

## 4. EMPLOYMENT AND THE LOCAL ECONOMY

### Economic indicators

**4.1** The tourism industry dominates the economy of Torbay and some sectors are in decline, including long stay resort tourism. Over-reliance on the industry has led to a predominantly seasonal, low-wage economy with unemployment significantly above the GB average. As a result, Torbay has almost the lowest GDP in the South West. Parts of Torbay exhibit symptoms of severe deprivation, poor employment prospects being a contributory factor.

**4.2** Torbay's employment structure is shown in **Figures 16 and 17**. These illustrate the significant dependence on part-time service sector employment. Hotels, restaurants and distribution, which largely account for tourism employment, amounted to 32.6% (13,700) of all employees in 1997 - approximately half of service sector employment. At the height of the summer season this figure expands as a result of seasonal employment. In comparison, the South West average for distribution and catering was 21.4% for males and 27.9% for females. The national percentage is 19.9% of males and 25.3% of females (ONS Annual Employment Survey).

**4.3** **Figure 18** shows the changes in employment in the various sectors between 1991 and 1997, and the increasing importance of the manufacturing sector to the Torbay economy including the 'hi-tech' fibre optics sector. During this time, there was a 60% growth in employment in manufacturing, much of which was full-time employment, and its contribution to the GDP of Torbay (13.1%) was comparable with that of tourism, at 13.5% (Nankivell, 1998). However the decline in employment in the opto-electronics sector, particularly the loss of over 5000 jobs at the former Nortel company in Paignton since 2000, was a severe set back for this trend. It has been estimated that that manufacturing only accounted for 8% of Torbay's output in 2004 (Nankivell 2004 - see below). Manufacturing employment generates approximately the same wealth per employee as tourism does for the three employees. Therefore the importance of the manufacturing sector to the Torbay economy cannot be overstated. There is still a shortage of readily available serviced sites for light industry. It is important that a range of sites is provided to offer business a choice of location and to meet long term needs.

**4.4** Employment in the manufacturing industry is nevertheless low compared with other centres of comparable size. The relative proportion of employees in manufacturing in Torbay is set out in **Figure 19**.

**4.5** Office employment (accounted for under the financial services sector) is also under represented, with poor communications and skills, and a shortage of purpose-built office accommodation cited as contributory factors. However, improvements in telecommunications, including the installation of a comprehensive cable network, coupled with Torbay's justly earned reputation as an attractive place in which to live and its high quality environment, may stimulate office growth during the Plan period.

**4.6** Brixham's main industry is fishing. With the Country's second highest landings by value (£14.6 million in 2002/3) and third largest by tonnage (8,770 tonnes in 1998, MAFF 2000), Brixham is a major fishing port. Several boats have been de-commissioned in recent years. The fishing fleet operating out of Brixham fluctuates from year to year, but declined from 139 vessels in 1992 to 101 in 2002. Changes following the review of the EU Common Fishing Policy could lead to a further fleet reduction. Around 600 fishermen work in the industry, many of whom are self-employed. Official figures may therefore not fully reflect the extent of economic hardship in the industry. Approximately 1,000 additional people are directly dependent on the fishing industry for their livelihoods. Currently, however, little value is added to the catch locally, with the majority being exported to other parts of the country or abroad almost as soon as it is landed. Scope therefore exists to increase the value of the industry to Torbay.

**4.7** One of the key issues facing the economy of Torbay is the need for more jobs. The Council has become increasingly concerned at the level of unemployment, which was over 10% of the workforce throughout the early 1990s. Although unemployment has not reached these levels recently, this is due largely to the low national rate of unemployment and does not indicate a fundamental improvement in Torbay's position in relation to other areas. **Figure 20** indicates that Torbay's unemployment is consistently significantly higher than the Devon, regional and national average. There are significant seasonal fluctuations in the unemployment rate, due to the reliance on tourism. **Figure 21** gives further details of recent unemployment rates by gender.

**4.8** An additional problem is the shortage of full-time employment influenced by the large service and care sectors in the economy. One symptom of this is a high rate of male unemployment in Torbay. Under-employment is also a significant concern within Torbay, with a higher than average level of part time employment, particularly among women.

Figure 16: Torbay economic sector by employees

Economic Sector by Employees (%)	% of Employees in a Sector that are:				
Sector	All Employees	Male	Female	Full time	Part time
Agriculture and Fishing	0.13%	0.11%	0.15%	0.14%	0.11%
Energy and Water	0.28%	0.58%	0.05%	0.43%	0.01%
Manufacturing	13.40%	22.01%	6.35%	19.26%	2.51%
Construction	3.83 %	6.96%	1.23%	5.24%	1.14%
Distribution, Hotels & Restaurants	32.59%	31.71%	33.31%	28.11%	40.93%
Transport & Communications	3.33%	1.95%	1.95%	4.29%	1.54%
Banking, Finance & Insurance	10.75%	11.25%	11.25%	10.94%	10.38%
Public Admin, Education & Health	31.07%	41.37%	41.37%	27.39%	37.99%
Other Services	4.62%	4.33%	4.33%	4.19%	5.39%
<b>All Economic Sectors</b>	<b>42,049</b>	<b>18,923</b>	<b>23,092</b>	<b>27,327</b>	<b>14,688</b>

Source: Annual Employees in Employment Survey 1997 - Office for National Statistics.

Figure 17: Torbay employees by economic sector

Sector	Total	Gender		Type of work		Male		Female	
		Male	Female	Full time	Part time	Full time	Part time	Full time	Part time
Agriculture and Fishing	55	38%	62%	71%	29%	33%	5%	38%	24%
Energy and Water	119	91%	9%	99%	1%	91%	0%	8%	1%
Manufacturing	5,634	74%	26%	93%	7%	73%	1%	21%	5%
Construction	1,609	82%	18%	89%	11%	78%	4%	11%	7%
Distribution, Hotels & Restaurants	13,705	4%	56%	56%	44%	33%	11%	23%	33%
Transport & Communications	1,400	68%	32%	84%	16%	61%	6%	23%	10%
Banking, Finance & Insurance	4,250	42%	58%	64%	34%	33%	9%	33%	25%
Public Admin, Education & Health	13,065	27%	73%	57%	43%	22%	5%	36%	37%
Other Services	1,942	48%	51%	59%	41%	34%	14%	25%	27%
<b>All Economic Sectors</b>	<b>42,049</b>	<b>45%</b>	<b>55%</b>	<b>65%</b>	<b>35%</b>	<b>38%</b>	<b>7%</b>	<b>27%</b>	<b>28%</b>

Source: Annual Employees in Employment Survey 1997 - Office for National Statistics.

**Figure 18: Changes in employment in Torbay 1991 - 1997**

Sector	1991	1997	% change
Agriculture and Fishing	<1	<1	N/A
Energy and Water	<1	<1	N/A
Manufacturing	8.4	13.4	+59.5
Construction	3.1	3.8	+22.6
Distribution, Hotels and Restaurants	35.9	32.6	-9.2
Transport and Communications	3.4	3.3	-2.9
Banking, Finance and Insurance	10.2	10.7	+4.9
Public Administration, Education and Health	33	31.1	-5.8
Other Services	4.7	4.6	-2.1
<b>All Economic Sectors</b>	<b>87.2</b>	<b>82.3</b>	<b>-5.6</b>

Source: Census of Employment 1991 and Annual Employment Survey 1997 - Office for National Statistics (ONS).

**Figure 19: Employees in manufacturing in Torbay**

	Males	Females
Torbay	22%	6.35%
South West	25.7%	8.6%
United Kingdom	26.1%	10.4%

Source: Office for National Statistics (ONS) Annual Employment Survey 1997.

**Figure 20: Unemployment trends in Torbay - a comparison with Devon, South West and UK (percentage unemployment rates)**

Year	Torbay TWA%	Devon	South West	UK
January '95	12.1	9.0	7.5	8.8
August '95	9.6	7.9	7.2	8.3
January '96	11.1	8.4	7.4	9.5
August '96	8.3	6.9	6.2	6.2
January '97	8.8	6.6	5.7	6.7
August '97	5.3	4.9	4.2	5.5
January '98	6.7	5.3	4.1	5.2
	Torbay (UA)*	Devon	South West	UK**
August '98	5.8	4.5	3.4	4.8
August '99	4.9	3.6	3.0	4.3
January '00	5.7	3.8	3.1	4.3
August '00	3.9	2.4	2.4	3.7
August '01	4.5	2.1	2.1	3.2
January '02	5.6	2.4	2.3	3.3
August '02	3.9	2.0	2.0	3.2
January '03	3.7	1.8	1.8	2.5
August '03	2.6	1.5	1.6	2.6
January '04	3.0	1.7	1.7	2.6

Source: Annual Employment Survey 1997 - Office for National Statistics (ONS).

Note (Figure 20): \* The Torbay TTWA was replaced by Torbay UA as a basis for analysis in 1998.

**Figure 21: Recent unemployment in Torbay by gender**

Sector	Workforce %	Male %	Female %
August 2000	3.9	5.9	1.9
August 2001	3.9	5.9	1.9
January 2002	5.6	8.6	2.7
August 2002	3.9	6.3	1.7
January 2003	3.7	5.4	1.8
August 2003	2.6	3.7	1.4
January 2004	3.0	4.3	1.6

Source: Office for National Statistics (ONS).

**4.9** The heavy dependence on tourism and part-time employment is reflected in low wage rates of nearly 30% below the national average. In 2002, average gross yearly earnings in Torbay were £6,919 lower than in England and Wales. Average gross weekly earnings in Torbay were £340.20 in 2002. This was £81.50 less than the South West and £127.90 less than the national average. Almost a third of the Torbay's workforce earned less than £250 a week in 2002; whereas only 20% of South West and 17.7% of national earnings were under £250 per week.

**4.10** Another indicator of Torbay's economic position is its low Gross Domestic Product (GDP). Figures released by the Office for National Statistics highlight that in 1998, Torbay had a GDP of £8,655 per head - only 71% of the national average, with only Cornwall marginally lower in the South West.

**Figure 22: Gross Domestic Product per head 1998**

Torbay	£8,655
Cornwall / Isles of Scilly	£8,185
Devon CC	£9,636
Plymouth	£11,437
Bristol	£15,472
South West	£11,447
National	£12,190

Source: Office for National Statistics (ONS).

**4.11** The analysis of local, regional and national GDP figures forms the basis of a series of reports on Torbay by Owen Nankivell, an independent economist. His report 'Towards a Prosperous Torbay Economy' (1991) concluded that per capita income levels are well below national and regional levels. The document makes a

number of suggestions which have relevance for the Local Plan. It advises that in order to attract new businesses as well as more tourists, Torbay should concentrate on achieving excellence in the things that it does well, rather than attempt, perhaps unsuccessfully, to cover all aspects of economic development. Areas such as financial services, hi-tech information technology, plastics production, care for the elderly and the teaching foreign languages are singled out as areas of excellence which would be developed. The Study was updated by 'The Torbay Economy Revisited' (Nankivell 1998) which provided further information on the performance of the Torbay economy. Although it found the local economy to have generally functioned well during the mid-late 1990s, it identified a major need to improve Torbay's infrastructure, particularly the provision of sites to meet the business needs of the future.

**4.12** A further report 'The Torbay Economy 1992-2002- Back to Square One' (Nankivell 2004) painted a more downbeat picture, reflecting the decline in Nortel. It estimates that output fell by 6.5% in 2002. Manufacturing output was estimated to have fallen by 42%. By way of comparison, output grew on average by 7.3% per year between 1991-2001. The slump in manufacturing led to per capita income falling to 34% below the national average.

**4.13** The Council carried out a survey of local businesses in August 1992. The problems which they experienced were:-

- difficulties with transport and deliveries caused by construction sites, poor service roads and the need to improve access into Torbay from outside;
- high land costs;

- problems with neighbouring uses;
- shortage of parking spaces for their own employees and visitors;
- insufficient land for expansion, although about 25% were contemplating extending their premises in the next 3 years; and
- although the majority of local businesses considered training facilities to be adequate, several companies expressed a desire for more specialist training courses in Torbay.

**4.14** The first ViewPoint Survey conducted by the Council (1998) highlighted that 77% of Torbay's young people aged between 16 and 24 felt that they would have to leave the area to develop their careers, due to the lack of well-paid, high quality full-time employment in Torbay. In contrast, only 25% of the same age group felt they had no difficulty in getting a job in Torbay.

**4.15** These economic factors in combination have led to Torbay being ranked 97 out of 354 local authorities in England and Wales under the Government's 1998 Index of Local Deprivation. The DETR Indices of Deprivation 2000 (IMD 2000) do not provide a district wide rank but give a more detailed analysis at ward level. Seven out of Torbay's 12 Wards (as they stood in 2000) are in the 20% most deprived wards in England. Two of these Wards (Tormohun and Torwood) are just outside the 10% most deprived wards. The IMD 2000 contains six 'domains' of deprivation, and indicates 9,483 people in Torbay who are employment deprived (a rank of 90 out of 354 local authorities) and 34,533 people who are indicated as 'income deprived' (a rank of 94). The Indices of Deprivation 2004 updated the 2000 indices. It ranks Torbay as the 94th most deprived local authority out of 354 in England. Both income and employment deprivation were ranked the 95th and 94th most deprived out of 354 local authority areas.

**4.16** Torbay also has the highest proportion of income support recipients as a percentage of the population in the South West (18%) compared with an overall regional average of 11%. This figure also compares unfavourably with a UK average of 14% (Regional Trends 33, ONS 1998). Whilst the figure for income support recipients in Torbay fell to 13% in 1999 (Regional Trends figures), this reflects the general economic buoyancy rather than an improvement in the relative position of Torbay.

### The role of the Local Plan

**4.17** The Local Plan is only one aspect of the Council's corporate approach towards assisting the local economy. The Local Plan, of itself, cannot directly provide jobs, although it aims to:-

- provide a framework for the development of sufficient land for industry and commerce, in relation to other aspects which have a bearing on the local economy, such as transport, retailing, town centre development, housing and the quality of the environment;
- establish a strong measure of certainty and stability to enable entrepreneurs and developers to make decisions with confidence; and
- set out proposals and management measures to the environment to attract new investment to Torbay;
- reflect Government Guidance that planning should be a positive tool to promote sustainable development.

### The Council's Economic Development Strategy

**4.18** The Local Plan and the Council's Economic Development Strategy (EDS) relate closely to each other and their objectives dovetail. The strategy aims to diversify Torbay's economy as a major tourist resort, conference and shopping centre, and to develop its official and commercial potential. The Council's former Regeneration and European Services Division became part of the Torbay Development Agency in 2003. The TDA is a public/private partnership for the regeneration of jobs, business development, tourism and marine services in Torbay. Regeneration priorities include creating job opportunities, start up of businesses, and training. The TDA in partnership with the Council and other stakeholders is in the process of updating the Economic Development Strategy.

**4.19** The Council has undertaken a number of successful initiatives, which have helped the economy since the early 1980's. These include the development of industrial estates at Broomhill Way and Chatto Road in Torquay, and at Yalberton, Kemmings Close and Long Road in Paignton; redevelopment of Brixham Fish Quay; and marina developments at Torquay and Brixham. Cockington Centre has been developed to promote rural skills.

**4.20** The Economic Regeneration Strategy has four main strands:

- To strengthen, improve, and expand the manufacturing base and business sector within the economy, and to capitalise on growth sectors, including developing the 'Electronic Riviera' theme.
- To ensure that the area remains one of the UK's premier tourist resorts and a major conference centre, e.g. through continued promotion and development of the 'English Riviera'.
- To improve and strengthen the role of the area as a sub-regional shopping centre by developing and enhancing the town centres.
- To facilitate the regeneration of the most deprived areas, though community-led local economic initiatives.

**4.21** The Strategy identifies a number of key sites that are considered critical to the economic success to Torbay, where full-time, well-paid employment opportunities can be created. These measures are supported in the Local Plan.

#### Assisted Area status

**4.22** In 1993, Torbay Travel To Work Area (TTWA) was granted Assisted Area Status as an Intermediate Area, under the UK Government's Regional Selective Assistance Scheme. This is a grant scheme primarily aimed at supporting manufacturing business looking to locate or expand in the area. Since its inception, twenty-nine grants have been awarded in Torbay, totalling £8.19 million, for projects worth over £66 million. These projects have created over 1,400 new jobs, and safeguarded a further 275 jobs.

**4.23** Torquay's travel to work area (TTWA) and the Paignton/Brixham/Totnes TTWAs, extends significantly beyond the boundaries of the Unitary Authority.

**4.24** A review of the Regional Selective Assistance map was undertaken by the Government in 1999, and Torbay has subsequently been designated as a Tier 3 Area. These areas are eligible for the Department of Trade and Industry's Enterprise Grant Scheme, which is targeted at businesses with less than 250 employees.

Grants are available up to a maximum of £75,000, on projects with up to £500,000 capital investment.

**4.25** The Council has in place an action plan, to maximise the benefits of being designated as an Assisted Area, which aims to:-

- attract new firms from outside the area;
- target the food manufacturing sector to achieve a greater degree of 'value added' production and employment;
- liaise with South Devon College, Connexions and training bodies to provide courses for management training and for improving workforce skills.
- work with the private sector in seeking support from the European Union for infrastructure works needed to release new employment land at Yalberton, Paignton to create over 1,000 new jobs; and
- alleviate the unemployment problems which could result from a reduction in fishing, through retraining schemes and concentrating new work opportunities in and around Brixham.

#### Single Regeneration Budget - A New Deal for Torbay

**4.26** A major part of the regeneration of Torbay is the New Deal for Torbay SRB Round 5 Programme. The Council's SRB bid helped secure £2.66 million towards addressing the economic, environmental, social and community issues facing Torbay. The SRB area covered the Torquay town centre wards of Ellacombe, Tormohun and Torwood. These wards are three of seven wards in Torbay that are currently ranked in the top twenty per cent of deprived wards in England and exhibit many symptoms of severe deprivation (see paragraph 4.15). The SRB area contains Torquay town centre, harbourside business area, residential and tourism accommodation, and embraces about 29,500 residents. The SRB programme is particularly targeted at the area's 2500 people aged 14-21. SRB funding has now been spent or allocated, largely on neighbourhood renewal projects and the proposed provision of employment starter units.

## European Funding

**4.27** Between 1994-1999 the southern part of Torbay was designated under Objective 5(b) of the European Structural Funds. This aimed at supporting regions of the European Union which are significantly dependent on declining fisheries and agriculture. 5(b) funding contributed to a range of products in Torbay that have helped maintain the economic base. These developments have included: Long Road, Paignton, Brixham Town Square, Brixham Enterprise Estate, Paignton Community College, Paignton Zoo enhancements and the Goodrington Seashore Interpretation Centre.

**4.28** In addition, the European Community Initiative 'PESCA', a specific initiative to support the fisheries sector, has supported a wide range of fishing industry and new employment projects in Torbay, including aquaculture grants, training for fishermen, heritage boat projects and sea festivals.

**4.29** Following the end of Objective 5(b) and PESCA funding in 1999, six of Torbay's 12 wards gained eligibility for funding under Objective 2 European Structural Funds. This was the result of Torbay Council working in partnership with Devon County Council, Plymouth City Council, PROSPER and the Devon Districts, in a high profile lobby to obtain Objective 2 status between 2000 and 2006, under an area known as "the Plymouth Devon Arc". This covers 650,000 people and borders the Objective 1 area in Cornwall. Securing this status could mean as much as £25 million for projects within Torbay, during the Programme period of 2000-2006.

**4.30** As a result of this process, and a wide recognition at regional, national and European level of the needs of Torbay, the area has secured Objective 2 eligibility for the wards of St Peter's with St. Mary's, Furzeham with Churston, Blatchcombe, Cockington with Chelston, Tormohun and Torwood. In addition, the ward of St Michael's with Goodrington will be eligible for funding under Objective 5(b) transitional arrangements, to the end of 2005.

**4.31** Objective 2 of the European Regional Development Fund covers a range of issues to combat unemployment and regenerate areas of industrial and rural decline. A number of driver groups address specific issues affecting sectors in transition, including Tourism, Agriculture, Fisheries and community regeneration.

**4.32** The expansion of the EU means it is likely that the Objective 2 period of 2000-2006 is the last chance for significant restructuring funds from Europe. This

represents a crucial window of opportunity for the regeneration of Torbay.

**4.33** Torbay is eligible for Objective 3 funding from the EU's European Social Fund (ESF), which covers employment and retraining issues; and URBAN which covers funding linked to physical regeneration projects.

## Other funding issues

**4.34** The Torbay Development Agency also provides advice on other funding opportunities. The UK Government provides matched funding via the Regional Development Agency. The National Lottery gives money to a number of 'good causes'. Smaller grants may also be available for community projects linked to community regeneration and neighbourhood renewal. In addition the TDA is able to provide advice on the availability of grants from other bodies such as the Devon Community Foundation.

## Strategic employment provision

**4.35** A sustainable balance has to be struck between providing a framework for improving economic prosperity in Torbay and protecting the quality of its environment. The Local Plan Strategy (see Chapter 2) recognises this issue. Current Government guidance, set out in PPG4 'Industrial and Commercial Development and Small Firms' (1992), advises that planning authorities should "aim to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure on a variety of sites available to meet differing needs" (paragraph 6).

**4.36** PPG4 also advises on the need for clear land use policies in development plans to achieve this and at the same time secure effective environmental protection. Guidance is given on locating new development where it will minimise the need to travel, reduce congestion and encourage the use of energy efficiency. The location of many industries, especially small-scale developments, within residential areas and the re-use of urban (brownfield) land is also encouraged. The Government is expected to issue revised guidance in the form of Planning Policy Statement 4, in the near future.

**4.37** The Local Plan seeks to adopt a sustainable approach to employment developments by seeking to maximise use of brownfield sites and a sequential strategy is set out in **Policy ES**. However, the pressing need for employment land inevitably necessitates the allocation of some greenfield sites.

### Employment land provision

**4.38** The Adopted Devon Structure Plan First Review (1999) sets out a strategy for employment. This recognises that the constraints in the Torbay area, which affect the scope for further housing, apply also to employment land. Its objective is to provide for employment at a level consistent with the anticipated growth in population and taking into consideration the high level of unemployment in the area. The Structure Plan provision makes allowance for the need for a structural shift in employment from declining industries such as fishing and tourism to alternative forms of employment.

**4.39** The amount of employment land proposed for Torbay in Policy E3 of the adopted Devon Structure Plan First Review is 70 hectares (173 acres) over the period 1995-2011. This makes allowance for the provision for alternative employment in the face of anticipated decline in the fishing and tourism industries. In addition to the above, the Council is also aware of the shortage of available serviced employment land and the urgent need to broaden the employment base with more land for industry, offices and other services. It is essential to identify a wide

range and variety of employment sites within Torbay in order to provide opportunities for investment in new businesses, growth among existing companies across the spectrum of business activity and for the attraction of inward investment.

**4.40** In order to address Torbay's worst economic problems and to diversify the local economy, the aim is to provide at least 5000 new jobs within the Plan period. The Council's total employment land provision falls short of the Structure Plan target of 70 hectares by approximately 7.9 hectares (at 1999). This is due to the shortage of suitable sites, which in turn is a reflection of the high landscape quality of much of the countryside on the fringes of Torbay, the dearth of appropriate brownfield sites and also competition for use of land for other purposes. The take up of new employment land will be monitored closely to see whether an early review of employment land allocation is merited.

### New employment areas

**4.41 Policy E1** identifies new employment sites in Torbay. **Figure 23** below summarises the amount of new employment land identified in the Local Plan.

**Figure 23: Torbay employment land provision**

1. Devon Structure Plan First Review (1995-2011) requirement 70ha (173 acres)					
2. Local Plan Provision at 1999			Local Plan Provision at 2004		
a)	Land developed 1995 to 1999	10.67 ha. 26.36 acres		Land developed 1995 to 2004	13.73ha
b)	Land under construction at 1999	0.0 ha		Land under construction at 2004	4.4ha
c)	Sites committed at 1999	11.95 ha 29.52 acres		Sites committed at 2004	3.35ha
d)	Proposal E1 sites 1999-2011	39.48 ha 97.55 acres		Proposal E1 sites 2005-2011	39.04ha
<b>Total</b>		<b>62.10 ha 153.44 acres</b>		<b>Total</b>	<b>60.52 ha*</b>

**Source:** Torbay Industrial Monitor April 1999 and Torbay Employment Land Monitor 2004.

**Note:**

\*This figure does not include loss of land at Vantage Point, Long Road, Paignton or possible gains of employment land at Yalberton and site of South Devon College, Torquay.

**4.42** The heavy existing concentration of employment which can be found along the A3022 Riviera Way/Newton Road corridor reflects its prime locational and access qualities. It is essential that existing employment land and buildings in this highly accessible location are retained and improved. Specific opportunities are identified in the Plan. These will need to be of a high quality, to reflect the prominence of the sites in the 'gateway' to Torbay. **Policies E1.1(A)** and **E1.2(B)** set out particular considerations at Kerswell Gardens and Riviera Way South (Edginswell) respectively.

**4.43** New sites are proposed near the Ring Road in Paignton, at Yalberton, Long Road and Long Road South. These locations are within relatively easy reach of Torquay and Brixham. However, they will also require measures to maximise the use of sustainable means of transport. **Policy E1.16(C)** sets out particular considerations relating to Yalberton Road. A new major business park (which Torbay does not have at present), is identified at Long Road South, Paignton, and **Policy E1.19(D)** sets out more detailed policy considerations in relation to this site. There is an important need to attract business and inward investment and for economic diversification. This is especially relevant to obtaining Objective 2 funding.

**4.44** There is limited scope to provide sites for new industrial / workshop developments in Brixham. Although there is potential for some refurbishment or redevelopment of the Torbay Trading Estate in New Road, the main allocation is related to the harbourside. Opportunities for the introduction of further employment land may arise in the Brixham Harbour area, subject to the outcome of the study currently being carried out for the Council by consultants. However, the new employment sites in the Yalberton/Long Road area of Paignton are very accessible from Brixham and will help to provide new employment opportunities with relatively low journey to work travel.

**4.45** Most of Torbay's employment sites are suitable for light industry and warehousing. General industrial uses may be acceptable on some sites, provided that they do not cause noise, fumes, smell or other nuisance to adjoining occupiers. The former Lummaton Quarry provides some potential for general industry, although ground conditions and the need to safeguard the SSSI may prevent permanent buildings. Guidance for new employment provision on unidentified sites is set out in **Policy E5**.

### Offices and small businesses

**4.46** The Local Plan promotes Torbay as an office relocation centre in line with the Devon Structure Plan First Review. Several office sites are proposed, mainly in and around the town centres in **Policy E1**. **Policy E2** provides general guidance on office development in town centres, often as part of mixed use developments (see also **Policy S2**). The flexibility of the B1 use class in the 1987 Use Classes Order enables offices (other than financial and professional), research and development uses to locate into traditional industrial areas. Moreover, PPG1 'General Policy and Principles' (1997) (paragraph 8) promotes the principle of mixed use.

### Older industrial areas

**4.47 Policy E3** designates of some of Torbay's established industrial locations as Business Investment Areas. These areas are intended to provide a focus for revitalisation and the attraction of fresh investment. However, implementation is likely to depend on partnership arrangements with the private sector.

**4.48** In some older districts, such as Ellacombe in Torquay, Coombe Road in Paignton and Castor Road in Brixham, small scale workshops exist alongside established housing. The Local Plan recognises the importance of these pockets of employment to the local economy and aims to consolidate them by designating Small Business Areas where small scale workshops, well related to the main areas of population, can be encouraged (**Policy E4**). Reduction in the need to travel is central to the Government's sustainable transport policies as set out in PPG1 (paragraph 8) and PPG13 'Transport' (both 1994 and 2001 versions). However, it is clearly important to limit the activities in these areas to those which will not cause serious loss of amenity to nearby residential areas.

**4.49** In recognition of the fact that employment land is a scarce resource in Torbay, **Policy E6** seeks to stem the loss of industrial land and buildings to other uses.

### The fishing industry and the port of Brixham

**4.50** The Local Plan aims to promote a sustainable fishing industry and the port of Brixham (**Policy E7**), and proposes a small area of further land reclamation adjacent to the Fish Quay. This is intended to help meet the needs of the port and to encourage port related regeneration and employment in the town on a limited scale. This reclamation is envisaged as part of

the long term **Policy E8** to construct a northern arm breakwater for Brixham harbour, which itself is subject to an environmental impact assessment.

### Layout, design and sustainability

**4.51** High standards of layout and design along sustainable principles are important in employment areas and the relevant criteria are set out in **Policy E9**.

**4.52** It is anticipated that the number of people who will wish to operate their business from home will increase and **Policy E10** sets out a framework to ensure maximum flexibility whilst safeguarding residential amenity.

## EMPLOYMENT AND THE LOCAL ECONOMY POLICIES AND PROPOSALS

### ES Employment and local economy strategy

**The development of a sustainable and competitive business sector in Torbay, comprising office and industrial uses will be implemented through:-**

- (1) **securing a balance in all three towns between:-**
  - **economic regeneration and the protection of environmental quality; and**
  - **new jobs and housing**
- (2) **achieving a wide range of provision to meet the needs of all sectors of the economy, in particular in the transition and growth sectors; and**
- (3) **implementing a sequential approach to make full and effective use of urban sites by:-**
  - **retaining existing employment areas and buildings where that would make efficient use of them;**
  - **securing new business uses on suitable urban sites which are well served by public transport; and**
  - **allocating new business uses on greenfield sites only where there are no suitable or available sites on previously-used land to accommodate the scale and type of development proposed; such sites will be accessible by sustainable transport and sensitive to the character of the surrounding countryside.**

#### Explanation:

**4.53** Whilst the need for business sector development is recognised, Torbay has a shortage of greenfield sites

and landscape and environmental protection policies limit the availability of suitable land. The employment strategy therefore seeks to meet the need for jobs in as sustainable a way as possible. The retention and improvement of businesses within appropriately located existing business areas will be supported.

**4.54** Where possible, new businesses should be located within existing employment or built up areas. It is accepted that this will not always be possible. For example, some uses may harm residential amenity and require locations away from built up areas. Prestige proposals such as business parks require high quality settings and sites of sufficient size to achieve a critical mass. It is accepted that the scope for meeting this need on brownfield sites is limited.

**4.55** The Local Plan makes provision for some employment on greenfield sites (see **Policy E1**). Proposals for employment use of other sites will be considered on the basis of their accessibility via a range of means of transport and must be acceptable in terms of their wildlife and landscape impact. In any event, applicants for proposals on greenfield sites will be expected to demonstrate that the site is accessible to non-car transport and to prepare a travel plan (see **Policy T1**). In all developments, consideration should be given to any possible impact on groundwater recharge (see **Policy EP11**).

### E1 New employment on identified sites

**The development of land for employment purposes (Classes B1/B8 of the Town and Country Planning (Use Classes) Order 1987) is proposed on the sites identified in Table 3 below, as numbered on the Proposals Map. Development proposals for each of these sites will need to have regard to the relevant footnote(s) in the table. Proposals for the larger sites (over 2ha) will need to include measures for the provision of sustainable transport (travel plans), landscaping and environmental improvements as an integral part of the development scheme and as further detailed in policies A-D below. Class B2 uses may be appropriate subject to environmental and amenity considerations except on proposals sites E1, 2, 3 and 19 where only B1 uses will be permitted.**

**Proposals for the use of allocated sites for non-employment uses will be determined on the basis of Policy E6 (Retention of employment land and buildings).**

**Table 3: Employment Policy E1 - New employment on identified sites**

Site name	Notes	Hectares	Acres
<b>TORQUAY</b>			
(1) Kerswell Gardens	See Policy E1.1(A)	2.20	5.4
(2) Riviera Way South	See Policy E1.2(B)	4.9	12.1
(3) Riviera Way North	ACS	{2.0}	{4.9}
(4) Browns Bridge Road	A+	1.4	3.5
(5) Lummaton Quarry	DFS	{1.8}	{4.4}
(6) Site of MFI, Teignmouth Road	W+	0.5	1.2
(7) Lymington Road Car Park	AEH TM+	0.45	1.1
(8) Site of Magistrate's Court, Union Street	E TM S	{0.1}	{0.3}
(9) Temperance Street	E TM S	0.2	0.5
(10) Site of former Royal Garage, Torwood Street	E TM	0.5	1.2
(11) Torwood Street / Torwood Gardens	E TM	0.15	0.4
<b>TORQUAY SUB TOTAL</b>		<b>10.3</b>	<b>25.5</b>
<b>PAIGNTON</b>			
(12) Dendy Road	E TM	0.27	0.7
(13) Station Lane	EH TM S	0.42	1.0
(14) North of Tor Park Road	S	{1.65}	{4.1}
(15) Tor Park Road Extension	S	{0.3}	{0.7}
(16) Yalberton Road	See Policy E1.16(C)	16.6	41.0
(17) Long Road	ABS+	{5.9}	{14.6}
(18) Kemmings Way	-	{0.4}	{1.0}
(19) Long Road South	See Policy E1.19(D)	11.44	28.3
<b>PAIGNTON SUB TOTAL</b>		<b>28.73</b>	<b>71.0</b>
<b>BRIXHAM</b>			
(20) South of Oxen Cove	G	0.45	1.1
<b>BRIXHAM SUB TOTAL</b>		<b>0.45</b>	<b>1.1</b>
<b>TOTAL NEW EMPLOYMENT SITES</b>		<b>39.48</b>	<b>97.6</b>

**Notes:**

- A These sites are high profile locations where high quality, well-landscaped development will be required. Class B1 uses (in particular offices and high tech) are appropriate
- B Planning Brief required
- C Business Park sites
- D General industry use (Class B2 may be particularly appropriate on these sites, subject to environmental considerations)
- E Office sites
- F Site is an SSSI, which must be protected (see Policy NC2 Protected sites - nationally important sites)
- G Subject to Environmental Impact Assessment
- H Subject to review of parking requirements in context of Torquay Central Area Transportation Strategy
- S These sites have been identified by the Environment Agency as requiring care to avoid flooding. Where possible, sustainable drainage measures should be employed (see Policy EP11 Flood control)
- TM Town centre site suitable for mixed use development (see Policy S2 Town centre mixed use developments)

- W Site adjacent to Local Wildlife Site (see Policy NC3 Protected sites - locally important sites)
- + Sites requiring strategic landscaping (see Policy L10 Major development and landscaping)
- { } Those sites shown bracketed { } indicate that they already have planning permission and are therefore excluded from the total of new employment sites of this proposal
- () Those sites shown bracketed () indicate that they are already in office use and are therefore excluded from the total of new employment sites for this proposal
- NB Gross areas are shown on Proposals Map and net areas are shown in the above table

### Explanation:

**4.56** Employment provision at the level identified is considered essential to:-

- meet the needs of Torbay's population, which has a high rate of unemployment;
- to broaden Torbay's economic base; and
- to enable the Council to benefit from Assisted Area and EU funding (see paragraphs 4.23 and 4.26).

**4.57** The Devon Structure Plan makes provision for the development of 70 hectares of new employment land during the Plan period. Local Plan employment land provision currently falls short of this Structure Plan target. As part of this total, 39.48 hectares are identified on the large sites listed in **Policy E1**, with the balance to be made up by development on Business Investment Areas (**Policy E3**) and Small Business Areas (**Policy E4**), in addition to yields from existing and possible future windfall consents arising from **Policy E5**. (See Figure 23 and paragraph 4.40, which also outlines the Council's intentions to monitor employment land take up).

**4.58** The Local Plan provides a wide range of sites for new industries/offices. This range is essential to provide alternative employment opportunities for the high level of unemployed in the area. In any event, proposals will be expected to comply with landscape, nature conservation and environmental protection policies of the Local Plan. In this respect, structural landscaping belts are identified on the Proposals Map for key sites which require particularly careful treatment.

**4.59** It is important to broaden Torbay's employment base and to attract investment from the growth sectors, including office, research and new technology uses. In particular, there is an identified need for a high quality business park which will attract prestige users. Business parks require a well-landscaped campus-style format. They must also be of a sufficient size and relationship to other employment areas to achieve a critical mass. These developments require high quality uses; general industry will not be appropriate, nor will light industrial

or warehousing uses which fail to meet the above criteria.

**4.60** In the context of the Halcrow Fox Western Corridor Study, the development of these sites is likely to require substantial input by developers to sustainable transport measures in the locality. Travel plans are therefore likely to be an important consideration in determining proposals for these sites.

**4.61** In view of their strategic importance and visual sensitivity, detailed policies have been prepared for four key employment sites, namely Kerswell Gardens **[E1.1(A)]**, Riviera Way South **[E1.2(B)]**, Yalberton Road **[E1.16(C)]** and Long Road South **[E1.19(D)]**. Individual Planning Briefs will be prepared for these sites and will set out the following:-

- details of the main pedestrian circulation, cycle routes and public transport links;
- road and junction layouts, parking provision and layout of car parks;
- details of flood control and sustainable drainage measures;
- the general provision of infrastructure;
- guidance on the design and built form, including footprints, size and height of buildings, massing, roofscape, materials and colours, and advertising;
- archaeological assessment within the envelope of the proposed development; and
- details of the phasing of the proposed development, in the context of the overall scheme.

The Briefs will also set out detailed requirements for any development proposal to meet the provisions of **Policies E1.1(A), E1.2(B), E1.16(C) and E1.19(D)**.

**4.62** Flood prevention measures may also be necessary for developments on several proposed employment sites. These are identified in the table of sites forming part of **Policy E1**.

**4.63 Policy E1.20** is part of a range of projects of land reclamation and harbour improvements at Brixham Harbour. These will need to be the subject of an environmental impact assessment to ensure that schemes do not unduly harm the environment including inter-tidal habitats.

**4.64** The majority of uses on land allocated for employment use should be within Class B1 or B8 of the Town and Country Planning (Use Classes) Order 1987. On certain sites, particularly those located in town centres, scope may exist for the introduction of small workshops forming part of mixed-use developments. In exceptional cases it may be appropriate to allow non-industrial uses where these contribute to the viability of an employment scheme. Such uses should be subordinate to the industrial use of the site and applicants must demonstrate that the use would not harm other interests of acknowledged importance.

**4.65** General industry (Class B2 in the Use Classes Order) is not appropriate within or adjacent to residential areas. It can also adversely affect the environment of certain light industrial or commercial areas, especially those with clean air requirements. However, certain Class B2 uses can operate on industrial sites without causing harm to adjoining occupiers, and may be more appropriately located on industrial estates rather than in residential areas. Before allowing applications for such use, the Council will wish to be satisfied that the proposal would not cause harm to nearby occupiers or the character and appearance of the area.

**4.66** Scope exists for general industrial development at Lummaton Quarry (**Policy E1.5**). Whilst the reclaimed floor level of the quarry is not visible from residential areas to the east of Happaway Road, it is accepted that some uses falling within Use Class B2 would not be acceptable because the quarry is situated in close proximity to these areas. Any B2 permission will therefore be limited to individual users and will be subject to strict environmental control in order to ensure acceptable noise and odour levels. Any development at Lummaton Quarry should also have regard to the existence of the Site of Special Scientific Interest at this location and should ensure that there is no adverse effect on the quarry face, and that satisfactory access to the quarry faces is retained for geological purposes (see **Policy NC2**).

**4.67** The Lymington Road Car Park, Torquay site (**E1.7**) is allocated primarily for office use. However, the existing car park makes an important contribution to town centre car parking provision and any

development of this site should be considered in the wider context of the Torquay Central Area Transportation Strategy outlined in the Council's Local Transport Plan. The location is also suitable as a town centre mixed use site in **Policy S2 (TM1)**, which outlines possible suitable additional uses.

**4.68** The Long Road, Paignton site (**E1.17**), is situated in an environmentally sensitive location. This is particularly the case in respect of the section of this allocation that lies on the northern side of Long Road. The planning brief required for this site will need to provide guidance on the design and built form of proposed development, access and car parking, provision of infrastructure and flood control and sustainable drainage. The issues of strategic landscaping, height of buildings and colour of building materials will require particularly careful attention.

**4.69** Where tipping is required to bring land into use, adequate gas venting measures shall be provided where necessary.

#### **E1.1(A) Kerswell Gardens, Torquay**

**The development of a business park at Kerswell Gardens, Torquay (2.20 hectares net) is proposed. The following policy requirements will apply:-**

- (1) the development should be restricted to B1 uses under the Use Classes Order, although limited ancillary B8 uses may be acceptable. B2 uses will not be acceptable;**
- (2) the development should reflect the high profile of the site at a major gateway to Torbay while also responding to the character and scale of the setting. A high quality development is sought;**
- (3) appropriate flood alleviation measures should be implemented in the context of Policy EP11;**
- (4) appropriate archaeological assessment should be implemented in the context of Policy BE9;**
- (5) the valley sides outside the site will be safeguarded from development in view of their visual prominence in the context of the wider landscape setting;**
- (6) a framework of strategic landscaping should be established as an integral part of the development, in accordance with Policy L10;**
- (7) the proposed development should demonstrate the importance of the planting, retention and management of trees in the context of Policy L9;**
- (8) measures for the protection of the existing landscape framework should be included, pursuant to Policy L8;**

- (9) the impact on areas of ecological importance should be minimised, consistent with Policies NCS and NC5;
- (10) arrangements for access to the site should be subject to a Transportation Assessment (TA) which clearly sets out sustainable transport solutions for all means of travel, including pedestrians, cyclists and public transport. Vehicular access to serve the development should be taken from a new road junction on Torquay Road which should be designed to accommodate the junction arrangements required for the proposed A380 Kingskerswell Bypass (see Policy T21). Off-site highway improvements will therefore be required;
- (11) access arrangements should be designed to avoid a materially adverse impact on both the local and major road network of additional traffic generated by the development, having due regard to the proximity of the site to the primary access road into Torbay; and
- (12) any proposal for the development of the site will be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in a planning brief.

#### Explanation:

4.70 Kerswell Gardens is below the minimum size to be a viable 'business park' on its own. However, it is intended to be a well-designed 'high tech' site enjoying the advantages of proximity to Riviera Way South (E1.2) with good transport links. Both sites are in prominent locations and landscaping/nature conservation measures are essential. In addition, it may be necessary to provide flood protection measures to prevent flooding in the Teignbridge District area. Access onto the road network will also require careful planning. A Planning Brief will be required to guide development on this site, as highlighted in paragraph 4.61 above.

#### E1.2(B) Riviera Way South, Torquay

The development of a business park at Riviera Way South, Torquay (4.9 hectares net) is proposed. The following policy requirements will apply:-

- (1) the development should be restricted to B1 uses under the Use Classes Order, although limited ancillary B8 uses may be acceptable; B2 uses will not be acceptable;
- (2) the development should reflect the high profile of the site at a major gateway to Torbay while

- also responding to the character and scale of the setting; a high quality development is sought;
- (3) pursuant to Policy BE11, development on the site should minimise impact upon Edginswell hamlet;
- (4) appropriate flood alleviation measures should be implemented in the context of Policy EP11;
- (5) appropriate archaeological assessment should be implemented in the context of Policy BE9;
- (6) a framework of strategic landscaping should be established as an integral part of the development, in accordance with Policy L10;
- (7) the proposed development should demonstrate the importance of the planting, retention and management of trees in the context of Policy L9;
- (8) measures for the protection of the existing landscape framework should be included, pursuant to Policy L8;
- (9) the impact on areas of ecological importance, including the Local Wildlife Sites, should be minimised, consistent with Policies NCS and NC5;
- (10) arrangements for access to the site should be subject to a Transportation Assessment (TA) which clearly sets out sustainable transport solutions for all means of travel, including pedestrians, cyclists and public transport; vehicular access should be taken from a new road junction on Newton Road to the east of the site; off-site highway improvements will therefore be required;
- (11) access arrangements should be designed to avoid a materially adverse impact on both the local and major road network of additional traffic generated by the development, having due regard to the proximity of the site to the primary access road into Torbay; and
- (12) any proposal for the development of the site will be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in a planning brief.

#### Explanation:

4.71 Riviera Way South is below the minimum size to be a viable 'business park' on its own. However, it is intended to be a well-designed 'high tech' site enjoying the advantages of proximity to Kerswell Gardens (Policy E1.1) with good transport links. Both sites are in prominent locations and landscaping/nature conservation measures are essential. In addition, it may be necessary to provide flood

protection measures to prevent flooding in the Teignbridge District area. Access onto the road network will also require careful planning.

4.72 A Planning Brief for the Riviera Way South site will be prepared in accordance with the principles highlighted in paragraph 4.61 above.

#### **E1.16(C) Yalberton Road, Paignton**

**The development of an employment park at Yalberton, Paignton (16.6 hectares net) is proposed. The following policy requirements will apply:-**

- (1) the development should be restricted to B1, B2 and B8 uses under the Use Classes Order;
- (2) the development should reflect the visual prominence of the site in the context of adjoining residential areas while also responding to the character and scale of the setting;
- (3) appropriate flood alleviation measures should be implemented in the context of Policy EP11;
- (4) appropriate archaeological assessment should be implemented in the context of Policy BE9;
- (5) a framework of strategic landscaping should be established as an integral part of the development, in accordance with Policy L10;
- (6) measures for the protection of the existing landscape framework should be included, pursuant to Policy L8;
- (7) the impact on areas of ecological importance should be minimised, consistent with Policies NCS and NC5;
- (8) arrangements for access to the site should be subject to a Transportation Assessment (TA) which clearly sets out sustainable transport solutions for all means of travel, including pedestrians, cyclists and public transport. Vehicular access should be taken from a single new road junction on Brixham Road in the vicinity of the current junction with Roselands Drive, to serve the development of the allocated site as a whole. A secondary access will be required on Yalberton Road, in the vicinity of the current junction with Alders Way, to facilitate circulation within the site. Off-site highway improvements will be required as indicated by the TA;
- (9) access arrangements will be designed to avoid a materially adverse impact on both the local and major road network of additional traffic generated by the development, having due regard to the proximity of the site to the major road network (Western Corridor route); and

- (10) any proposal for the development of the site will be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in a planning brief.

#### **Explanation:**

4.73 A major new area of land is identified for employment at Yalberton Road, Paignton (Policy E1.16). The area has a high visual profile and needs to be planned as a whole. A Planning Brief will be prepared in accordance with the criteria identified in paragraph 4.61 above, to guide detailed development. This must include a substantial element of planting as a landscape foil, without which the development will not be supported. The site must be served by improved access from the Ring Road and Section 106 Agreements will be necessary to achieve this.

#### **E1.19(D) Long Road South, Paignton**

**The development of a prestige business park at Long Road South (11.8 hectares) is proposed. The following policy requirements will apply:-**

- (1) the development will be implemented in two phases, divided by Waddeton Road, identified as E1.19.1 (first phase) and E1.19.2 (second phase) on the Proposals Map. Development on Phase 2 to the west of Waddeton Road will only be permitted after the peripheral on-site tree planting and landscaping has been established for at least two planting/growing seasons, and is considered satisfactory by the Council;
- (2) the development will be restricted to B1 uses under the Use Classes Order, although uses ancillary to B1 uses may be acceptable; B2 uses will not be acceptable;
- (3) the layout, design, height of buildings and materials used in the development should respond to the character and scale of the landscape setting - this will include strict height controls and the use of recessive colours and materials, as set out in the Planning Brief; a high quality development is sought;
- (4) the development should include the provision of on-site and off-site planting and structural landscaping works pursuant to Policy L10;
- (5) appropriate flood alleviation measures should be implemented in the context of Policy EP11;
- (6) appropriate archaeological assessment should be implemented in the context of Policy BE9;
- (7) arrangements for access to the site will be subject to a Transportation Assessment (TA)

which clearly sets out sustainable Transport solutions for all means of travel, including pedestrians, cyclists and public transport; off-site highway improvements will be required as indicated by the TA; and

- (8) any proposal for development would be required to ensure that the site is developed in a comprehensive manner in accordance with the principles set out in the planning brief.

#### Explanation:

**4.74** In October 1997, following a 'call-in' Inquiry in February-April 1997, the Secretary of State for the DETR turned down an application for a 31 hectare business park on a site alongside the Ring Road at White Rock, Paignton, primarily on the grounds of landscape impact, traffic impact, prematurity in relation to the Local Plan and loss of high quality agricultural land. The Inquiry Inspector accepted the seriousness of Torbay's economic situation and his report made it clear that the Council needed to look comprehensively at issues of landscape, transport and alternative sites, although he did not rule out the possibility of a smaller business park on the northern part of the application site, which is more enclosed and does not impact onto the AONB in the Dart Valley.

**4.75** In addition, current Regional Planning Guidance (RPG10) advocates provision for major strategic sites. The Adopted Devon Structure Plan (1999) makes provision for a prestige site (or business park) in Torbay.

**4.76** RPG10 (**Policy EC4**) sets the criteria for major strategic sites to meet the need of major business users as:

- minimum site area of 12 hectares (but preferably over 50 hectares);
- flat land, free from significant constraints, in an attractive environment;
- close to large labour pool;
- appropriate infrastructure capacity, with good accessibility and capable of being served by sustainable modes of transport; and
- locational criteria include being in or close to Principal Urban Areas.

**4.77** Torbay's difficulty has been in finding a site large enough to comply with the RPG criteria. The important environmental constraints such as the Dart Valley AONB would effectively preclude expansion to the south of the White Rock farmhouse along the Ring

Road, and long term options in other directions are also severely limited.

**4.78** The Local Plan proposal for a business park on land to the south of Long Road, Paignton, **Policy E1.19**, occupies the northern 11.44 hectares of the previous Local Plan Consultation Draft White Rock site.

**4.79** In accordance with the Inquiry Inspector's advice, the Council has undertaken three important surveys:-

- i) a review of the Areas of Great Landscape Value (AGLV) throughout Torbay, using independent consultants;
- ii) a transport study of the Western Corridor, looking into sustainable alternatives to building a new Ring Road, again using independent consultants; and
- iii) a further re-examination of alternative sites for a business park throughout Torbay.

**4.80** The results of these surveys indicated that:-

- i) the 11.44 hectare Local Plan site did not merit inclusion within the AGLV and that a combination of sensitive design and strategic landscaping would ameliorate any adverse impact on the adjacent AGLV and the more distant Dart Valley AONB;
- ii) subject to sustainable transport measures, new development could be accessed off the Ring Road without the need for new road construction; and
- iii) the proposed business park site at Long Road was the only suitable site in Torbay in terms of combination of sustainability factors (environmental impact, proximity to public transport and workforce and employment clustering) even though the size, at 11.44 hectares, was marginally below the minimum size threshold as outlined in Government planning advice.

**4.81** In addition, the landscape implications of the proposed business park have been assessed from a number of vantage points on both sides of the River Dart. This exercise revealed that, whilst the elongated southern part of the original White Rock application (i.e. the land which has been deleted in the Local Plan Deposit and Revised Deposit Versions) was conspicuous from a number of these vantage points, the reduced Local Plan proposal site could not be seen from the same vantage points. Sensitive tree planting and strategic landscaping and careful design would also mitigate any impact of development to an acceptable level.

**4.82** Urban capacity work has shown that there are no brownfield sites in Torbay of sufficient size to accommodate a business park. Survey work revealed that in relation to a wide set of planning criteria, Long Road South emerged as the only area in Torbay which complies with the requirements for a business park.

**4.83** The Planning Brief for the Long Road South site will encompass the following:-

- a) main uses and phasing of development;
- b) transport and access considerations including access to the Ring Road, main pedestrian circulation, cycle routes, parking provision and layout of car parks, road layout, sustainable transport arrangements (including a comprehensive travel plan);
- c) a landscaping and planting scheme (both on and off-site);
- d) details of the provision of infrastructure, including drainage lagoons and other flood control and sustainable drainage measures;
- e) details of design, form, including footprints, size and strict height control of all buildings and storage areas, massing, roofscape, materials and recessive colours, and advertising;
- f) the location and specification of external lighting;
- g) a clear indication of the visual and functional impacts of the development on the AGLV (and the settlements within it) and the AONB; and archaeological assessment within the envelope of the proposed business park and in areas of off-site landscaping;
- h) archaeological assessment within the envelope of the proposed business park and in areas of off-site landscaping.

## **E2 Town centre office sites**

**New office development on town centre sites, in particular schemes involving the modernisation and improvement of existing buildings, will be permitted so long as they do not conflict with other Local Plan Policies.**

### **Explanation:**

**4.84** Torbay has relatively few people in office employment compared with many similar sized towns. However, developments in computer science and information technology are making it increasingly easy

for specialist office units to operate away from their customers and their employers. Office employment could play an important part in widening the choice of job opportunities without adversely affecting the environment.

**4.85** The accommodation of offices within existing buildings in suitable locations, or changes of use of premises above shops, is particularly suitable for smaller scale businesses, capable of co-existing with other uses in mixed use developments. Accommodating employment within town centres is an important step towards achieving sustainable development and relieving pressure on greenfield sites. Such an approach also contributes to the vitality of town centres. **Policy S2 Town centre mixed use developments** provides further guidance

**4.86** Offices within Class B1 use will not be suitable on ground floors of Primary Shopping Frontages, where **Policy S3** will apply. Proposals on the ground floors of Secondary Shopping Frontages will be assessed on the basis of **Policy S4**. Larger proposed sites suitable for office use are contained within **Policy E1**.

## **E3 Business Investment Areas**

**The following areas are identified as Business Investment Areas within which employment uses should be retained and developed. New light industrial uses (Class B1) and small-scale warehousing use (Class B8) will be permitted. Uses within Class B2 may be permitted on specific sites, subject to considerations of residential amenity and environmental impact. Proposals resulting in the loss of such floorspace and/or the introduction of inappropriate alternative users will also be subject to Policy E6.**

- (1) **Fore Street, Watcombe, Torquay**
- (2) **Newton Road / Old Woods Trading Estate, Torquay**
- (3) **Lymington Road Corridor, Torquay**
- (4) **Walls Hill Quarry, Babbacombe, Torquay**
- (5) **Torre Station Yard, Torquay**
- (6) **Torbay Trading Estate/New Road, Brixham.**

### **Explanation:**

**4.87** The areas identified are suitable for continued or new employment uses but several are currently under-utilised. The Business Investment Area designation seeks to highlight the opportunities for employment

use within such areas. Existing employment uses should be retained and the introduction of employment activities will be supported where opportunities arise. Although such a proposal may not bring forward a great deal of new land, it is highly sustainable since it retains and develops employment opportunities in already established employment areas in very accessible urban locations, achieving a more effective use of land. The term 'small-scale warehousing' refers to Class B8 floorspace which does not exceed 235 sq.m (2500sq.ft) of floorspace.

**4.88** Fore Street, Watcombe, is occupied by a SWEB depot. Although part of the site was redeveloped for residential use in the late 1990s, there is still scope to achieve a more ergonomic use of the site. Should the site become surplus to SWEB's requirements, it would be suitable for light industrial use. The amenities of dwellings in the vicinity will need to be considered.

**4.89** The Newton Road / Old Woods Trading Estate is a long established business area in a highly accessible location which should be retained in employment use. The area would benefit from environmental enhancement, including the upgrading of roads, parking, boundary walls, and hard and soft landscaping.

**4.90** The Lymington Road corridor contains a number of established businesses. Opportunities may arise for change of use of land in this location for additional business use. Although there are some dwellings within the area, the uses are predominantly commercial.

**4.91** Torre Station contains a large amount of currently under-utilised industrial / storage land. Although there may be access and land assembly issues to resolve, these are not insurmountable and residential amenity is not a major constraint on the development of this area. It is important that any new uses of this site should fully embrace the potential offered by the adjoining railway station in terms of accessibility both for employees and movement of goods. (See also **Policy T13 'Railway land'**).

**4.92** Walls Hill Quarry is currently a cement works. It is identified as a suitable investment opportunity for other employment uses that are compatible with the surrounding area, should the current use cease.

**4.93** Torbay Trading Estate in Brixham is currently under-utilised and substantial scope exists for more intensive use of the site. Further details of the constraints are noted in the Explanation to **Policy E4**.

#### E4 Small Business Areas

**Within the Small Business Areas listed below only Class B1 uses will be permitted together with any 'sui generis' uses which would not adversely affect surrounding residential areas by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.**

	Hectares	Acres
(1) Magdalene Road, Upton, Torquay	0.4	1.0
(2) Berachah Road, Ellacombe, Torquay	0.4	1.0
(3) Alexandra Road, Ellacombe, Torquay	0.2	0.5
(4) Alexandra Lane, Ellacombe, Torquay	0.4	1.0
(5) Coombe Road, Preston, Paignton	0.4	1.0
(6) Torbay Trading Estate, New Road, Brixham+	1.3	3.3
(7) Castor Road, Brixham	0.8	2.0

#### Notes:

(1) The above sites are already in industrial use; therefore there is no net increase in industrial land arising from these sites and they are not included in the new industrial land total in this Plan.

+ this site is also identified as a Business Investment Area (Proposal E3).

#### Explanation:

**4.94** Small Business Areas comprise concentrations of small businesses, workshops and light industrial units, often in converted residential properties which command low rents. They are situated within easy reach of large numbers of people in or near some of the most densely populated urban areas. They will help provide continued employment and to meet the demand for small business and light industrial units in Torbay from existing firms and potential new enterprises. Small Business Areas can be valuable 'seed beds' for the growth and development of small firms, which provide a substantial number of jobs within close proximity to much of their workforce. If successful, many may expand their activities creating additional employment opportunities.

**4.95** It is accepted that in some of the Small Business Areas, e.g. central Torquay and in Coombe Road, Paignton, existing business and industry is within close proximity to occupied dwellings and that the possibility therefore arises of conflict of interest between the requirements of firms and residential amenity, both in relation to hours of business and traffic generation. The designation of Small Business Area status is intended to show acceptance by the Council of businesses and light industry in these areas. Traffic management can be a significant problem, and in some cases (e.g. Alexandra Lane) some traffic management measures may be necessary.

**4.96** Brixham has been identified as being especially short of employment land. The Torbay Trading Estate, which is not fully utilised, does offer opportunities to secure new and improved employment use as well as some replacement ‘long term’ town centre car parking (see **Policy T6.5**). Many of the existing buildings are in a state of disrepair, some are vacant and part of the estate has been cleared. Moreover, existing vehicular access is unsatisfactory. Any new development will need to respect the existing tree screen around the periphery of the estate and which serves as an effective foil to mitigate the impact of industrial activity on the amenities of neighbouring residents.

**4.97** With the exception of the harbour and waterfront areas and the Rea Barn Depot site, there are no appropriate alternative employment sites in Brixham because the surrounding areas of the town are designated variously as an Area of Outstanding Natural Beauty, Coastal Preservation Area, Area of Great Landscape Value and Countryside Zone. However, significant opportunities exist to create further employment in the harbour and waterfront areas (see **Policy E7**).

**E5 Employment provision on unidentified sites**

**Planning applications for new employment on land and buildings on unidentified sites will be permitted where they:-**

- (1) **contribute to the provision of a full range of business needs in Torbay, including starter units and small businesses;**
- (2) **help to maximise the reuse of urban land and buildings;**
- (3) **provide for employment opportunities which are within easy access of the local workforce by walking and public transport; mixed use schemes will be supported in principle,**

**especially in locations close to town centres and other focal points;**

- (4) **do not adversely affect the built or natural environment; and**
- (5) **do not have an adverse impact on neighbouring uses, such as loss of amenity, noise, light and air pollution and traffic and parking problems.**

**Explanation:**

**4.98** Given the level of landscape and environmental constraints, it is considered unlikely that major unallocated greenfield sites will be acceptable for employment development. The bulk of ‘windfalls’ are therefore likely to be smaller parcels of land or buildings often within the urban area.

**4.99** Torbay has a shortage of employment land and the employment land provision in E1 falls short of the Devon Structure Plan allocation. Therefore the Council will support proposals for employment uses on unallocated sites, where these meet other relevant Local Plan criteria. In particular, proposals that utilise previously developed land and are well served by public transport will be encouraged. However, it is important that such proposals are acceptable in terms of their built and natural environmental impact and effect on neighbouring amenities.

**4.100** Where amenity is an issue, it may be appropriate to impose conditions limiting the type of use or hours of operation. The Council will have regard to Policy E6 in respect of the retention of windfall sites for employment use.

**E6 Retention of employment land**

**The change of use or re-development of existing employment land and/or buildings to/for any use outside Part B of the Schedule to the Use Classes Order 1987 will be permitted only when:-**

- (1) **there would be no significant adverse effect on employment opportunities within the Local Plan area;**
- (2) **the proposal would not have the effect of limiting the range and quality of sites or premises available for employment use in Torbay;**

**or where:-**

- (3) **the proposed alternative use would achieve a more sustainable balance of uses in the Local Plan area; or**

- (4) **the existing use is a cause of significant harm or nuisance to the amenity of the surrounding area and the environmental benefits of its replacement by an alternative use would outweigh the loss of employment opportunity.**

**The development of land allocated in this plan for employment purposes for uses other than those within Part B of the Schedule to the Use Classes Order 1987 will not be permitted.**

**Explanation:**

**4.101** Torbay has a limited supply of existing and potential industrial and warehousing land. The Council will seek to retain and improve existing employment land and buildings in order to meet its employment land provision requirements. Where employment land is lost to other uses, it will harm the stock of available sites and thus employment prospects. It is therefore important that this land is retained and that sites for proposed employment use are safeguarded as a valuable resource. There may occasionally be overriding reasons in the public interest to allow the loss of employment land; however, these will be the exception rather than the rule. Proposals for the relocation of businesses in unsuitable locations will only be permitted where the use is causing severe environmental or amenity problems that cannot be overcome.

**E7 The Fishing industry and the Port and Waterfront of Brixham**

**The development and regeneration of the fishing industry and diversification of the Port and Waterfront of Brixham is proposed, together with marine related industry elsewhere within Brixham, subject to suitable access, parking provision and protection of marine wildlife and environmental quality.**

**Explanation:**

**4.102** Brixham's fishing industry and port facilities are crucial to the economic well-being of the town and surrounding areas. The continued success of the port is dependent on improved berthing and maintenance/repair facilities for the fishing fleet and diversification into maritime commercial industries (e.g. bunkering, chandlery and coastal trade). In particular there is a need for storage and handling facilities on shore (see **Policy E1.20**). Successful diversification is probably dependent on the construction of a northern arm breakwater (**Policy E8**).

**4.103** It is entirely appropriate to carry out port-related industry (e.g. lobster hatching or fish processing) either within the port of Brixham or on nearby industrial estates. However, fish processing and similar activities often generate smell. This may be acceptable given Brixham's role as a working harbour. However, the Council would not wish to see the development of other 'bad neighbour' developments not related to the fishing industry. This will be a material consideration in determining applications. The Council will have regard to Brixham harbour's wider use as a mixed-use tourism, shopping and residential area.

**4.104** It is important that the fishing industry is carried out in a sustainable fashion. A number of nature conservation issues are central to this; in particular the conservation of fish stocks, and protection of marine mammals, particularly harbour porpoises. The Authority will seek to ensure that the marine environment is protected. Diversification of the fishing industry is essential if Brixham is to remain a thriving harbour.

**4.105** European Objective 2 and other structural funds could help encourage such projects as fish landing facilities and harbour upgrading as well as town centre regeneration and company relocation.

**4.106** The port of Brixham is ideally situated to serve rigs, boats and ancillary equipment associated with the off-shore oil drilling in Lyme Bay, should exploration and a resurgence of interest take place in the future.

**4.107** The Council, in association with the local community, has commissioned consultants to investigate various options for the regeneration of Brixham. The tourism aspects of waterfront regeneration are covered in **Policy TU1**.

**E8 Northern Arm Breakwater**

**A Northern Arm Breakwater is proposed at Brixham Harbour, subject to a full assessment of the impacts on water pollution, natural processes of the sea and marine ecology.**

**Explanation:**

**4.108** The Council is aware that the provision of a northern arm breakwater would transform Brixham into one of the largest deep water shelters in the South West. This would enable the diversification of port activity, create much needed additional employment and leisure opportunities and is supported by the Brixham fishing industry and other harbour users. The

scheme may require minimal works to be carried out to the existing breakwater, including a short extension.

**4.109** In addition to the cost implications, fears have been expressed by sections of the local community that a new northern arm breakwater would lead to increased silting and water pollution, as the natural processes of sea action and tidal scouring would be severely curtailed. This proposal will therefore be subject to the commissioned consultant's appraisal of the economic, ecological and hydrographic implications of the scheme. Any requirement for an Environmental Impact Assessment will be considered in the context of **Policy EPS Environmental Protection Strategy**.

### **E9 Layout, design and sustainability**

**Approval of applications for commercial and industrial development will be subject to the following criteria:-**

- (1) traffic generated by the development must not overload the capacity of the highway system or adversely affect residential or other non-residential development;**
- (2) proposals must be in accordance with Policy T1 (Development accessibility);**
- (3) roads within the site should be capable of adoption, unless there are overriding reasons why this is not practicable or appropriate;**
- (4) adequate loading, off-loading and manoeuvring space for vehicles shall be made within new or enlarged industrial sites; the level of car parking provision within the site should be limited to that required for operational and accessibility purposes;**
- (5) development should not lead to significantly reduced daylight or cause undue environmental disturbance (such as noise, vibration, smell or dust) to adjacent residential properties; where appropriate, restrictions on the use of hours of operation of the site will be imposed;**
- (6) there shall be no adverse effect on nature conservation; where necessary, developers will be encouraged to introduce measures to protect wildlife;**
- (7) where appropriate, landscaping or improvements to existing landscaping may be required, especially in prominent locations;**
- (8) proposals for development in individual estates should contribute to the environmental enhancement of the locality and, where**

**possible, to the improvement of traffic management in the area; and**

- (9) open storage of industrial goods or containers will be resisted if such activity is considered to be visually unacceptable or where other environmental considerations make it undesirable.**

#### **Explanation :**

**4.110** The location of employment uses should be determined on the basis of the strategy set out in **Policy ES** and the allocations set out in **Policy E1**. Sometimes commercial and industrial development will need to be located on the edge of the urban area adjacent to major traffic routes. Such development is often in prominent locations (as at the entrance to Torquay along the A3022 Riviera Way and on the Ring Road at Paignton) and can form a lasting impression on the visitor to the area.

**4.111** The operational side of industrial activity can in some circumstances have serious transportation as well as visual consequences on the area and on adjoining users. The Council, when assessing employment proposals, will require that adequate provision is made in terms of highway design, traffic movement and circulation on and off site (see **Policy T1**), as well as adequate landscaping requirements.

**4.112** It is important that new employment development does not adversely affect the high quality environment of the area, both for its own sake and because the environment is an important tourism resource. The need to protect the area's attractive environment is especially critical in the areas adjoining the open countryside, or where such areas are close to or visible from the main residential areas. The use of strategic screen planting can be used to great effect, minimising the effect of modern industrial buildings (see **Policy L10**).

**4.113** Existing landscape features and wildlife habitats should be retained and incorporated into landscaping schemes where possible. The need for a safe environment is equally important and crime prevention measures are detailed in **Policy CF2**.

**4.114** The improvement of peoples' working environment is just as important as that in which they live, go shopping, or pursue leisure activities. Industrial sites should be designed with this in mind.

**4.115** The Built Environment Chapter of the Local Plan (Chapter 14) seeks to engender a high standard of

design and to protect sensitive areas. Further detailed guidance is provided in Section 5 of the Environmental Guide (New Business and Industrial Development).

**4.116** The impact on wildlife sites is also a material consideration (see **Policies NC2** and **NC3**). Measures to allow wildlife to co-exist with development, such as animal tunnels will be encouraged. In appropriate circumstances planning conditions or Obligations will be used to prevent damage to wildlife habitats, important species or physical features.

### **E10 Home working**

**The operation of small businesses by individuals in their homes will be permitted provided that there is no adverse environmental impact, the amenities enjoyed by the occupants of neighbouring properties are not adversely affected and there is no significant impact on traffic and parking in the area.**

#### **Explanation:**

**4.117** The increase in information and communications technology (ICT) will make home-based working a more realistic option during the remainder of the Plan period. This may be partly on a self-employed basis. However, this policy is not a self-employed persons' policy and relates to the practice of working from home. It will also reduce the need to travel, which accords with the Government's sustainable transport strategy.

**4.118** It is also true that a wide variety of sizes and types of work places are required to accommodate the needs of businesses in the most flexible manner possible, commensurate with environmental safeguards. This wide range includes the option of working from home, which is the starting point for many fledgling and innovative businesses. This way of encouraging business expansions is seen as energy and cost effective.

**4.119** Where it is a very small-scale operation, a business carried out from a dwelling will be de-minimus and not require express planning permission. Ultimately it is a matter for legal determination whether a material change of use has occurred. However, as a general guide, businesses carried out from home will require planning permission where the residential character of the building is lost, people are employed at the premises who do not live there, or where significant traffic is generated by the business.

**4.120** Where express planning permission is required, the Council would expect the business activity to remain ancillary to the main domestic use. Where necessary, the Council will impose conditions limiting the extent of operations to ensure that they do not harm the amenities of the neighbourhood.

**4.121** In addition, home-based businesses will only be permitted if they do not adversely affect the amenities enjoyed by neighbouring residents, for example through increased on-street parking or a noticeable increase in traffic. They must fall into the B1 Use Class and will normally be office based, leaving the character and overall domestic use of the building unchanged.