



Authority Monitoring Report (AMR)

Annual Report 2019/20

Published December 2020

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1 HEADLINES FROM 2019/2020

Torbay Local Plan

The Local Plan continued to be reviewed - work to better understand the steps required going forward, as well as an understanding of where we are with delivery, what is working well and what is working less well is progressing. A report on the review will be produced (December 2020) prior to decisions being taken about the extent of an update.

Neighbourhood Plans

The Plans – for Torquay, Paignton and Brixham Peninsula – were taken from consultation stage in November 2017 to Full Council in December 2018. The three plans went to referendum in May 2019 and were supported by the community. They were made (adopted) by Full Council on 19th June 2019. The plans have now been through the statutory process and form part of the Development Plan, alongside the Local Plan.

New Developments

In Torquay: the £32m Torwood Street redevelopment is nearing completion, and will provide a Hampton by Hilton hotel, offices and shops. Work is underway on multiple other hotel developments, as the Fragrance Group received permission to redevelop the site of the Corbyn Head Hotel on the seafront into a new purpose built 152 bed hotel, and have also started demolition of the former Palace Hotel, which again will be redeveloped into a five star hotel and resort spa along with 38 homes.

In Paignton: Coverdale (Phase 1) housing development at Great Parks is now complete, and Coverdale Phase 2 is underway. Housing developments at White Rock continue as part of a Linden Homes development, and site groundworks underway at Berry Acres, a Barratts development. The former Lighthouse building and Park Hotel on the seafront have both been demolished having been purchased by the Fragrance Group and are due to be developed to provide two new hotels for the Accor group. Early stage work continues for plans to redevelop various town centre sites. The Clennon Valley cycle link was given permission, connecting the seafront with the growth area to the west of Paignton.

In Brixham: housing development at Wall Park is now complete. The creation of the jetty at Oxen Cove to facilitate shellfish processing is also now complete.

Housing applications and completions

In 2019/20 a total of 188 net homes were built, and 45 affordable units were provided.

The five year supply position was consulted on, with the final supply figure for 2020 of 3.0 years' worth of deliverable sites.

Key issues

Average house prices in Torbay have increased, from £194,527 in April 2019 to £204,211 in March 2020.

Gross weekly pay in 2020 is significantly lower in Torbay (£469) compared to the South West (£558) and the rest of Great Britain (£587).

The percentage of workless households (Jan-Dec 2019) are 16.3% in Torbay compared to 11.8% in the South West.

The percentage of economically active people (July 2019-June 2020) are 77.6% in Torbay compared to 81.6% in the South West.

Torbay is the most deprived upper-tier local authority area in the South West region, having been in this position since 2007. Almost one-in-three of the population live in areas in the 20% most deprived areas in England. Conversely, some areas are amongst the least deprived in England.

2 INTRODUCTION

2.1 Background

- 2.1.1** The [Authority Monitoring Report](#) (AMR) provides an opportunity to monitor the progress of development plan preparation and the effectiveness of planning policies against a strong evidence base. It is a statutory document required to be produced on at least an annual basis. This AMR covers the period 1st April 2019 – 31st March 2020, although some of the data referred to will inevitably date back to previous years (as a result of data collection timescales) and some of the more significant updates will reference the calendar year 2020.
- 2.1.2** The AMR sets out:
- The implementation of the local development scheme;
 - The extent to which the policies set out in local development documents are being achieved; and
 - Reports any activity relating to the duty to cooperate.
- 2.1.3** The first half of this year's AMR covers the delivery of the sustainable growth and regeneration proposed by the Local Plan and Neighbourhood Plans, development of various policy documents and Development Management performance.
- 2.1.4** The Local Plan, along with Neighbourhood Plans form the development plan. Planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise (NPPF February 2019 paragraph 2).
- 2.1.5** The NPPF sets out, in paragraphs 11-14, that where a Local Authority cannot demonstrate a 5yr supply of housing, or the policies of the development plan are out of date, the presumption in favour of sustainable development applies. However they also set out that the Development Plan remains as the starting point for decision making and it would not normally be acceptable to approve applications that depart from it unless material considerations indicate otherwise. Paragraph 14 specifically sets out how this applies where there are recent Neighbourhood Plans.
- 2.1.6** The second half of this AMR is structured around the Local Plan's five aspirations for the Bay:
- 1: Secure economic recovery and success;
 - 2: Achieve a better connected, accessible Torbay and essential infrastructure;
 - 3: Protect and enhance a superb environment;
 - 4: Create more sustainable communities and better places;
 - 5: Respond to climate change.

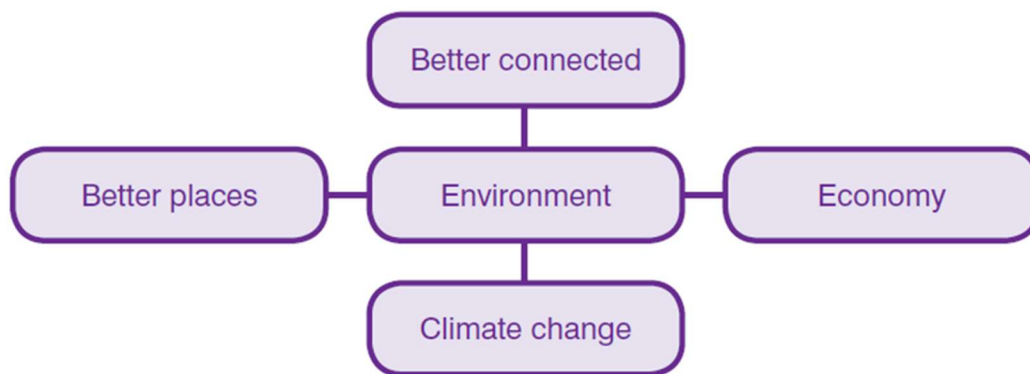


Figure 1: Local Plan aspirations with the environment at the heart

- 2.1.7** Each aspiration and related set of objectives will be delivered through sustainable growth, using the Local Plan policies, Neighbourhood Plan policies, associated masterplans and Development Plan Documents (DPDs); supported by Supplementary Planning Documents (SPDs) and guidance to steer that growth.
- 2.1.8** Delivery of the Plan will be reviewed through the AMR and a review will be undertaken every 5 years (due in December 2020 and will be reported on in the next AMR).

Figure 2: Relationship between the Local Plan, AMR and planning framework



2.2 Torbay profile

Place and Environment

- Torbay covers an area over 24 square miles and includes the three towns of Torquay, Paignton and Brixham, and smaller villages.

- It has over 20 beaches along its 22 miles of coastline.
- Known as the English Riviera, it has also been a designated UNESCO Global Geopark since 2007, recognizing its rich geological, historical and cultural heritage.
- 48% of the land area is countryside or has a landscape designation. Berry Head has international designation as a Special Area of Conservation (SAC). Part of Brixham is also designated as an Area of Outstanding Natural Beauty (AONB). There are also twelve Sites of Special Scientific Interest (SSSI) in Torbay.
- The South Devon Highway opened in December 2015, significantly improving connectivity to the Bay.

People and Community

- Torbay has a population of around 136,300 people which is the second largest urban area within the Heart of the South West region.
- 27.5% of Torbay's population are over 65, compared to 18.1% across England.
- Torbay is ranked (in the Indices of Multiple Deprivation – IMD) as the most deprived **upper-tier** local authority in the South West out of 15 for 2019. Torbay has been in this position since 2007.
- Torbay is ranked as the most deprived **district** out of 30 districts in the South West. Torbay has been in this position for the last two IMDs.

Education

- South Devon College continues to expand, with the Hi-Tech and Digital Centre now open and having been shortlisted for various awards.
- Torbay is home to a number of leading international language schools.
- The percentage of the working population with NVQ levels 1 and above are below the regional and national averages. (Jan –Dec 2019)

Economy

- The fishing industry remains strong with Brixham landing the highest value catch in any English port.
- The tourism and hospitality sector remains strong, with major investment in hotels across the Bay by The Franchise Group.
- It is also home to multi-national blue chip companies specializing in photonics and electronics.

Tourism

- 4.6m tourism visits in total with 3.5m for the day and 1.1m staying overnight.
- £430m is spent in the Bay through tourism and there is an 87% repeat visitor rate.
- 11,625 people are employed in tourism in the Bay.
- It has the most visitor attractions than any other seaside resort in the UK.
- In 2020 Torbay had two Blue Flag Award beaches (Meadfoot and Oddicombe) and also has Purple Flag status for Torquay's night time economy.
- Significant investment in building new hotels is currently underway in Torbay, modernizing and standardizing the offer.

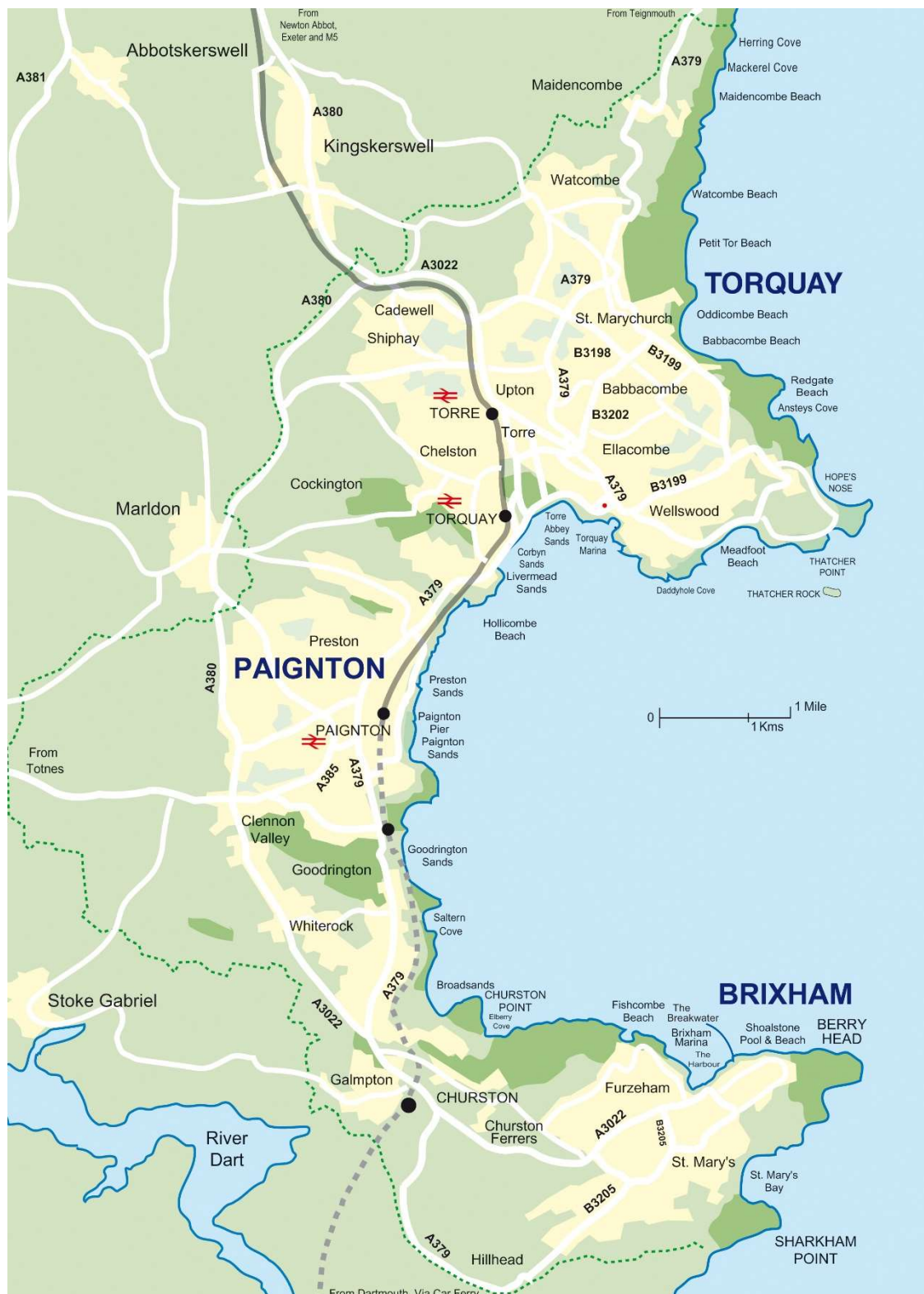


Figure 3: Torbay map

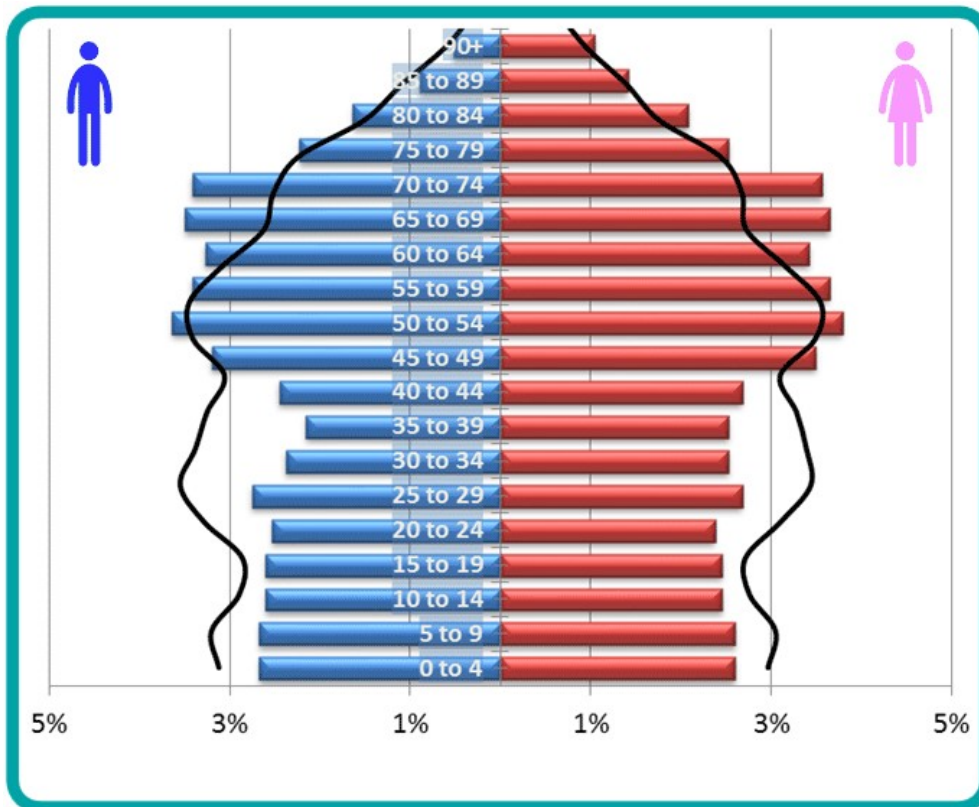


Figure 4: 2017 Torbay population structure compared to England (ONS)

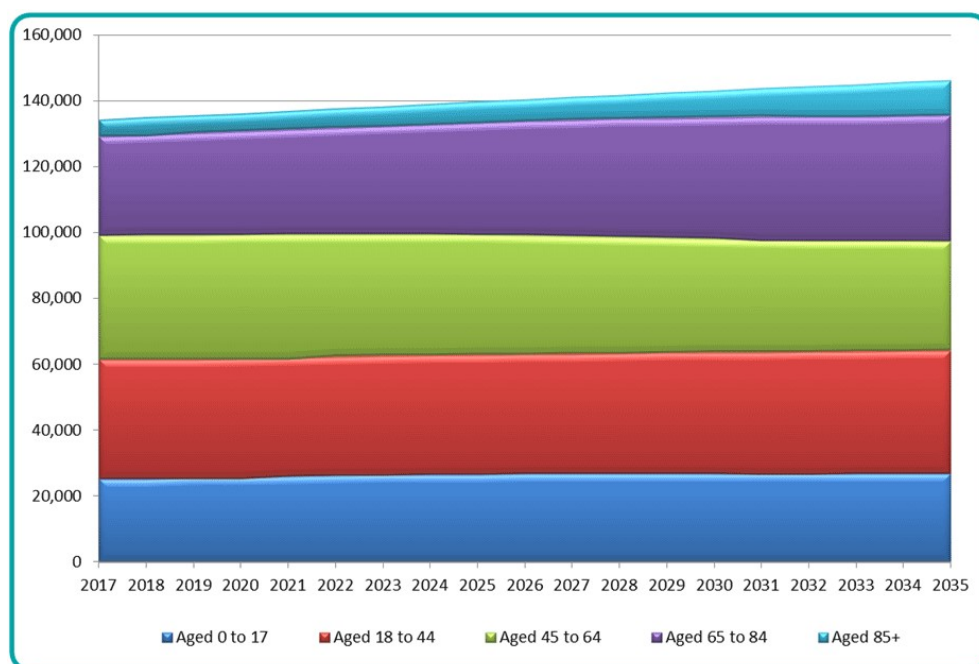


Figure 5: Torbay's estimated future population 2017 to 2035 (ONS)

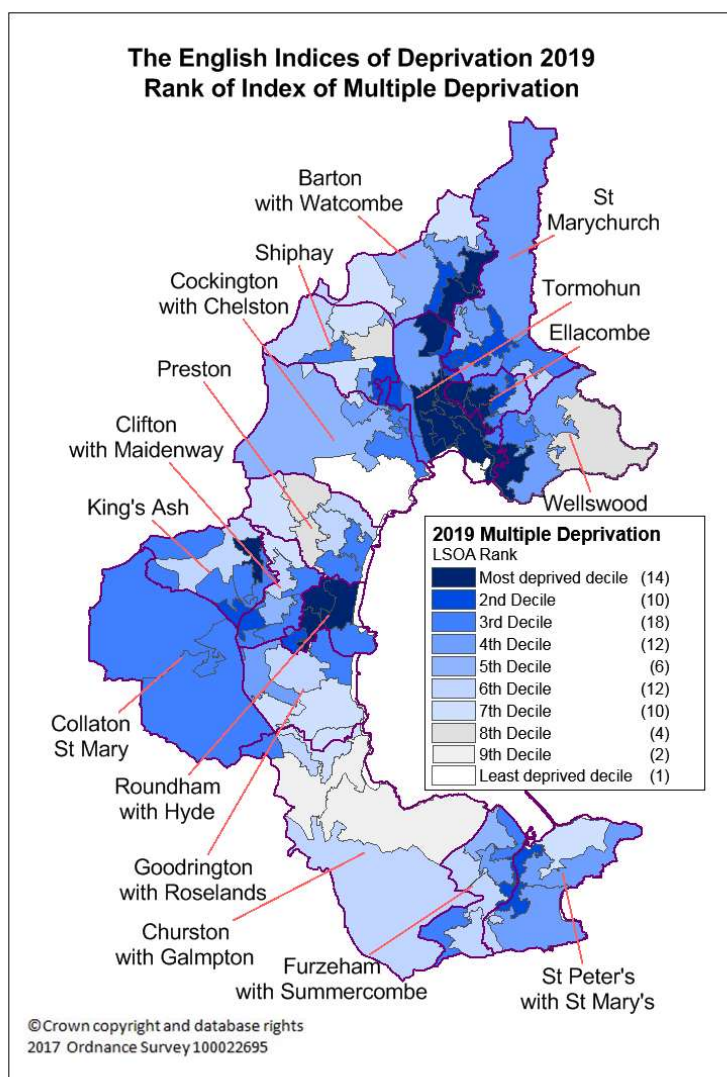


Figure 6: Rank of Index of Multiple Deprivation

2.3 Torbay Council Community and Corporate Plan

2.3.1 “One Torbay: Working for all Torbay” is the Council’s Corporate and Community Plan 2019-23 which identifies four visions, each with a number of priority areas. The visions are:

- Thriving people
- Thriving economy
- Tackling climate change
- Council fit for the future

2.3.2 In particular, the Plan prioritises improving the delivery, affordability and quality of housing.

2.4 Current Planning Framework

2.4.1 The planning framework for Torbay is shown in the diagram below:

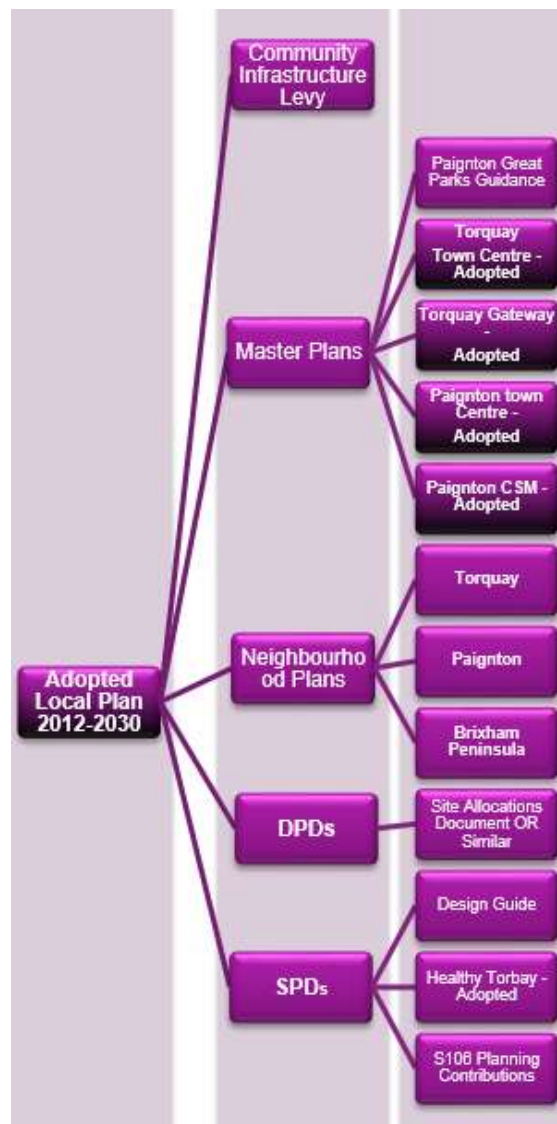


Figure 7: Torbay planning framework

2.5 Torbay Local Plan

2.5.1 The [Local Plan](#) was adopted in December 2015 and its five year review is required by December 2020. This will highlight the areas of the Plan which need to be updated, and work will then commence on the update, where necessary, of the Plan. The Plan is relatively recent and its underlying strategy is still considered to be sound. Work has commenced on updating the evidence, particularly assessing land availability through a Housing and Employment Land Availability Assessment (HELAA).

2.6 Neighbourhood Plans

- 2.6.1** The three Forums have prepared [Neighbourhood Plans](#) through their steering groups and topic groups, in the context of the adopted Torbay Local Plan and in order to meet the requirements of Local Plan Policy SS1.
- 2.6.2** The three plans went to referendum in May 2019 and were supported by the community. They were made (adopted) by Full Council in June 2019. The plans have now been through the statutory process and form part of the Development Plan, alongside the Local Plan.

2.7 Local Development Scheme (LDS)

- 2.7.1** The [LDS](#) was adopted in March 2017, superseding the previous 2014 version. It will be updated following the Local Plan Review.

2.8 Adopted Local Development Documents

- 2.8.1** The following [Local Development Documents](#) have been adopted by Torbay Council and are a formal part of the Torbay Local Development Plan (formerly the Local Development Framework):
- LDD1 Statement of Community Involvement DPD (Adopted 2014);
 - LDD6 Planning Contributions and Affordable Housing SPD (Adopted February 2017);
 - LDD7 Urban Design Guide (Adopted February 2007);
 - LDD8 Greenspace Strategy (Adopted December 2006).

2.9 Masterplans

- 2.9.1** The Council has adopted a number of [Masterplans](#) as SPDs to guide the development of areas identified in the Local Plan. These are listed chronologically below:
- Great Parks, Paignton - Planning Guidance, November 2013 (Supported by the Development Plan through the Paignton Neighbourhood Plan)
 - Torquay Town Centre - adopted as SPD, June 2015
 - Paignton Town Centre - adopted as SPD, June 2015
 - Torquay Gateway (Edginswell) - adopted as SPD, December 2015
 - Collaton St Mary - adopted as SPD, February 2016

2.10 Healthy Torbay SPD

- 2.10.1** The [Healthy Torbay SPD](#) adds additional guidance to the key related policies in the Local Plan (in particular, Policy SC1 Healthy Bay and SS11 Sustainable Communities) which are fundamental to supporting the objective for new development to create a 'Healthy Torbay'. The issues that this document covers include Health Impact Assessment, healthy food environments, and the role of planning in tackling deprivation and reducing health inequalities. This will help developers to better understand how they can meet the Council's Local Plan requirements and provides development management planning officers with further guidance to aid effective decision-making based on local evidence and need.

- 2.10.2** The SPD was adopted in April 2017 and has since been used to inform the development and decision-making regarding a number of development proposals at a variety of different scales, including perhaps most significantly in terms of Health Impact Assessment. The impact of the guidance will continue to be monitored.

2.11 South Hams Special Area of Conservation (SAC) Guidance

- 2.11.1** The [South Hams SAC Guidance](#) has been prepared to provide guidance on the implementation of policies relating to the South Hams SAC, specifically on the population of Greater Horseshoe Bats for which the site is (in part) designated. It covers five Local Planning Authority areas, Torbay Council, Dartmoor National Park Authority, Devon County Council, South Hams District Council and Teignbridge District Council.
- 2.11.2** The Guidance updates and replaces the South Hams Special Area of Conservation Greater Horseshoe Bat Consultation Zone Planning Guidance published by Natural England in 2010. It is aimed at those preparing to submit and those determining and commenting upon planning applications across the five Local Planning Authorities including: land owners, developers, planning agents, ecological consultants, Council Members and other organisations. The Guidance was approved in July subject to recommended amendments and will hold interim guidance status until agreed by all partner authorities in the South Hams SAC consultation area.

2.12 Planning Contributions and Affordable Housing SPD

- 2.12.1** The [Planning Contributions and Affordable Housing SPD](#) sets out the Council's approach to planning obligations. It provides additional detail to deliver the Local Plan as set out in Policy SS7 (infrastructure, phasing and delivery) and paragraph 4.3.35-36 of the Plan and Policy H2 (Affordable Housing). The most recent version was adopted in February 2017.
- 2.12.2** A new Planning Contributions and Affordable Housing SPD was consulted in early 2020. Further revisions are proposed and another consultation will be published in 2021. An update will then be produced to reflect legal changes and other minor necessary changes. It is important that the SPD is updated to reflect the Regulations. The update will also address changes to government policy introduced in the February 2019 NPPF. The update is expected to be produced in Summer/Autumn 2021.
- 2.12.3** Planning Obligations should be considered in conjunction with Community Infrastructure Levy (CIL), as detailed in the section below.

2.13 Community Infrastructure Levy (CIL)

- 2.13.1** Torbay Council resolved at Full Council in February 2017 to adopt its [CIL Charging Schedule](#) and, as Charging Authority, levied CIL on developments granted permission on or after Thursday 1st June 2017.

2.13.2 CIL is a non-negotiable charge on certain types of development. It is charged at different rates dependent on the proposal and its location within Torbay. The Council has charged CIL for the following development:

- Open market residential dwellings, and
- Retail development.

2.13.3 CIL is payable on qualifying developments whether they require planning permission or are permitted under the General Permitted Development Order (GDPO) (as amended), Prior Approval or Local Development Orders (LDOs).

2.13.4 CIL Regulations require that 25% (where there is a neighbourhood plan) are retained as neighbourhood funding to be spent on local infrastructure projects or anything else that is concerned with addressing the demands that development places on an area. This will be paid directly to Brixham Town Council where receipts relate to development within the parished area.

2.13.5 Total CIL receipts for 2019/20 amount to £301,108.

2.13.6 CIL reports have been replaced with the requirement to produce an Infrastructure Funding Statement (IFS) which provides a summary of both financial and non-financial developer contributions relating to Section 106 (s106) Agreements and the Community Infrastructure Levy (CIL) and is due on 31st December 2020. The current CIL report is available here: <https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/cil/>.

2.14 Brownfield Register and Permission in Principle (PiP)

2.14.1 Torbay participated in the pilot brownfield register project in 2016, working with other local authorities and DCLG to shape and develop policy with regards to brownfield registers, which became mandatory for all councils as part of the Housing and Planning Act 2016. Brownfield Registers will be kept up-to-date and made publicly available to help provide certainty for developers and communities and encourage investment in local areas. They should be reviewed at least annually (by 31 December).

2.14.2 The Brownfield Register does not affect the status of sites that already have planning permission. The inclusion of other sites on the Brownfield Register (Part 1) does not give them any formal status, or grant permission in principle. Planning applications on these sites will be considered on their merits in accordance with the local plan, national policy and any other material considerations. To be considered suitable for housing, sites must meet the definition of brownfield land and be:

- Available (willing landowner);
- In a suitable location for housing (in accordance with policies in the adopted Torbay Local Plan 2012-2030 and the NPPF) and free from constraints that cannot be mitigated;
- Viable and capable of being delivered within 5 years or developed later on (e.g. between 6 and 10 years);
- Capable of supporting five or more dwellings or more than 0.25 hectares.

- 2.14.3** The [Brownfield Register](#) is published on the Council's website as a tool to promote and enable suitable development sites.

2.15 Sustainability Appraisal and Habitats Regulations Assessment

- 2.15.1** The Planning and Compulsory Purchase Act 2004 requires local development documents to be prepared with a view to contributing to the achievement of sustainable development (Section 39). There is a parallel requirement for the Council to comply with the European Union Directive 2001/42/EC which stipulates the need for formal strategic environmental assessment of certain plans and programmes impacting on the environment. Under Section 19(5) (b) of the 2004 Act, the Council is required to produce a sustainability appraisal (SA) report.
- 2.15.2** The Sustainability Appraisal Monitoring Report 2019 has concluded that the SA environment objectives show positive trends, which indicates mitigation measures proposed are performing as well as they are expected. The SA natural environment resources objectives are mostly positive with exception of the waste indicators. The SA economy objectives have shown a number of adverse effects with regards to employment and deprivation and therefore the Local Plan Review will need to provide measures to address the negative effects identified.
- 2.15.3** There is a legal requirement to consider whether new planning policy documents are likely to have a significant effect on European sites of nature conservation importance, prior to the Plan being given effect. Habitats Regulations Assessment (HRA) will be produced for DPDs.
- 2.15.4** In addition, the Council is required to comply with the EU Habitats Directive by carrying out Appropriate Assessment under the Habitats Regulations Assessment. These requirements will apply to all of the plans being prepared as part of the Torbay Development Plan, as set out in the Local Development Scheme. Currently, the NPPF sets out a presumption in favour of sustainable development (paragraph 11).

2.16 Local Development Orders (LDO)

- 2.16.1** The [LDO at South Devon College](#) was adopted in August 2016 and provides a positive framework for growth and change on the site over the following 15 years. It will simplify the planning process over the college site in order to help deliver flexibility and confidence for the College to implement an expansion program and to develop and adapt its facilities, helping to unlock the educational and employment benefits that will come from expansion. The College has seen construction of a Sports Centre and Hi-Tech and Digital Centre since the LDO came into force.
- 2.16.2** No other Local Development Orders are currently proposed.

2.17 Local Transport Plan (LTP)

- 2.17.1** The LTP Strategy 2011-26 (Devon and Torbay) remains valid and current with regards to its aims and objectives. The [LTP Implementation Plan](#) acts as a delivery mechanism setting out the approach the Council will take to delivering against the strategy over the period 2016/17 – 2020/21.

2.18 AONB Management Plan

- 2.18.1** The updated [South Devon AONB Management Plan](#) April 2019 to 2024 has been adopted by Torbay Council. This plan is prepared on our behalf by the AONB partnership which is jointly funded by Local Authorities across the AONB. The partnership also delivers against that management plan.

3 LOCAL PLAN PERFORMANCE MONITORING

3.1 Introduction

3.1.1 The Local Plan has five aspirations for the Bay:

- 1: Secure economic recovery and success;
- 2: Achieve a better connected, accessible Torbay and essential infrastructure;
- 3: Protect and enhance a superb environment;
- 4: Create more sustainable communities and better places;
- 5: Respond to climate change.

3.1.2 Each aspiration contains a range of objectives, a review of these is set out below:

Aspiration 1: Secure economic recovery and success

3.1.3 Torbay is still seeing considerable investment across photonics, life science, manufacturing and tourism and leisure sectors by both UK and foreign owned companies. Further re-investment in our Photonics sector by II-VI Lasers, Oclaro Inc. and EFFECT Photonics show real commitment to our growing hi-tech employers.

3.1.4 These investments are further complemented by our dedicated Electronics and Photonics Innovation Centre (EPIC) an £8m project which opened in May 2019. It is a bespoke space for existing and new investing companies. South Devon College Hi-Tech & Digital Skills Centre has also opened, creating the future workforce required by our hi-tech companies.

3.1.5 Life sciences, medical and healthcare expertise is visible across Torbay and includes world leading facilities such as the Brixham Marine Laboratory, the Horizon Centre at Torbay Hospital, specialist NHS manufacturer Torbay Pharmaceuticals and Scymaris who provide analytical services to the global agrochemical, pharmaceutical and chemical industries.

3.1.6 Manufacturing and exporting businesses such as Japanese owned Graphic Controls are attracted to Torbay. These businesses continue to be attracted by investment opportunities, strong links with R&D at Exeter and Plymouth Universities, high-calibre employees of degree level or above and new development schemes providing fit for purpose space to support business growth.

3.1.7 The Torbay hotels sector continues to attract high levels of investment. The Fragrance Group of Singapore have invested over £100m in the purchase of The Palace, The Park and Lighthouse, and Corbyn Head Hotels, and these are currently being redeveloped into new hotels to enhance the tourist offer. A new Hilton Hotel is currently under construction in the harbour area of Torquay, and planning permission has been granted for a second Premier Inn, also in the harbour area.

3.1.8 As part of the town centres regeneration programme, the Council is also looking to directly deliver an estimated £130m of projects in the programme's first phase which aims to further

boost investor and developer confidence. Merlin Cinemas are preparing to relocate to the former BHS site in Union Street, Torquay, to provide an enhanced offer in the town, in a more prominent, central location and redevelopment at Victoria Square and Crossways in Paignton is planned.

Aspiration 2: Achieve a better connected, accessible Torbay and essential infrastructure

- 3.1.9** In line with Policy SS6 ‘Strategic transport improvements’, Torbay is investing in improvements to the strategic transport system that enhance the connections between the three towns and ‘open up’ development sites to encourage inward investment.
- 3.1.10** Torbay has greatly benefitted from the opening of the South Devon Highway in December 2015, reducing journey times and encouraging Torbay further to investors. 2017 saw a new Eden Vauxhall motor dealership built and opened at Edginswell Business Park, conveniently located at the Torbay end of the South Devon Highway.
- 3.1.11** Other improvements to major routes in Torbay have included road widening works on the main route into Paignton (Kings Ash) and to accommodate new development within Future Growth Areas off Brixham Road. There are five critical phases to the scheme:
- Brixham Road – Long Road to Roselands Drive/Wilkins Drive (completed December 2015);
 - Tweenaway Cross to Waterleat Road (completed 2017);
 - Kings Ash Road – Churscombe Cross to Luscombe Lane (completed 2017);
 - Brixham Road – Clayland Cross to Yannons Farm (completed in 2019);
 - Windy Corner (completed in 2019).
- 3.1.12** The site for a new railway station at Edginswell, Torquay was granted planning permission, and has since been successful in a funding bid. The project is currently going through Network Rail approval processes.
- 3.1.13** Great Western Railway (GWR) has announced it will be contributing £7,823 from its Customer and Communities improvement Fund (CCIF), fund matched by Torbay Council to the sum of £13,457, towards pedestrian improvements at Torre station. The funding will be used to improve the station entrance, with an improved pedestrian walkway and replacement signage.
- 3.1.14** Rail station usage has shown a slight decline at Torquay and Paignton since 18/19, but shows a slow rise at Torre. (Note there is a short period of time in March 2020 covered by these statistics where travel restrictions were either advised or applied due to Covid-19):

Station Name	Entries and exits 19/20	Entries and exits 18/19
Paignton	632,482	676,342
Torquay	457,528	483,450
Torre	290,116	281,138
Total	1,380,126	1,440,930

Figure 8: Rail station usage estimates (current available data)

3.1.15 Transport statistics between 2013 and 2018 show fluctuations in the various modes, but an overall a reduction in motor vehicles.

Year	2013	2014	2015	2016	2017	2018
Cycles	71	68	68	69	68	64
Motorcycles	214	212	212	202	195	159
Cars	11,069	11,142	11,025	11,174	11,328	9,836
Buses and coaches	184	221	247	225	174	126
Light Goods Vehicles	1,699	1,785	1,836	1,983	2,027	1,764
All HGVs	274	254	250	248	244	210
All motor vehicles	13,440	13,613	13,570	13,833	13,968	12,096

Figure 9: Transport statistics (current available data)

3.1.16 Bus patronage (19/20) is as follows:

Concessionary Fares	3,165,104 passenger journeys within Torbay
Non Concessionary Fares	4,111,952 passenger journeys within Torbay
Total passenger journeys	7,277,056

Figure 10: Bus patronage (DfT Bus Statistics, tables BUS0109a and BUS0113)

3.1.17 During 2019/20 there were 635 residents who travelled on Torbay's Community Transport Fare Car Service, a reduction of 243 since 2018/19.

3.1.18 The Council are part of on-going discussions with Sustrans, South Devon AONB and South West Coast Path Association (SWCP) to improve the walking and cycling network in and around the Bay. The SWCP is a valuable tourism, recreation, health and wellbeing asset.

3.1.19 Torbay is committed to facilitating the use of various modes of sustainable transport, which will prove attractive to both residents and visitors alike. Within the monitoring period projects continued on walking and cycling improvement schemes on Babbacombe Road in Torquay, Totnes Road, Goodrington to Broadsands and Clennon Valley in Paignton, and Americas Lane in Brixham.

Aspiration 3: Protect and enhance a superb environment

3.1.20 Torbay has a natural environment of international importance in terms of its biodiversity, geodiversity and landscape beauty. It has a high concentration of designated conservation sites, including two European Special Areas of Conservation, a National Nature Reserve and twelve Sites of Special Scientific Interest (SSSI). The English Riviera is the only urban Global Geopark designated by UNESCO, recognizing Torbay's varied and internationally significant geology across a range of geological periods.

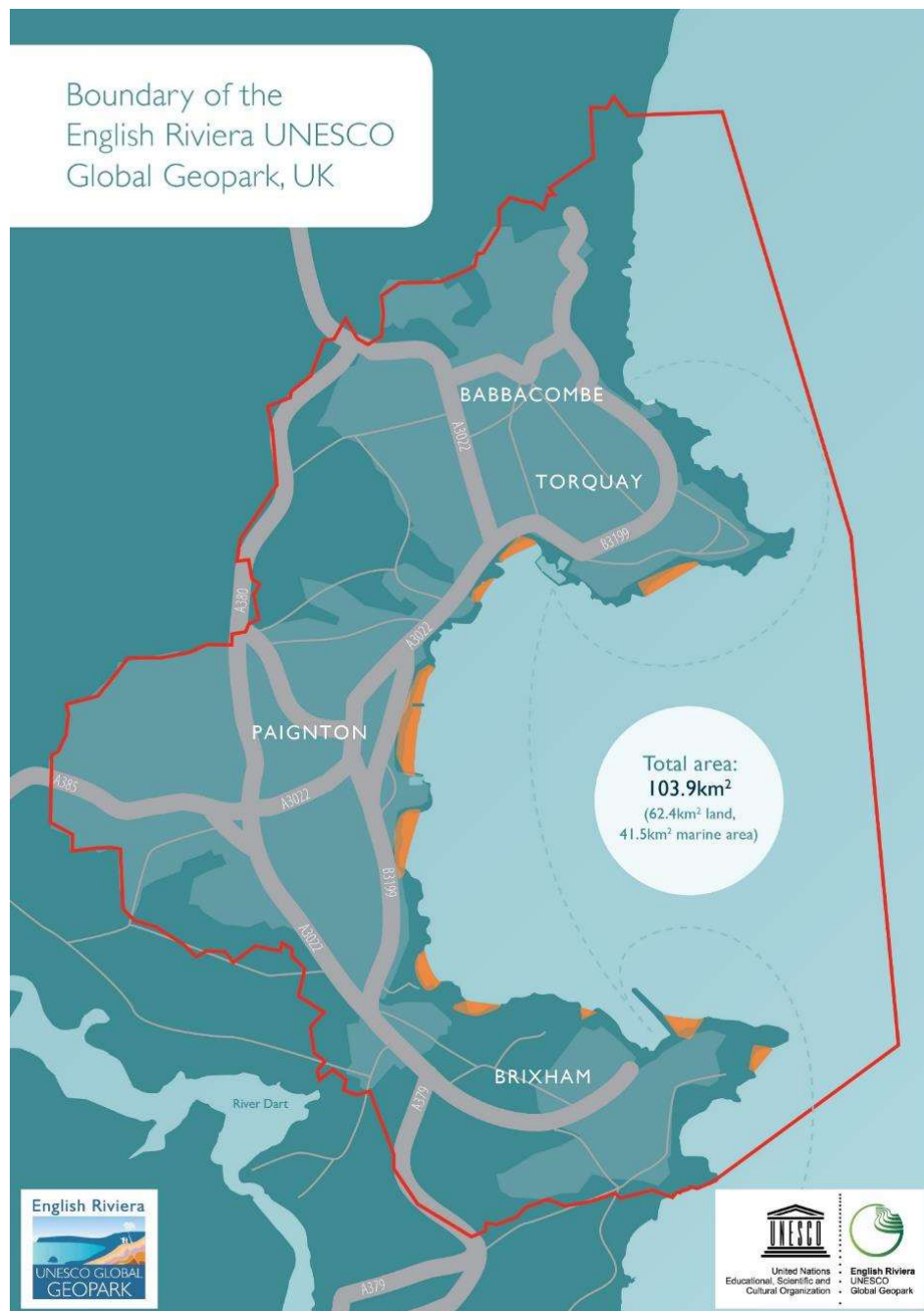


Figure 11: Boundary of the English Riviera UNESCO Global Geopark

- 3.1.21** Planning permission was approved in August 2020 for Clennon Valley – Green Link, a walking and cycling route between the Torbay leisure centre, the velopark around Clennon Lakes to Roselands school. This continues to be a collaborative project between the design team LHC, Natural Environment Team and Spatial Planning. The Local Plan makes specific reference to a landscape and green infrastructure-led design approach to ensure the conservation of a strategic green corridor linking Goodrington's beaches with the top of the valley. It goes on to say that an east-west link should be promoted between South Devon College and Goodrington Sands. Delivery of the project should start in 2021 and will include wider improvements to our walking and cycling network.
- 3.1.22** A second active travel scheme is in development to create a similar 'Green Link' connecting Churston Manor with Brixham Battery Gardens via Americas Lane. Consultation has taken place during 2020 as well as extensive ecological and landscape assessment. A planning application is expected early in 2021.
- 3.1.23** The Westerland Valley Regeneration project commenced in early 2020, and the Groundwork Team have been engaging with the local community, Councils, business, schools, organisations and groups to capture how they would like to see the area developed. The team have been gathering feedback from the community to create aims and objectives. This has allowed communication around the importance of an open space, how and why the area is managed and how the site contributes to wider Torbay and UK targets. Through the engagement work three key themes have been identified which complement each other; Connected Communities, Climate Resilience, Space for Nature. The project will continue to evolve in 2021.
- 3.1.24** Torbay has a rich urban heritage and contains 6 Grade I Listed Buildings, 29 Grade II* Listed Buildings and 24 designated Conservation Areas. Historic England updated the national HAR in September 2020. Torbay have ten sites and buildings included in the register. Crucially, Brixham Town Conservation Area has been removed. The decision was made by Historic England following the adoption of the Heritage Strategy, the adoption of the Brixham Peninsula Neighbourhood Plan, which includes a town centre design statement and improvements to the area. Walls Hill field system has been included due to localised issues around tourism erosion.
- 3.1.25** In November 2020 Cabinet Members adopted a new Heritage Strategy for Torbay. At the beginning of 2020, we joined in partnership with Torbay Culture and TDA commissioned an independent heritage consultancy, Heritage Arts and People (HAP) to update the local area's heritage strategy.
- 3.1.26** Over 800 local people engaged in this process, including more than two dozen organisations and partnerships including local museums, heritage organisations, National Trust and the English Riviera UNESCO Global Geopark. In shaping the strategy, together with Torbay Culture we have worked closely with the two national lead bodies for heritage - Historic England and the National Lottery Heritage Fund. The next phase of work during early 2021 is the action planning which will be supported by the government's Culture Recovery Fund award to Torbay Culture from the Heritage Fund.
- 3.1.27** The strategy is in two parts, with the strategy in part one and the appendix providing prioritisation and themes informed by the consultation. The purpose of the new strategy is to clarify the Council's approach to heritage, and to enable it to develop plans for specific locations. The new documents set out statutory requirements (e.g. Listed Buildings,

Conservation Area Appraisals, Scheduled Ancient Monuments and non-designated heritage assets). It is closely aligned with existing plans and strategies, including the Local Plan, Destination Management Plan, and the cultural strategy Enjoy, Talk, Do, Be. The Torbay Heritage Strategy includes objectives for managing and protecting heritage assets; it is a tool to involve and inspire key partners and stakeholders, attract visitors, support our economy, and respond to climate change, whilst recognizing Torbay's wide-ranging internationally recognised heritage.

3.1.28 In March 2017 Torbay Culture received £1.2 million from the Arts Council and Heritage Lottery Fund's Great Place Scheme. Torbay's Great Place Scheme aims to grow and celebrate the local area as a great place to live, work and visit. Through a series of projects running until the end of 2020, Torbay Culture is striving to put arts and heritage at the heart of the Bay's bright future. They are doing it by working with local residents, businesses, cultural organisations and assets; and with creative practitioners from Torbay and around the world. They have partners across the public, private and voluntary sectors. The work is focused on four themes: shaping place, changing lives, engaging audiences, and building resilience across the cultural sector. As part of the shaping place theme, artists and creative practitioners have been involved with The Strand public realm, Paignton Town Square public realm, Paignton and Preston flood defence scheme, Westerland Valley and more recently as part of the successful Town Deal bid. There are two declared Air Quality Management Areas (AQMAs) in Torbay – Hele Road, Torquay and New Road in Brixham, declared in 2005 and 2006 respectively. Works are ongoing to alleviate emissions in these areas and there are clear signs of improvement.

3.1.29 Appropriate and most effective use of land is important in Torbay because of the limited amount of land available for development, due to environmental constraints. Historically, Torbay has been good at re-using brownfield land. This will continue as land is (re)developed as part of the town centre regeneration programmes/masterplans and site allocations in neighbourhood plans.

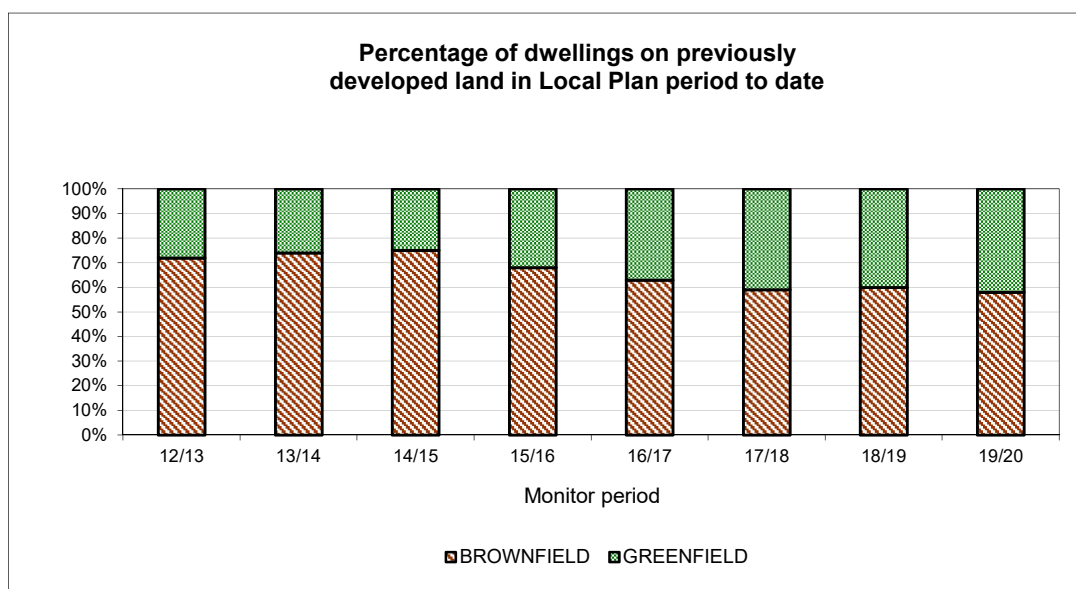


Figure 12: Percentage of dwellings on previously developed land in the Local Plan to date

3.1.30 In the monitoring year 19/20, 58% of the total units built were on brownfield land. This is slightly lower than 60% in the previous year. This is expected as allocated greenfield sites are built out. The average over the plan period is 66% on brownfield land.

3.1.31 The Council has published its [Brownfield Register](#) in accordance with legislation.

3.1.32 Torbay's [Self and custom build register](#) has played a part in housing delivery within the Bay. The number of people registered has slowly increased over the monitoring period.

Self build register (as of October 2020)	Number of people
Local connection	6
Without local connection	4
No details	29
Total	39

Figure 13: Self build register

3.1.33 The following table shows planning performance:

	Total	Granted		Refused		Decided in time (inc EOT)	
Major	27	21	77.78%	6	22.22%	21	77.78%
Minor	233	175	75.11%	58	24.89%	169	72.53%
Other	608	505	83.06%	103	16.94%	501	82.40%

Listed building consent (inc in Other)	55	48	87.27%	7	12.73%	29	52.73%
Conservation area consent (inc in Other)	1	1	100.00%	0	0.00%	0	0.00%

Figure 14: Planning performance 1st April 2019 – 31st March 2020

3.1.34 Each application category has seen similar numbers to those of 18/19, although the percentage of each category decided in time has decreased. This is likely due to resource issues within the development management team, as there were a number of vacancies within the team in the reporting year. This looks set to be rectified over the coming year.

3.1.35 The number of appeals lodged in 2019/20 was 65, as shown in Figure 15 below. The very low percentage of applications allowed at appeal (less than 5%) evidences the strength of decisions in Torbay. The time taken to determine applications (table above) and the number of appeals allowed is an indicator of Local Authority performance monitored by Government.

Total	65	
Allowed	3	4.62%
Dismissed	50	76.92%
Withdrawn	12	18.46%

Figure 15: Appeal Statistics

	Total	Granted		Refused		Refused with alternative		Granted with replanting		Part granted, part refused	
Tree Preservation Order (TPO)	101	76	75.25%	12	11.88%	4	3.96%	0	0.00%	9	8.91%
Conservation area (CA)	44	44	100.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Both TPO and CA apply	103	77	74.76%	15	14.56%	0	0.00%	0	0.00%	11	10.68%

Figure 16: Tree Preservation Orders and Conservation Areas Statistics

Aspiration 4: Create more sustainable communities and better places

- 3.1.36** Alongside policies in the Local Plan, policies within the three Neighbourhood Plans ultimately aim to create sustainable communities and better places. In order to achieve this, regeneration and development is key. The Local Plan is a strategy for growth and this is evidenced through the targets and aspirations contained within it.
- 3.1.37** Housing is the catalyst to unlocking sites and providing communities in which people want to live. Average house prices in Torbay have slowly increased over the 19/20 monitoring period, from £194,527 in April 2019 to £204,211 in March 2020 ([UK House Price Index](#)).
- 3.1.38** As at December 2020, there were 1,300 households on the Devon Home Choice register (see Figure 17 below) in housing need (bands A to D), with the majority of those being in band D (681) and requiring a one bedroom property (485). This is significantly more than the 1,073 households on the Register in April 2019, but the highest need being for 1 bedroom in band D remains the same. Affordable housing completions in Torbay significantly decreased this year (45 units) in comparison to 87 units in 2018/19. Policy H2 'Affordable housing' refers. It seeks affordable housing on a sliding scale, up to 30% of dwellings on qualifying sites, with a strong presumption in favour of on-site delivery for sites of 15 or more.

Bedroom Need	Band A	Band B	Band C	Band D	Grand Total
1	3	135	62	485	685
2		68	101	143	312
3		34	127	44	205
4	2	11	53	6	72
5		15	5	3	23
6		3			3
Total	5	266	348	681	1300

Figure 17: Households on the Devon Home Choice Register December 2020

3.1.39 Local Plan Policies SS12 'Housing' and Policy SS13 'Five year land supply' refer. SS13 sets out a housing trajectory of 8,900 dwellings over the Plan period 2012-2030 (including an allowance for windfall sites) as set out below;

- 400 dwellings per year for the period 2012/13 – 2016/17
- 495 dwellings per year for the period 2017/18 – 2021/22
- 555 dwellings per year for the period 2022/23 – 2029/30

3.1.40 In the years since the beginning of the plan period (2012/13 – 2019/20), 2907 units have been completed. This is an undersupply of 578 units on the eight-year target of 3485. This undersupply has increased significantly this year as a result of only 188 units (net) being delivered in 19/20. Annual completions are shown in Figure 18.

3.1.41 From year 6 of the plan period, as identified above, the target increased to 495 dwellings per year for the subsequent five year period. We are now three years into this and looking ahead over the next five year period, from year 3 (2022/23) the target increases again to 555 dwellings per year. When the shortfall and 5% buffer is applied (in accordance with NPPF para 73), this becomes 641 units per year for the first 2 years, rising to 704 for years 3-5. At 2020, the five year housing land supply consultation detailed 2038 units against a target of 3395 units, which equates to 3.0 years' worth of deliverable sites.

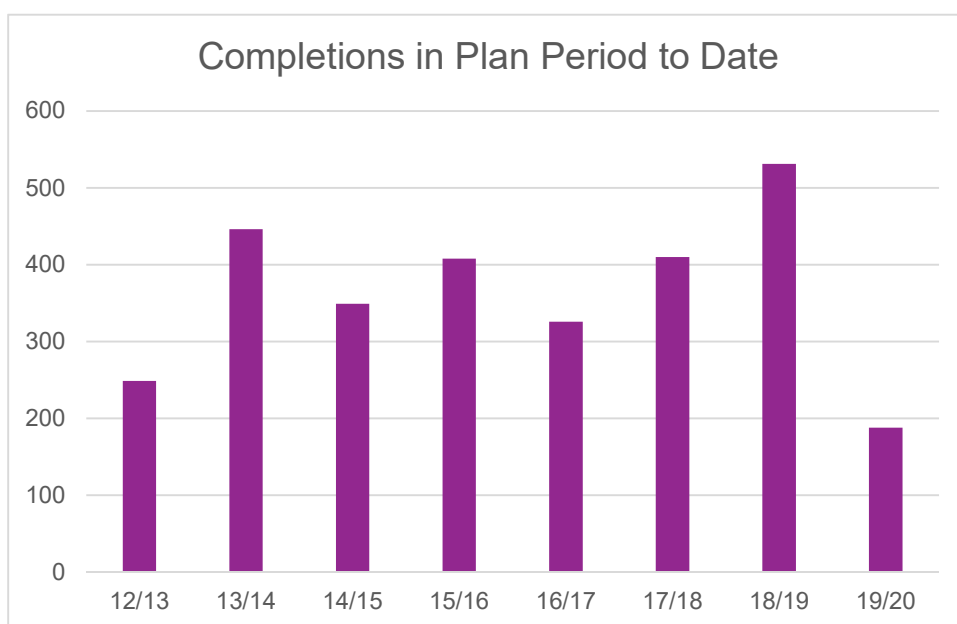


Figure 18: Completions in the plan period to date

Aspiration 5: Respond to climate change

- 3.1.42** Tackling climate change is central to achieving sustainable development. The Local Plan recognises the opportunity for mitigating and adapting to climate change locally through opportunities including renewable energy provision (policy ES2), local food production (policy SC4), an enhanced eco-tourism offer and wise use of water in new development (policy ER2).
- 3.1.43** The local climate is changing and the South West is predicted to experience warmer, wetter winters and drier, hotter summers. Carbon dioxide emissions in Torbay have decreased since measurements began in 2005, but overseas emissions attributable to consumption of goods and services have increased at a faster rate.
- 3.1.44** The Council are monitoring, and taking action to reduce the environmental impact of service delivery and operations. To support this the Council have developed a suite of environmental plans, policies and reports including a Waste Management Strategy, Greenhouse Gas Emissions Report and Contaminated Land Strategy.
- 3.1.45** Climate change is having a major impact on our planet. On 24 June 2019, we declared a 'Climate Emergency'. As a partner we support the work of the Devon Climate Emergency Response Group, which is aiming to produce a collaborative Devon-wide response to the climate emergency to help us get to net zero carbon emissions as soon as possible and also prepare Devon for the necessary adaptation to infrastructure and services required to respond to climate change. Further information on the progress of this plan can be found at www.devonclimateemergency.org.uk. A public consultation on the first part of the Devon Carbon Plan is due to commence in December 2020.
- 3.1.46** Our current [Energy and Climate Change Strategy for Torbay](#) describes how we aim to help minimise the economic, social and environmental costs of climate change in the Bay by demonstrating leadership and providing encouragement in working toward emission reductions and resilience to our changing climate. We will be conducting a major review and update of this plan during 2021 to take account of the latest evidence, work that is being carried out with the Devon Climate Emergency Response Group and identify new focuses within the Council as an organisation and within the Torbay community to decarbonise and proactively respond to climate change.
- 3.1.47** The main uses of energy and fuel we have are for heating and powering council buildings and schools, lighting 30,000 streetlights across Torbay, fueling council owned vehicles and travel whilst at work.
- 3.1.48** Protecting Torbay's communities, businesses and infrastructure from flooding is a precondition for sustainable growth. An assessment of the Bay's coastal defences and assets to consider the implications of future sea level rise is planned.
- 3.1.49** 5,100 residential properties in Torbay are at risk from surface flooding more than 0.3 metres deep from a 1 in 200 year rainfall event. It is anticipated that this figure will increase without remedial action due to climate change. Torbay experienced nine significant flood events attributable to surface water, ordinary water courses or groundwater since 1991.
- 3.1.50** Torbay's recycling rate at year end 19/20 was 40.2%. The amount of municipal solid waste (MSW) being sent to landfill steadily decreased from 2006/07, until 2015/16, when a

dramatic reduction in the amount of municipal waste being disposed of in landfill was experienced, due to the opening of the South West Devon Waste Partnership (SWDWP), combined heat and power, energy from waste facility at Devonport in late April. 2016/17 was the first full year of operation of the facility and a further reduction in municipal waste landfilled resulted. In 2019/20 Torbay Council achieved the accolade of 'Zero to Landfill', demonstrating a movement of Torbay's waste management up the waste hierarchy.

- 3.1.51** The current Waste Management Strategy, although covering the period to 2025, is due to be updated sooner rather than later due to the fast moving changes in this sector since its adoption in 2008.
- 3.1.52** Torbay's recycling rate at year end 19/20 was 40.2%. The amount of municipal solid waste (MSW) being sent to landfill steadily decreased from 2006/07, until 2015/16, when a dramatic reduction in the amount of municipal waste being disposed of in landfill was experienced, due to the opening of the South West Devon Waste Partnership (SWDWP), combined heat and power, energy from waste facility at Devonport in late April. 2016/17 was the first full year of operation of the facility and a further reduction in municipal waste landfilled resulted. In 2019/20 Torbay Council achieved the accolade of 'Zero to Landfill', demonstrating a movement of Torbay's waste management up the waste hierarchy.

4 DUTY TO CO-OPERATE

- 4.1.1** In economic, social and environmental terms, Torbay functions as part of a much wider area. Inevitably, this involves tackling issues that don't always conform to administrative boundaries – geographic markets for new homes and jobs, for example. In addition, looking after the needs of the Bay's unique landscape and wildlife requires a 'cross-border' approach and there are examples of strategic infrastructure that cannot be delivered locally. Retail centres also depend on wider than local expenditure. Where spatial planning has influences beyond Torbay, there is a need to work with adjoining and nearby local authorities, statutory bodies and other relevant organisations.
- 4.1.2** Whilst there is no actual requirement for neighbouring Council's to agree, Torbay, Teignbridge and South Hams have agreed on a range of key issues, including provision of new homes. There is agreement that Torbay forms a separate housing market area from the Exeter and South Devon Housing Market Area, which includes most of Teignbridge. On the important issue of new homes, Torbay and Teignbridge Councils have identified sufficient and deliverable land to meet demand for new homes until at least 2030. The Councils have agreed to a coordinated and positive review of Local Plan delivery, including new homes, every five years. This review will consider the need for and location of further development, and sites to satisfy that demand, across South Devon, taking account of jointly prepared evidence, in order to inform future reviews of Local Plans.

5 APPENDICES

Figures

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- 2 Relationship between the Local Plan, AMR and planning framework
- 3 Torbay map
- 4 2017 Torbay population structure compared to England (ONS)
- 5 Torbay's estimated future population 2017 to 2035 (ONS)
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Sources of data

NOMIS:

<https://www.nomisweb.co.uk/reports/lmp/la/1946157356/printable.aspx>

Torbay Local Plan:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-plan/>

Evidence base and monitoring:

www.torbay.gov.uk/evidence-base-and-monitoring

Brownfield Register:

www.torbay.gov.uk/brownfield-register

LDS:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-development-scheme/>

SPDs:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/spd/>

House prices:

[UK House Price Index](#)

Devon Home Choice:

[Devon Home Choice](#)

English Riviera Destination Management Plan:

<http://www.torbay.gov.uk/council/consultations/closed-consultations/english-riviera-destination-management-consultation/>

Torbay Culture:

<https://www.torbayculture.org/knowledge-share/>

<https://www.torbayculture.org/news/2019/4/18/torbays-great-place-scheme>

State of the Environment Devon and Torbay Summary Document:

<https://www.naturaldevon.org.uk/state-of-environment/>

Climate Change Strategy:

<https://www.torbay.gov.uk/media/8773/climatechangestrat2014-19.pdf>

Station usage:

<https://dataportal.orr.gov.uk/statistics/usage/estimates-of-station-usage>

Transport Statistics:

<https://roadtraffic.dft.gov.uk/local-authorities/184>

<https://www.gov.uk/government/statistical-data-sets/bus01-local-bus-passenger-journeys>