are justified by its expected benefits to the economy, society and the environment. The MHCLG Appraisal Guide sets criteria for assessing the value for money (VfM) of regeneration and housing projects.

[38] Based on the proposed development floorspace, it is estimated that 83% of the site will change from retail use to residential use. Therefore, the LVU was only calculated for this proportion of the site.
[39] This site size excludes Unit D, Westfield. LVU was only calculated for the Whiterock site.
[40] Since there was no land value estimate for Torbay, an average of the Poole, Kingswood and Fishponds, Weston-super-Mare and Plymouth retail land value estimates was used.
[41] The current site is non-developed land, but it is not agricultural or greenfield land. Therefore, car park was used as the closest land value estimate. Since there was no estimate for Torbay, an average of the Poole, Kingswood and Fishponds, Weston-super-Mare and Plymouth car park land value estimates was used.
[42] Since there was no land value estimate for Torbay, the office land value estimate for Kingswood and Fishponds was used.

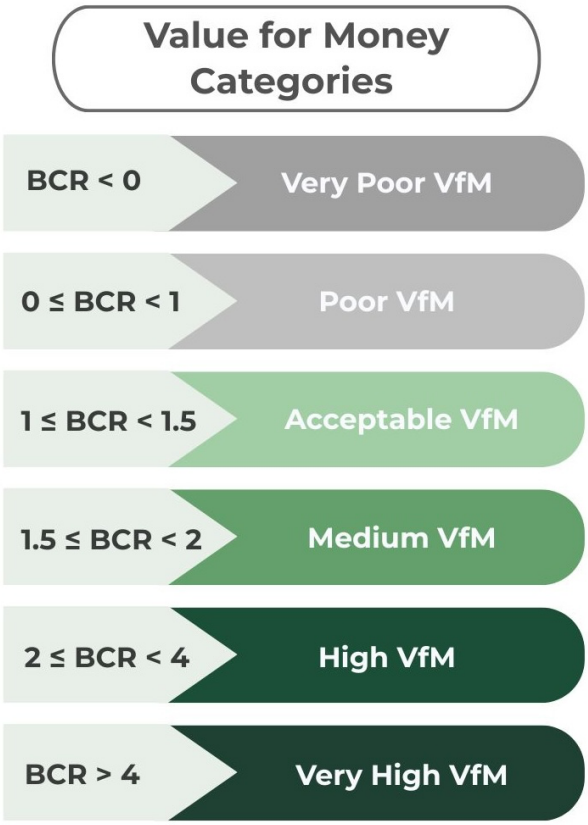
A1.34 The Benefit to Cost Ratio (BCR) is an important factor in the VfM assessment. The BCR can be interpreted as the estimated level of social benefit per £1 of cost to the public sector. It is calculated by dividing the present value of social benefits by the present value of social costs.

A1.35 The present value of social costs is the value of the non-repayable public grant funding, discounted to present values.

A1.36 The primary method for assessing social benefits in the MHCLG Appraisal Guide is land value uplift. However, the scale of this project inhibits an assessment for most projects, excluding those set out in A1.28. The present value of social benefits has therefore been assessed as the net additional wages over the appraisal period, discounted to present values, minus the value of any disbenefits to the private sector (e.g. private sector investment). Land value uplift and welfare benefits are added to the calculation where relevant.

A1.37 Figure A1:5 sets out the value for money that a project is likely to achieve with a range of BCRs. As per the MHCLG Guidance, the BCR is not the sole contributor to the VfM assessment; non-quantified benefits are considered alongside the BCR in the final value for money assessment.

Figure A1:5 The BCR in the VfM assessment



Source: MHCLG (2026). The MHCLG Appraisal GuideBook.

Appendix 2. Additionality Adjustment Factors

A2.1 This chapter sets out the additionality assumptions for the construction and operation phases for each project.

Construction

A2.2 Table A2:1 presents construction phase additionality assumptions for all projects.[43]

A2 1 Net local adjustment factors – Construction

Net local Adjustment Consideration	Adjustment Factor	Reason
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.[44]
Displacement	25%	Low level of displacement. Small scale project likely to reduce outputs elsewhere to limited extent.[45]
Multiplier effect	1.31	The construction of the projects will involve purchases from various suppliers who purchase form other suppliers in the supply chain. Therefore, multipliers for supply chain impacts (0.41) and for induced impacts (0.9) are applied.[46]
Deadweight	Nil	N/A

[43] The additionality adjustment factor for displacement for the Victoria Square, Paignton Gateway and Hotel to Homes projects chosen was 50%. It is expected that there will be a moderate level of displacement for these projects since they are fairly large-scale projects will likely reduce outputs elsewhere, particularly given the timeline of all construction in Torbay over next 5-10 years. However, there is a relatively high proportion of unemployed people in Torbay, therefore the labour market will be able to absorb extra jobs (ONS Claimant count by sex and age, 2025)
[44] Census (2011) data was used due to the Covid-19 pandemic affecting the quality and robustness of the commuting data within the 2021 Census.
[45] MHCLG (2026) Appraisal Guidance.
[46] What Works Centre for Economic Growth (2019). Toolkit: Local Multipliers. For each additional construction job, it is estimated that 0.41 tradable sector jobs (supply chain) and 0.9 non-treadable jobs (induced impact) are created.

Operation

Living Coasts, Torquay

A2 2 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Café		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.[47]
Displacement	25%	Low level of displacement. Small scale project likely to reduce outputs elsewhere to limited extent.[48]
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Theatre		
Leakage	0%	No leakage, very small-scale project.
Displacement	0%	No displacement. Very small-scale project unlikely to reduce outputs elsewhere.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Visitor Spend		
Leakage	0%	None of the additional spend will 'leak' outside the area
Displacement	50%	Medium level of displacement. There is likely to be capacity within existing local businesses to absorb additional spend. Most visitors to Torbay are returning visitors.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

[47] 2011 Census data was used due to the Covid-19 pandemic affecting the quality and robustness of the commuting data within the 2021 Census.
[48] MHCLG (2026) Appraisal Guidance.

Lower Union Lane, Torquay

A2 3 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Light industrial		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.[49]
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

The Pavillion, Torquay

A2 4 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Agatha Christie Centre		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.

[49] MHCLG (2026) Appraisal Guidance.

Net local Adjustment Consideration	Adjustment Factor	Reason
Deadweight	Existing use	Existing commercial and residential units.
Visitor Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. There is likely to be capacity within existing local businesses to absorb additional spend. Most visitors to Torbay are returning visitors.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing commercial and residential units.
Restaurant employment		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing commercial and residential units.

The Strand, Torquay

A2 5 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Restaurant and café (Commercial units)		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing commercial and residential units.
Hotel		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay

Net local Adjustment Consideration	Adjustment Factor	Reason
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing commercial and residential units.
Visitor Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. There is likely to be capacity within existing local businesses to absorb additional spend. Most visitors to Torbay are returning visitors.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing commercial and residential units.

Union Square, Torquay

A2 6 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Pannier Market		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	The existing employment at the Pannier Market.
GP practice		
Leakage	Nil	N/A
Displacement	100%	The entire GP practice will be displaced from elsewhere.
Multiplier effect	Nil	N/A
Deadweight	Nil	N/A
NHS related services		

Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	75%	Three fourths for the employment will be displaced from elsewhere in the local area.
Multiplier effect	0.25	Public sector multiplier.[50]
Deadweight	Nil	N/A
Commercial uses		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	The existing shopping centre.
Food and Beverage		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	The existing shopping centre.

[50] What Works Centre for Economic Growth (2019). Toolkit: Local Multipliers.

Crossways, Paignton

A2 7 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Community Resource Centre		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. About half of the activity would be displaced
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Existing use	Existing day centre at Hallacombe.
Extra-Care Housing		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Café		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

Paignton Gateway

A2 8 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Commercial floorspace		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	25%	Moderate level of displacement since project likely to reduce outputs elsewhere to some extent. However, there is a relatively high proportion of unemployed people in Torbay. The labour market is able to absorb extra jobs.51
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Visitor Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. There is likely to be capacity within existing local businesses to absorb additional spend. Most visitors to Torbay are returning visitors.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

[51] ONS Claimant count by sex and age, 2025

Torbay Tech Park, Paignton

A2 9 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
White Rock Site		
Leakage	66%	Standard level of leakage + 50%, high skilled jobs likely that ppl will travel in and unlikely that they would be able able to hire all worker from Torbay, high skilled jobs. There is already EPIC, ppl that have the skills and live there are already working there
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	1.31	The project will create tradable jobs, therefore multipliers for supply chain impacts (0.41) and for induced impacts (0.9) are applied.[52]
Deadweight	Nil	N/A
Unit D, Westfield Business Park		
Leakage	66%	Standard level of leakage + 50%, high skilled jobs likely that ppl will travel in and unlikely that they would be able able to hire all worker from Torbay, high skilled jobs. There is already EPIC, ppl that have the skills and live there are already working there
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	1.31	The project will create tradable jobs, therefore multipliers for supply chain impacts (0.41) and for induced impacts (0.9) are applied.52
Deadweight	75%	High deadweight. It is unlikely that the Lumentum building would stay unoccupied in the absence of the intervention.

[52] What Works Centre for Economic Growth (2019). Toolkit: Local Multipliers. For each additional job, it is estimated that 0.41 tradable sector jobs (supply chain) and 0.9 non-treadable jobs (induced impact) are created.

Victoria Square, Paignton

A2 10 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Commercial floorspace		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	25%	Moderate level of displacement since project likely to reduce outputs elsewhere to some extent. However, there is a relatively high proportion of unemployed people in Torbay. The labour market is able to absorb extra jobs.[53]
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A
Public Sector Hub		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	90%	High level of displacement. All jobs are based in Torbay anyway.
Multiplier effect	0.25	Public sector impacts on private sector jobs.
Deadweight	25%	Low deadweight. Vacant currently, but unlikely to remain vacant or undeveloped over the next 60 years.
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

[53] ONS Claimant count by sex and age, 2025

Brixham Central

A2 11 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Visitor Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. There is likely to be capacity within existing local businesses to absorb additional spend. Most visitors to Torbay are returning visitors.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

Oxen Cove, Brixham

A2 12 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Fish industry development		
Leakage	30%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay with 14% additional leakage to account for supply chain expenditure leakage (given not all equipment and input goods will be produced locally).
Displacement	25%	Low level of displacement Some displacement anticipated in the supply chain and in loss of car parking spaces.
Multiplier effect	1.31	Fishing is a tradeable sector and is likely to have supply chain impacts within the local area (e.g. boat repairs, etc.). Therefore, multipliers for supply chain impacts (0.41) and for induced impacts (0.9) are applied.[52]
Deadweight	25%	A low deadweight percentage is applied since the site is already partly used for fishing related activity.

Hotels to Homes

A2 13 Net local adjustment factors – Operation

Net local Adjustment Consideration	Adjustment Factor	Reason
Residential Spend		
Leakage	16%	Based on the number of people that live and work in Torbay as a proportion of all those who work in Torbay.
Displacement	50%	Medium level of displacement. About half of the activity would be displaced.
Multiplier effect	0.3	Induced impacts. Very low to show limited extent of non-tradeable jobs on other non-tradeable jobs.
Deadweight	Nil	N/A

HARDISTY • JONES

BRISTOL

27 Trenchard Street,
Bristol, BS1 5AN

01172 355 075

CARDIFF

10th Floor, Brunel House
2 Fitzalan Rd, Cardiff, CF24 0EB

02921 508 950

contact@hardistyjones.com