

Healthy Torbay

Supplementary Planning Document

April 2017



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1. About the Healthy Torbay Supplementary Planning Document

1.1. Role and purpose of Supplementary Planning Documents (SPDs)

- 1.1.1.** Supplementary Planning Documents (SPDs) can be produced by Local Planning Authorities (LPAs) to build upon and provide more detailed advice on the policies contained in a Local Plan. Specifically, they can add detail regarding any environmental, social, design and economic objectives which are important regarding the development and use of land as indicated in a Local Plan. The requirements for producing SPDs are set out in Regulations 11 to 16 of the Town and Country Planning Regulations 2012. SPDs should be prepared only where necessary and in line with paragraph 153 of the National Planning Policy Framework (NPPF), i.e. they should help applicants to make successful planning applications and should not be used to add unnecessarily to the financial burdens on development.
- 1.1.2.** Torbay has a number of adopted SPDs which help the authority to better determine planning applications in accordance with the Torbay Local Plan as well as providing clear advice to the development industry market regarding how to make successful planning applications. SPDs help to support an efficient development management process and encourage positive investment into Torbay through stimulating market confidence. Some examples of adopted SPDs in Torbay include the Torquay and Paignton Town Centre Masterplans SPDs, the Planning Contributions and Affordable Housing SPD and the Greenspace Strategy SPD.

1.2. What is the purpose of the Healthy Torbay SPD and who is it for?

- 1.2.1.** The Healthy Torbay SPD focuses on issues related to matters of health and wellbeing and how they should be positively addressed through the development planning process in Torbay in the context of building upon and providing more detailed advice and guidance to policies contained within the Local Plan.
- 1.2.2.** The purpose of the document is to help influence and guide development proposals requiring planning permission in Torbay. It provides forward guidance to the development industry and landowners regarding how planning applications can be developed to have the best chance of achieving planning permission (so they are in compliance with Local Plan policies relating to health and wellbeing). Development proposals which follow the guidance set out in this SPD will stand a better chance of contributing to the prevention of ill health in Torbay. It also provides guidance to decision makers in Torbay so that there is a greater appreciation and understanding of what we mean by 'Healthy Torbay' in the context of spatial planning.

1.3. How this document should be used

- 1.3.1.** The Healthy Torbay SPD is designed to support the policies contained in the Torbay Local Plan and be utilised in the development management process to:
- inform pre-application advice regarding any potential public health-related issues and to be a material consideration where relevant to be taken into account in determining planning applications

- to provide information and guidance that can be used to support a positive Health Impact Assessment (HIA);
- to promote opportunities for healthier lifestyles, encourage healthier choices and reduce the demand on the NHS, health professionals, councils and individuals across Torbay;
- to inform the preparation of future plans, strategies, development briefs, and policy decisions;
- to provide an evidence base resource, responding to local needs by providing and signposting to supporting information and guidance; and
- to inform communities and provide guidance to aid with the preparation of Neighbourhood Plans.

1.4. The Healthy Torbay SPD – relationship to the Torbay Local Plan and national policy

1.4.1. Health is a cross-cutting issue across planning which permeates into many subject areas contained within the Local Plan. This is because the wider determinants of health have multiple dimensions across the economy, environment and society. Therefore, many of the Torbay Local Plan policies feature in some form within this SPD. Where relevant to guidance within this SPD, the policies are referred to within this document. Of particular importance to note are policies **SS11 Sustainable Communities** and **SC1 Healthy Bay** which provide the overarching context for much of the guidance as they recognise tackling wider determinants aspects of taking action to promote good health in Torbay.

1.4.2. The NPPF recognises the importance of the role of planning in enabling good population health and wellbeing. Health is recognised as being an integral aspect of sustainable development, ‘supporting strong, vibrant and healthy communities’. Furthermore, the role of ‘promoting health communities’ in the context of supporting ‘local strategies’ (wider than planning policy) places a responsibility on local authorities to articulate what the key factors and ‘asks’ of planning should be in their individual geographical areas of responsibility.

1.5. Public consultation and participation

- 1.5.1.** A draft version of the Healthy Torbay SPD was made available for consultation for a four week period between Monday 20 February and Monday 20 March 2017. Details of the consultation, including the main issues raised and how those issues have been addressed where necessary are detailed in a supporting 'Public Participation Statement' separate to this document. The Healthy Torbay SPD was adopted on 6 April 2017.
- 1.5.2.** The process for SPD production and community participation in Torbay is explained in the Council's *Statement of Community Involvement 2014*. The relevant stages are outlined in the flowchart below:

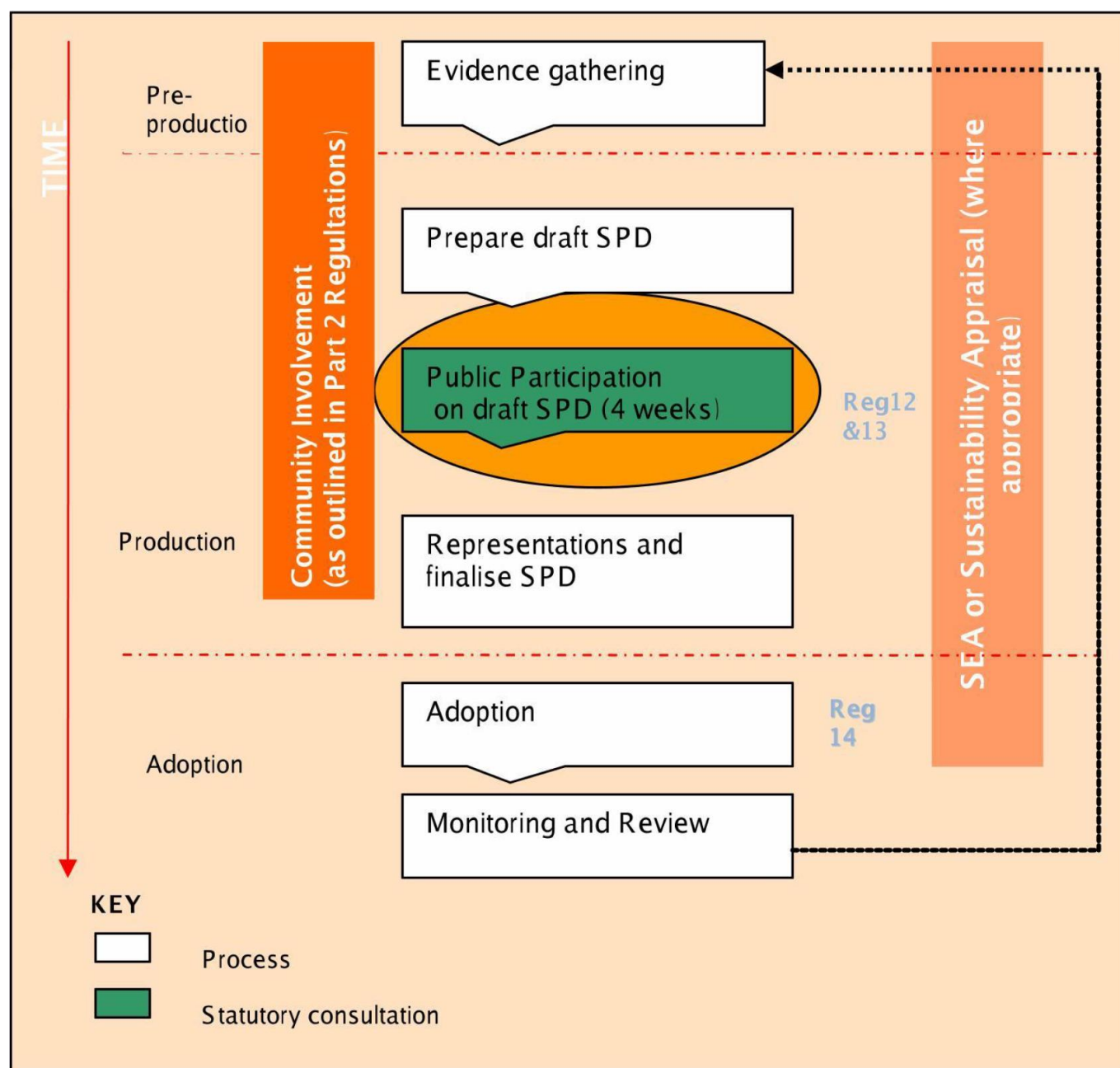


Figure 1: SPD production process in Torbay

2. The built & natural environment and how it affects health

2.1. What is a healthy place?

- 2.1.1. A 'healthy place' is a good place to grow up, live, work and grow old in. It is a living environment which supports people to live their lives in a state of good physical, mental and social well-being. Healthy places contribute to the prevention of ill health and provide the environmental conditions to support good health.

2.2. The wider determinants of health

- 2.2.1. Creating and sustaining the conditions which contribute to a healthy place focuses on aspects of human health, disease and injury that are determined or influenced by factors in the environment (CDC, 2014). These factors are commonly referred to as 'the wider (or social) determinants of health'. This Healthy Torbay SPD is focused on how interventions made within the built environment, particularly the through development process managed through the planning system in Torbay, can impact on the wider determinants of health.
- 2.2.2. The wider determinants of health in the context of the built environment are neatly illustrated via the 'Health Map' (Barton and Grant, 2006). This diagram shows that being in a state of 'good health' is not just determined by age, sex and hereditary factors but actually it is important to recognise the complex causal factors which influence lifestyles. The Health Map shows the significance of 'environment' as being a significant determining factor of health and wellbeing.



Figure 2: 'The Health Map' (Barton and Grant, 2006)

- 2.2.3.** There is a clear evidence base to suggest that ‘environmental exposure’ and ‘social circumstances’ play a significantly greater role in health outcomes than in comparison with simply considering in isolation the quality of ‘healthcare’ available. In terms of ill health prevention, there is an overwhelming case for taking concerted action on the wider determinants of health.

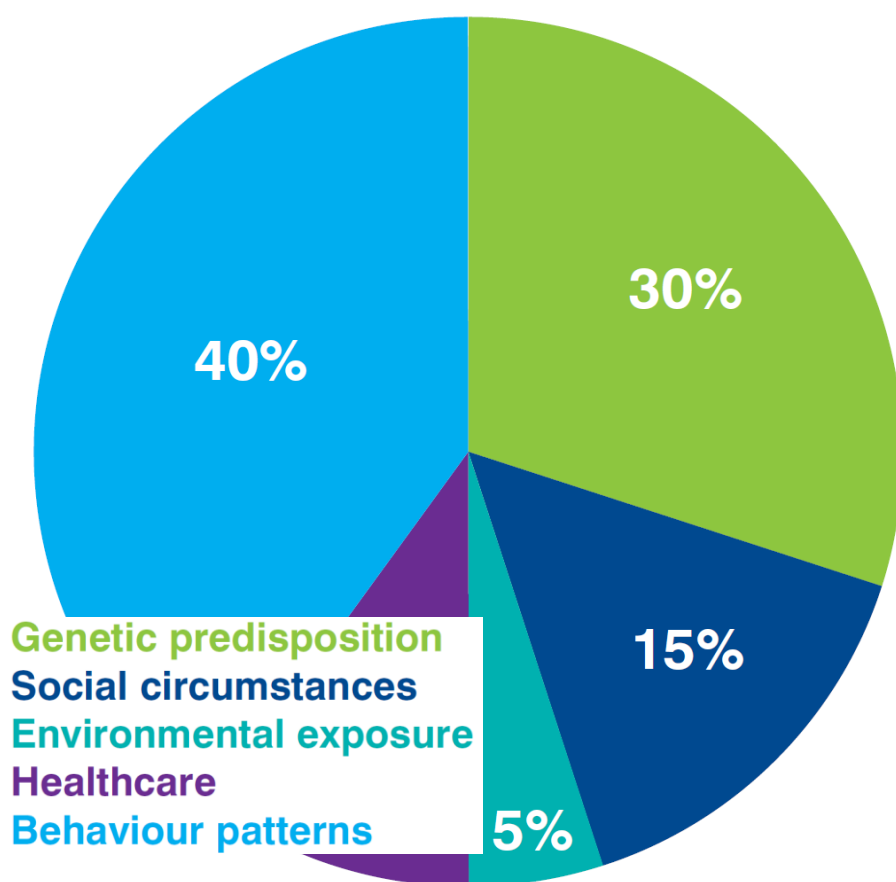


Figure 3: The relative importance of factors which determine health (PHE, 2015 in Torbay Annual Public Health Report 2015)

development can affect health outcomes

2.3. How planning and

- 2.3.1.** Decisions taken on planning and development (by investors, decision-makers, landowners, etc.) can directly influence the wider determinants of health. This can be thought of as a health pathway. That is to say, that new developments will result in changes to the built and natural environment which may influence environmental, economic and social matters which in turn impact upon public health outcomes for the population.

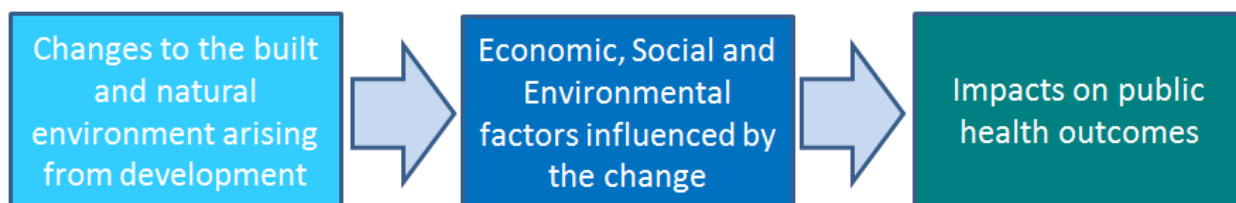


Figure 4: Simple health impact pathway to show causal impact of environmental change upon population health

- 2.3.2.** Development can influence a wide range of factors which can lead to impacts on health and wellbeing outcomes. A central aim of the planning system is to deliver sustainable development. The National Planning Policy Framework states that the central purpose of the planning system is to contribute to sustainable development, the meaning of which has economic, social and environmental dimensions. Taken together as a whole, the NPPF

constitutes what sustainable development means in terms of the planning system. The Torbay Local Plan, taken as a whole, provides a supportive and enabling framework to allow sustainable development to happen in Torbay. In the context of delivering a healthier Torbay, delivering sustainable development through the planning process should go hand-in-hand and equate to delivering positive public health outcomes. Indeed, truly sustainable development (impacts balanced across economy, society and environmental issues) are likely to contribute to better public health outcomes. Positive outcomes for public health reinforce what it means to have a more sustainable society and can be a reflection of positive progress and results across the environmental, economic and social impacts of development. Considering the wide scope of issues that can be considered part of delivering sustainable development, and the relationship of sustainable development and health, it is of no surprise that the built environment can influence health outcomes in wide ranging ways (as illustrated in Figure 5).

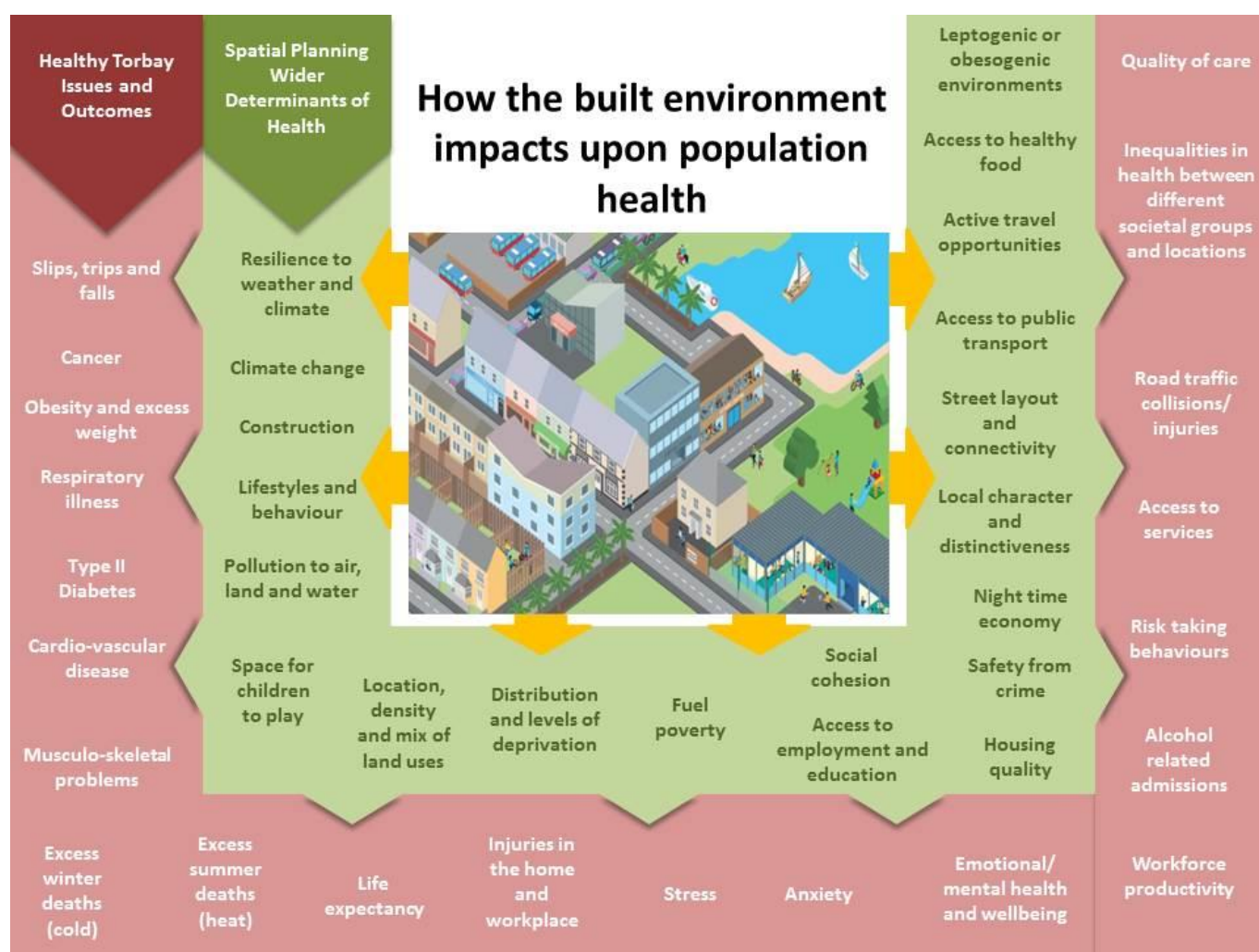


Figure 5: Illustration of the ways in which the built environment can impact population health

2.3.3. For instance, a commercial development might lead to an increase in jobs and employment prospects for those who are unemployed, which may lead to reducing socio-economic inequalities and improved health prospects for those affected persons. Equally, where the development is located, the types of jobs it provides and the opportunities for training targeted at particular segments of the population will also determine the magnitude of benefit that the development will have on inequality. A multitude of other factors relevant to transport, accessibility, urban design will also be highly relevant in contributing to a wide range of health outcomes.

2.3.4. The role development can play in helping to create environments which encourage physical activity is of great importance in the context of health and wellbeing in Torbay and a real opportunity for the planning system. Promoting active design (see Figure 6) as set out in 'Active Design: planning for health and wellbeing through sport and physical activity' (Sport England and PHE, 2015) can help achieve environments which encourage and enable higher levels of physical activity. The benefits of physical activity are multiple in terms of helping to maintain a healthy weight and reduce the risk of cancers, muscular-skeletal issues, cardio-vascular diseases and type 2 diabetes. In addition, there is a clear relationship between physical activity and mental health and wellbeing. Torbay exhibits statistically lower levels of physical activity when compared regionally and nationally and has low overall rates of walking and cycling. Positive planning for active design can help address this issue.



Figure 6 The Ten Principles of Active Design (sourced from Sport England, PHE 2015)

3. Health in Torbay

3.1. Where can I find information on population health in Torbay?

- 3.1.1.** There is a wealth of statistical information across a multitude of indicators related to health and wellbeing which is publicly available and provides an insight into the state of health in Torbay.
- 3.1.2.** At a national level, Public Health England publish the Public Health Outcomes Framework (PHOF) on a quarterly basis which collates a wide range of data from a range of sources and form part of the National Statistics. A huge number of indicators are provided across four domains: wider determinants of health, health improvement, health protection, and health care and premature mortality. Data can be searched for by local authority area and compared to regional and national averages in order to benchmark relative performance:
<http://www.phoutcomes.info/>
- 3.1.3.** The Torbay Public Health team produces a Joint Strategic Needs Assessment (JSNA) which looks at the current and future health care needs of the population to inform and guide public health and health commissioning planning. An interactive JSNA for Torbay can be found on our website: <http://southdevonandtorbay.info/>. This allows a range of datasets to be viewed at locality and ward level within Torbay, including via illustrative maps.
- 3.1.4.** These sources of data provide excellent resources for the understanding the context for health in Torbay and the local planning authority encourages applicants to utilise these resources when preparing planning applications, particularly when considering Health Impact Assessment (HIA).

3.2. State of health in Torbay – key issues

- 3.2.1.** The JSNA suggests the following issues are of key general importance in terms of the health and wellbeing of the population in Torbay (note many of the issues listed below relate to indicators for which Torbay is statistically worse than regional and/or national averages):
- Higher rates of adult obesity and childhood obesity
 - Lower rates of overall physical activity (and lower rates of walking and cycling)
 - Higher rates of child poverty
 - Higher rates of crime
 - Housing availability, quality, suitability and affordability
 - Higher rates of social isolation
 - Poorer economic productivity (local economy)
 - High proportion of people with long-term conditions
 - Higher levels of poverty (particularly related to areas of multiple deprivation)
 - High rates of alcohol related admissions
- 3.2.2.** In order to address these issues, we need to address the wider determinants of health (the causes of the causes of ill health) in order to better prevent poor health and wellbeing being experienced by the communities in Torbay. Spatial Planning has a significant role to play in being part of the prevention effort.

TORBAY HEALTHCHECK

Below are a selection of statistics which relate to health and wellbeing in Torbay, all of which bear a causal relationship to environmental factors that can be influenced through planning.

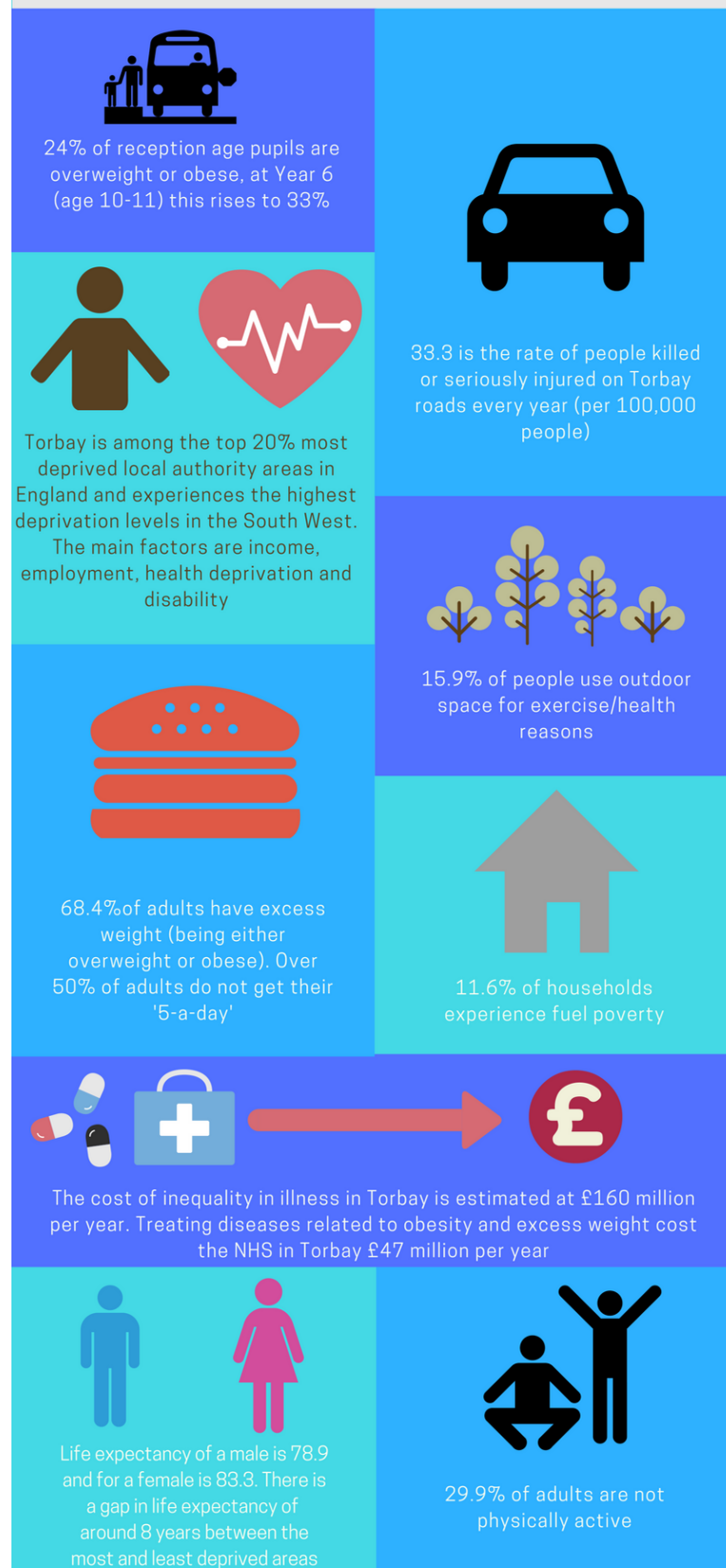


Figure 7: 'Torbay health check' - a snapshot of a selection of public health data in Torbay

4. Healthy food environment

4.1. Nutrition and health

- 4.1.2. Nutrition is an important factor in determining how healthy the lifestyle of a person is. In the UK, at a regional level within the South West and within Torbay, there is a significant public health problem stemming from the high amounts of calorie rich, energy dense food which is consumed on average across the population, across the life-course (children through to adults). This lifestyle trait is a key factor leading to significant levels of excess weight and obesity being manifest within the population.

4.2. Obesity and excess weight in Torbay

- 4.1.1. The prevalence of obesity and excess weight in Torbay has increased sharply over the years. It is estimated by the Department of Health that diseases related to obesity and excess weight cost the NHS £44 million in 2010.
- 4.1.2. Being overweight and obese shortens life expectancy and increases the risk of developing many diseases including coronary heart disease, type 2 diabetes, stroke and some cancers.
- 4.1.3. The proportion of children who are measured at Reception stage of school as being either overweight or obese is 24.2%. This figure rises to 33.5% at Year 6. Both of these figures are significantly worse than the regional average for the South West.
- 4.1.4. Among adults 66.8% are overweight (2 out of 3 people) of which 40% of these people are obese.

4.2. The relationship between excess weight, nutrition and hot food takeaways

- 4.2.1. The government-commissioned Foresight Report of 2007 examined the reasons for the rising and significant levels of obesity and concluded that there were a 'complex web' of factors involved ranging from unhealthy diets, low levels of physical activity as well as subtler causes such as societal influences and environmental factors which can make it difficult to make healthy choices.
- 4.2.2. Torbay has an adopted Healthy Weight Strategy which provides the foundation for a multi-agency approach to tackling obesity, facilitated by the Council and its partners. This approach supports national guidance which states that 'locally tailored strategies' should be mobilised to tackle rising obesity based on local evidence and in partnership.
- 4.2.3. There is evidence to suggest that the presence of hot food takeaways in high numbers has a relationship with increased levels of excess weight and obesity. A 2009 US study showed a positive correlation between obesity and concentration of large numbers of takeaways. Camden Council carried out a literature review of evidence and found that the evidence supported the view that although not the sole causal factor contributing to diet and obesity, the availability of fast food was a significant contributing factor. Furthermore and most recently, an evidence review carried out by Public Health England indicated that increased access to unhealthier food retail

outlets is associated with increased weight status in the general population and increased obesity and unhealthy eating behaviours amongst children (PHE, 2017).

4.3. Prevalence of hot food takeaways in Torbay

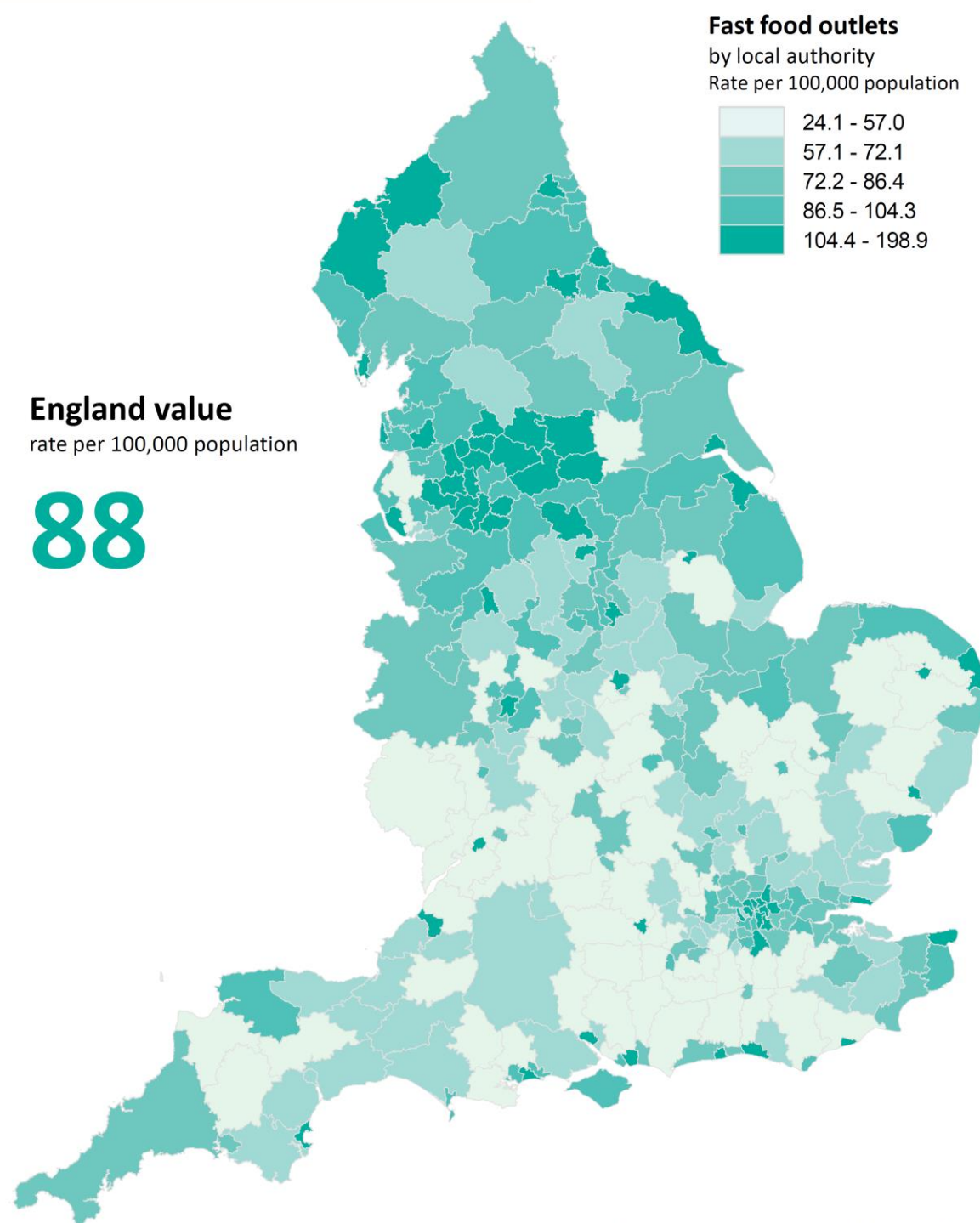
- 4.3.1.** Evidence from Public Health England indicates that Torbay has approximately 160 'fast food' outlets. This figure means that there are approximately 120.3 outlets per 100,000 population in Torbay, a figure which shows Torbay having the highest concentration of fast food outlets of any local authority in the South West region and in the highest 7% of local authorities in the whole of England (23rd out of a total of 324).



Public Health
England

Obesity and the environment

Density of fast food outlets



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Figure 8: Density of fast food outlets across the UK

National Obesity Observatory (NOO):

Obesity and the environment – Density of fast food outlets report 2016

Fast food outlets

by local authority

Rate per 100,000 population

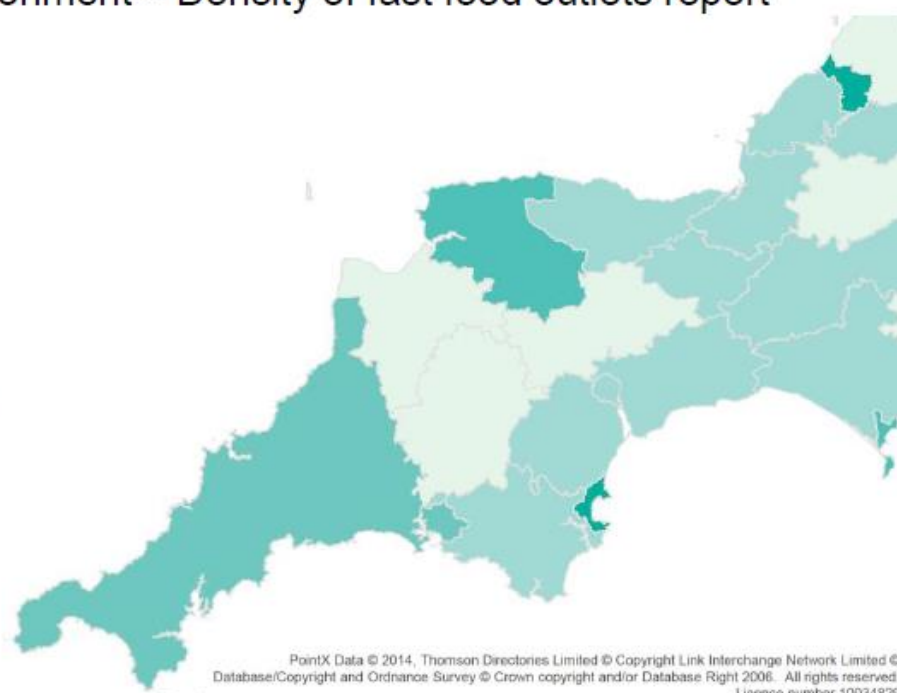
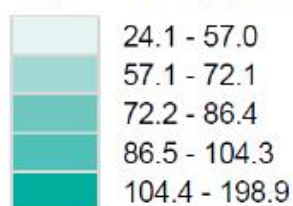


Figure 9: Density of fast food outlets in the South West

- 4.3.2.** Torbay Council has undertaken its own mapping and analysis of hot food takeaways within Torbay. Hot food takeaways have a specific classification under the Use Classes Order. That is to say they are classed as A5 uses ('Hot Food Takeaways') which can sell hot food for consumption off the premises. There are well over 100 premises which fall into the A5 category in Torbay. In addition, Torbay has a significant number of A3 Restaurants which have elements of hot food takeaway as part of their offer. When these A3 establishments are added to the A5 premises the number of places which hot food takeaway meals can be purchased in Torbay rises to well over 200.

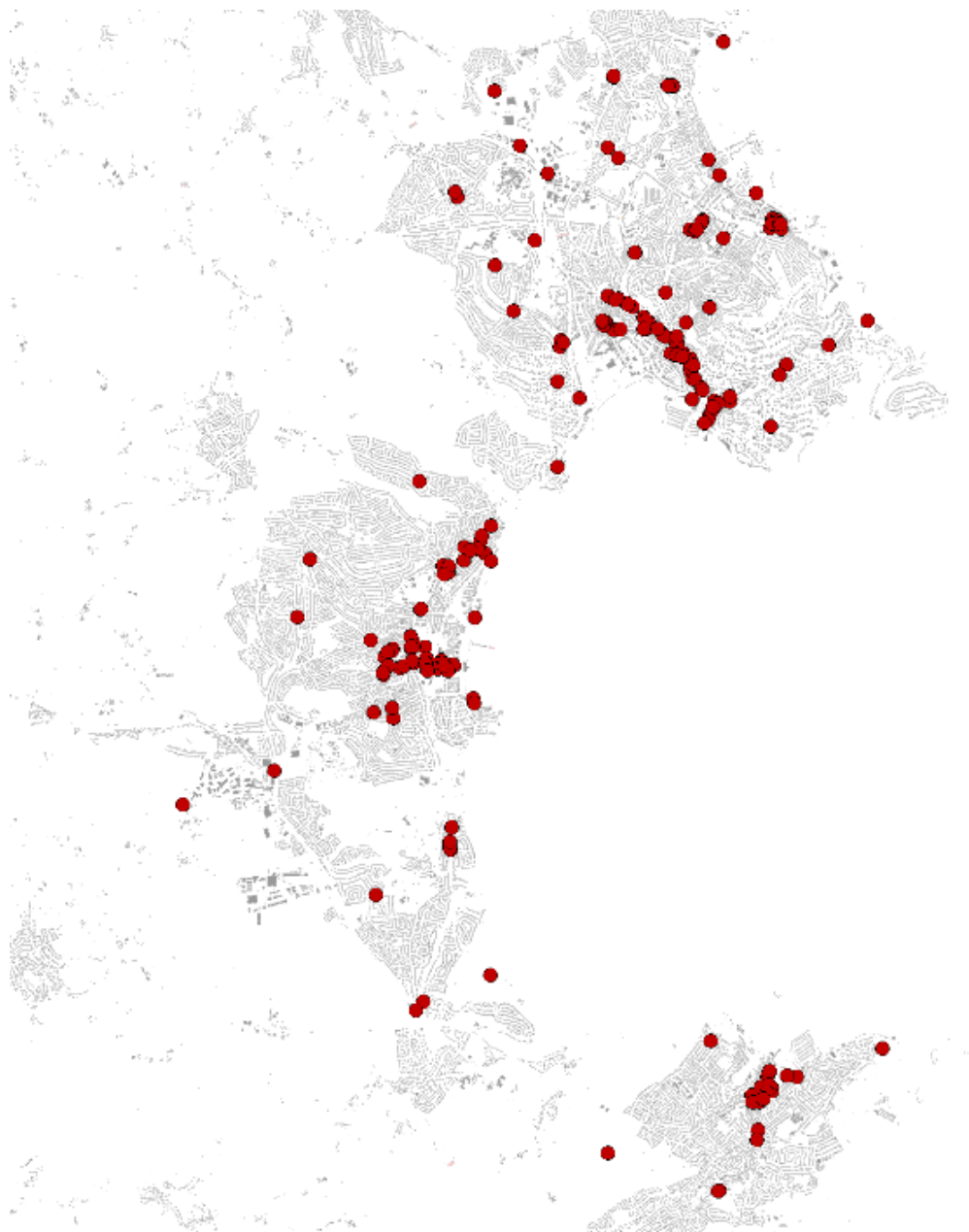


Figure 10: Illustration of existing fast food outlet distributions in Torbay

4.4. Torbay Local Plan policy context and SPD guidance

- 4.4.1.** Policy SC1 (Healthy Bay) of the Torbay Local Plan provides that ‘all development should contribute to improving the health and wellbeing of the community’ including through ‘helping to deliver healthy lifestyles’. The Local Plan provides for any development proposal (proportionate to scale) being asked to assess health impact (formal assessment of health impact e.g, through a process such as HIA) where there is significant reason to suggest health impacts require further consideration. The guidance within this SPD regarding ‘managing planning applications which have an element of fast food in order to promote healthy food environments’ aims to help add clarity on the need for HIA in respect of planning applications with elements of hot food takeaway and help aid clarity on the circumstances which might generally indicate what is and is not acceptable in terms of the aims of policy SC1. The guidance responds to a significant local evidence base of need to take action and an academic evidence base showing a clear link between the concentration and location of hot food takeaways and impact son healthy lifestyles.

The guidance provides additional certainty for decision-making but should be applied with flexibility on a case-by-case basis as led by specific site and situation circumstances,

- 4.4.2.** Also of relevance are policies TC1, TC2, TC3, TC4 and TC5 of the Local Plan in relation to town centres and retailing.
 - 4.4.3.** The guidance within this chapter relates to these policies with reference to dealing with planning applications which relate to development which provide for fast food elements (in relation to A5 and some A3 uses).
 - 4.4.4.** This SPD provides guidance to be taken into account when considering the impact on local health outcomes arising from hot food takeaways. This approach is a part of and complements a wider systematic effort to tackle obesity through the Healthy Weights Strategy – it represents part of a ‘whole-systems approach’ to the issue.
- 4.5. Guidance for managing planning applications which have an element of fast food in order to promote healthy food environments**
- 4.5.1.** Applications for new A5 hot food takeaways will be approved within existing town, district and local neighbourhood shopping centres (as identified in the Local Plan) where they do not harm the health and wellbeing of the community through impacting upon the delivery of healthy lifestyles. Outside of these centres, A5 uses should also be managed in accordance with Policy TC3 of the Local Plan with respect to retail development.
 - 4.5.2.** New A5 facilities should not lead to an over-concentration of A5 uses within any one individual centre. In particular, A5 uses should not overly dominate the retail offer within district, local and neighbourhood shopping centres so that they encompass more than 10% of the overall retail frontage within those centres.
 - 4.5.3.** Within 400 metres walking distance of secondary schools, applications for new A5 uses will not normally be acceptable unless it can be shown that the proposal would not negatively impact on healthy lifestyles or efforts to reduce health inequalities.
 - 4.5.4.** In accordance with Policy SC1 of the Torbay Local Plan, evidence should be submitted alongside a planning application for an A5 use (e.g. a proportionate Health Impact Assessment) outlining the measures taken to ensure that providing an A5 use will not lead to any worsening in the overall rate of hot food takeaway concentration and/or the opportunities to promote health lifestyles.
 - 4.5.5.** In relation to the above, planning applications in relation to existing and new A3 uses which intend to have an increase in or new element of A5 hot food takeaway use incorporated as part of their use, will also be considered in the light of the above guidance proportionate to the extent of the overall impact of the ‘A5 aspect’.

5. Community Investment Areas

5.1. Community Investment Areas

- 5.1.1.** The Local Plan designates a number of areas within Torbay as 'Community Investment Areas'. These areas relate to areas of significant deprivation (defined as falling within the top 20% most deprived areas in England). Within these areas the Local Plan requires development proposals to take this into account.

5.2. Reducing inequalities through positive investment in the environment

- 5.2.1.** Development proposals should pay special attention to considering ways through which they will support healthier outcomes (including reducing levels of deprivation within these areas) – see Policy SC1
- 5.2.2.** Positive investment will be considered which has the potential to close the gap and reduce inequality within these areas in lieu of other planning gains which would normally be sought (e.g. affordable housing) – see Local Plan Policy SS11. Under these circumstances, evidence of the relative benefit of providing different planning gains instead of affordable housing should be provided.

5.3. Providing a good standard of residential accommodation

- 5.3.1.** Small and medium sized homes will be retained. Change of use of these homes to Houses in Multiple Occupation (HMOs) or small flats will be resisted and guided in accordance with Policy SS11, DE1, DE2, DE3 and H4.

5.4. Index of Multiple Deprivation (IMD) 2015

- 5.4.1.** The Torbay Local Plan based the boundaries for the Community Investment Areas on data from 2010. Since the adoption of the Local Plan, the IMD has been updated (2015). This shows a worsening in levels of deprivation in Torbay since 2010. The total population and area classed as falling within the top 20% most deprived has increased. In order to reflect this change, this SPD updated the boundaries which relates to Community Investment Areas so that the new boundaries reflect the latest data.

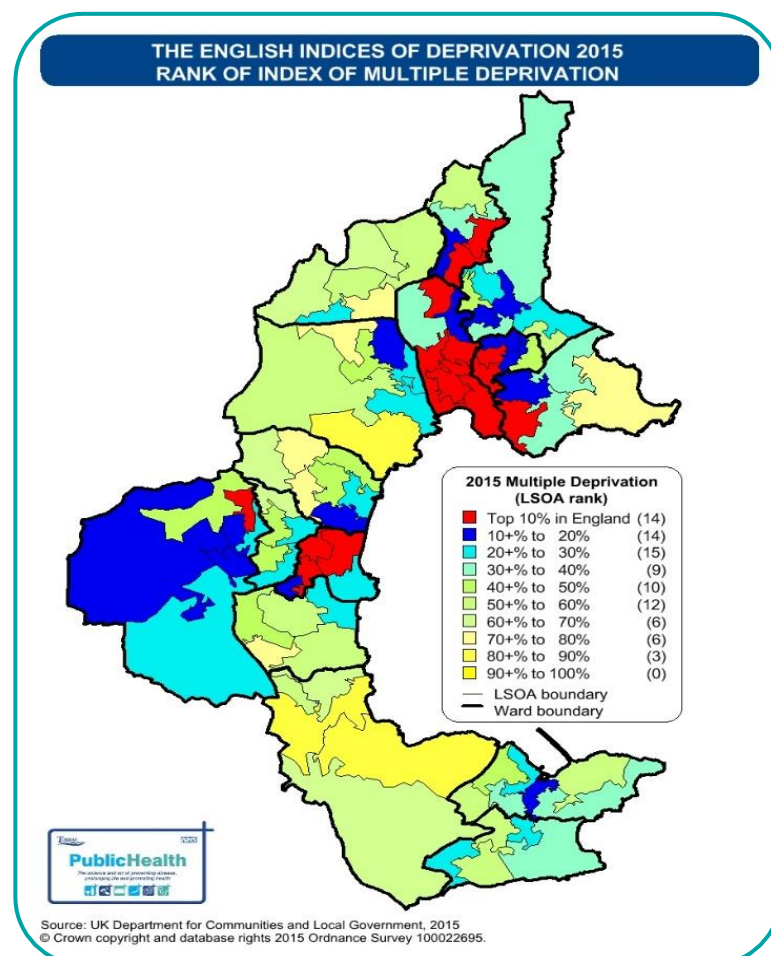
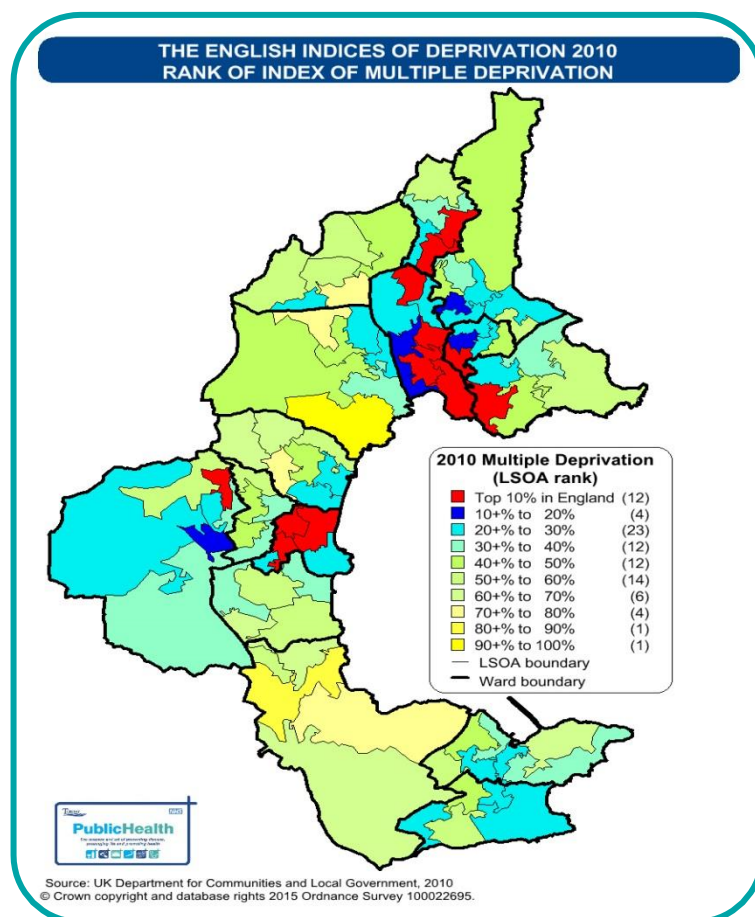


Figure 11: Changes in deprivation levels from 2010 to 2015 (with reference to top 20% most deprived)

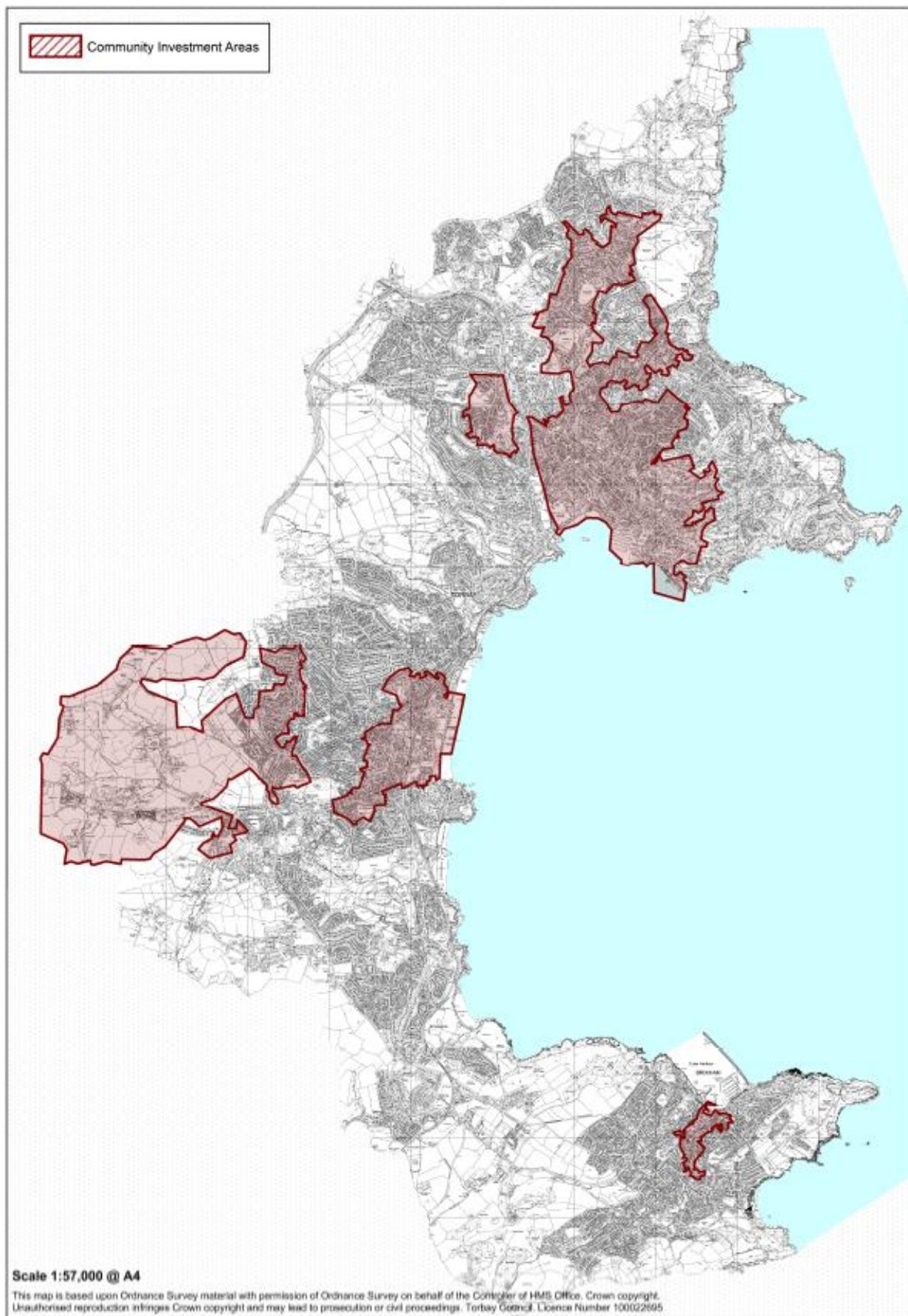


Figure 12: Map to show location of updated Community Investment Areas as reflecting the Lower Super Output Areas (LSOAs) falling within the top 20% ranked most deprived LSOAs in England. Note that this updates the CIA boundaries reflected in the Local Plan

5.5. Houses in Multiple Occupation (HMOs)

- 5.5.1.** Proposals to form new HMOs are managed principally by Local Plan policy H4 as well as SS11, DE1, DE2 and DE3.

Policy H4 Houses in Multiple Occupation (HMOs)

The conversion of HMOs to self-contained dwellings will be encouraged and supported.

Applications for new buildings or sub-division of existing buildings into non-self-contained residential accommodation (HMOs) will only be permitted where the following criteria are met:

1. The property is located within easy reach of public transport and community facilities;
2. An acceptable standard of residential accommodation can be provided;
3. The scale and nature of the use would not harm neighbourhood amenity, for example by way of noise, general disturbance, litter, on-street parking or impact on visual amenity;
4. The proposal would not lead to an over-concentration of similar uses that could exacerbate existing social and economic deprivation or lead to a community becoming imbalanced;
5. The proposal would not adversely affect the character of holiday areas, particularly Core Tourism Investment Areas;
6. Adequate storage facilities can be provided for cycles, waste and recycling collection; and
7. There is supervision by a resident owner or manager, or an appropriate alternative level of supervision. The ongoing management will be secured through condition or s106 Planning Obligations where appropriate.

Figure 13: Policy H4 Houses in Multiple Occupations (HMOs) contained in the Torbay Local Plan

- 5.5.2.** Point 4 of Policy H4 refers to HMOs being permitted where they would not lead to an over-concentration or exacerbate social and economic deprivation. In Torbay, we know that within our most deprived areas (Community Investment Areas) there tends to be a greater amount of smaller residential accommodation, including HMOs. Whilst these properties, properly managed and of a good design in an appropriate setting, can provide affordable, low cost accommodation to occupants, there has been an increase in the provision of these accommodation types which has the potential to lead to imbalanced communities and an overconcentration of these uses. This imbalance may worsen relative levels of deprivation and inequality within these areas compared to the rest of the Bay. Therefore, the presumption in Community Investment Areas (and Core Tourism Investment Areas) will be that HMOs will not be permitted (where they require planning permission).
- 5.5.3.** HMO proposals will only be permitted where the accommodation represents a good standard of accommodation to enable occupants to live a healthy lifestyle (Policy SC1). This is particularly the case in terms of facilities available for communal activity, kitchen facilities to promote home cooking and adequate room sizes. Smaller rooms will be conditioned for single occupancy as part of the planning decision in order to manage issues of overcrowding.

6. Healthy Design

6.1. Torbay Healthy Planning Checklist

- 6.1.1.** In considering development proposals, the following 'Torbay Healthy Planning Checklist' can be used by applicants to act as a prompt for issues related to health and wellbeing in Torbay which might apply to development proposals. The checklist is compatible with Torbay Local Plan policies and can be used in addition to support other assessments which the Council specifies to interpret good quality design such as 'Building for Life' (see Policy DE2 of the Local Plan).
- 6.1.2.** Note that the checklist provides a series of questions which could be asked of development proposals. Depending on the nature of the development proposal, not all questions will be relevant. If an answer to a question is 'yes' this means a development proposal will have adequately considered the issue – the reasons for this should then be documented within the design and access statement or elsewhere within the planning application (or HIA if applicable). If an answer to a relevant question is 'no' then this may indicate that this is an issue which warrants further consideration in order to be compliant with Torbay Local Plan policies with respect to this issue.
- 6.1.3.** The issues listed are not meant to be exhaustive in terms of the healthy planning considerations which might apply to a development proposal but are meant to provide a basic framework and starting point for guiding and embedding health principles into urban design. The issues are grouped around four themes: Travel Torbay, Healthy Homes, Healthy Places and Prosperous Bay.

Theme 1: Travel Torbay (Sustainable Travel)

- Promoting active travel
- Road safety
- Public transport

Theme 2: Healthy homes

- Healthy living
- Accessible homes and environments
- Promoting safe communities
- Affordable housing and mixed communities

Theme 3: Healthy places

- Construction
- Pollution
- Open and green spaces
- Biodiversity
- Local food growing
- Flood risk
- Overheating

Theme 4: Prosperous Bay

- Local employment and healthy workplaces
- Access to and impact on local health services
- Access to local food
- Public realm
- Education

Torbay Healthy Planning Checklist

Theme 1: Travel Torbay (Sustainable Travel)



Issue	Questions	Torbay Local Plan policy requirements/ standards	Importance to health and wellbeing in Torbay
Promoting active travel	Will the proposal encourage and enable walking, cycling and other active transport? Issues of relevance could include adequate cycle storage space and measures to promote modal shift as part of Travel Plans. Also consider the transport network (so that footpaths and cycle routes are direct and convenient). Where relevant development proposals should take full opportunity to help achieve the co-location of community facilities and a mix of land-uses to support linked trips. Where a travel plan is being produced, does the plan contain measures to support active travel and physical activity?	Policy TA1, TA2, TA3	Increasing the ability of people to undertake active travel increases mobility, physical activity and accessibility. In particular, enabling active travel offers one of the best ways of increasing overall levels of physical activity across the whole population. Modal shift towards active travel should be sought so that less trips are undertaken by car resulting in improving air quality, road safety and congestion.
Road safety	Does the proposal make it safer to undertake transport journeys? Consider all modes of travel where relevant. Applicable concerns could include traffic calming, pedestrian crossings, lighting, highway visibility and impact on existing/new routes.	Policy TA1, TA2, TA3	Road safety measures can be crucial in reducing the likelihood of road traffic collisions, involving walkers, cyclists and vehicles. Increasing the standard of road safety can have positive impacts on increasing the attractiveness of active travel as a travel choice for people.
Public transport	Is the development accessible via public transport? Are there opportunities to improve access? Consider existing routes, services and facilities.	Policy TA1, TA2, TA3	Public transport is important for offering connections between where people live, work, and use services. Promoting public transport is a key component of the sustainable transport hierarchy.

Theme 2: Healthy Homes



Issue	Questions	Policy requirements/ standards	Importance to health and wellbeing in Torbay
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Healthy living	Does the proposal provide adequate internal living spaces? Note the TLP standards, i.e. does it meet the National Space Standard? Is adequate space for waste and recycling storage provided? Are adequate kitchen facilities to encourage home food preparation provided?	DE3, SC1, SS11	Adequate living space is crucial in terms of the quality of life of occupants and affecting healthy lifestyle choices. Development proposals should support good quality living environments which in turn are more likely to promote better outcomes for public health.
Accessible homes and environments	Does the proposal consider the needs of the disabled and those with particular accessibility needs? Consider the specific needs of the occupants and promote inclusive design. Note specific TLP accessibility requirement for larger housing developments. As well as dwelling accessibility, consider the transport and access needs of occupants e.g. how will people with acute accessibility needs access services such as local shops, etc.	H6	Promoting accessibility for all users will help to reduce inequalities in health. Torbay has an ageing population demographic which is likely to increase - enabling better access for these groups (including by supporting dwelling adaptations) will support independent living and reduce social isolation.

Promoting safe communities	Does the proposal consider the opportunities to reduce crime and the fear of crime by promotion of safety and security? Consider applying the principles of Crime Prevention through Environmental Design (CPED): • Access and movement - Places with well-defined and well used routes with spaces and entrances that provide for convenient movement without compromising security. • Structure - Places that are structured so that different uses do not cause conflict. • Surveillance - Places where all publicly accessible spaces are overlooked. • Ownership - Places that promote a sense of ownership, respect, territorial responsibility and community. • Physical protection - Places that include necessary, well-designed security features. • Activity - Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times. • Management and maintenance - Places that are designed with management and maintenance in mind, to discourage crime.	SS11 DE1	The principle of Crime Prevention through Environmental Design (CPED) can act as a useful framework for addressing potential sources of crime that may relate to new developments. When the subject of designing out crime is not considered or appropriately addressed in new developments, this can lead to negative impacts for health and wellbeing within communities. In particular, negative perceptions of crime and security can have negative impacts upon mental health.
Affordable housing and mixed communities	Does the proposal provide affordable housing? Will it support mixed and balanced communities? Consider the contribution towards meeting local housing needs. Affordable housing should be integrated throughout larger development schemes and the design should be of the same standard as private accommodation so that communities are balanced.	H2	Affordable housing (in various forms) can help provide socially inclusive communities and helps support the needs of people who are unable to access market accommodation due to affordability issues (e.g. young people in Torbay). Providing mixed and balanced communities reduces inequality and supports better social networks.

Theme 3: Healthy Places



Issue	Questions	Policy requirements/ standards	Importance to health and wellbeing in Torbay
Construction	Does the proposal minimise the impact of construction on noise, air, land and water pollution? Is full opportunity taken to reduce waste production and maximise recycling? Are there opportunities for local labour to be utilised during construction, including training /education opportunities?	SS2, SS14, SC3, W1, W2,	There are a number of ways in which the construction phase of development can impact on health which need to be considered fully. Pollution and waste impacts are important in terms of directly impacting existing communities (physical and mental health). Supporting local labour and education offers a wealth of potential positive benefits on health and wellbeing.
Pollution	Is pollution to air, land and water minimised? Consider site layout, landscaping, direct mitigation measures, travel planning, etc.	TA1, W1, DE1, DE3, ER2, ER3	Air quality is an important wider determinant of health for respiratory conditions and cancer. Noise impacts can effect mental health and wellbeing.
Open/green spaces and green infrastructure	Does the proposal retain existing open and green spaces, support the management/ improvement of existing spaces and/or provide new spaces for the use of the local population? How do the proposals respond to local open greenspace needs? Consider access, quality and useability of spaces. Proposals for long-term management should be understood. Will the proposal contribute to preserving and enhancing green infrastructure assets such as street trees, living roofs, green walls, etc?	SS8, SS9, C4	Access to good quality open and green space is associated with positive impacts on health in terms of promoting physical activity, children's play and recreation, mental wellbeing, connecting with nature and reducing inequalities. Spaces should be well integrated into the public realm and meet the needs/demands of the local community they serve (e.g. families, older people, young people, etc.) The general benefits to health from all types of green infrastructure (e.g. trees, etc.) are multiple. Trees can have positive impacts on air quality, provide comfortable environments (shade, shelter) and help reduce flood risk. Green infrastructure is an integral part of what makes a 'healthy place'.

Biodiversity	Does the proposal contribute to nature conservation and biodiversity? Overall net gains for biodiversity should be achieved through the planning process.	SS8, SS9, NC1	Supporting biodiversity and ecology can help increase access to nature which supports mental health and wellbeing.
Local food growing	Does the proposal provide opportunities for local food growing, for instance through the provision of allotments or suitable greenspace? Note Policy SC4 for specific requirements for allotments (on schemes of 30+ dwellings).	SC4	Supporting local food growing opportunities supports physical activity, healthy nutrition, connecting with nature and social interaction.
Flood risk	Does the proposal ensure there is no increased risk of flooding (no net increase in surface run off) wither within or external to the site?	ER1	The direct impacts of flooding can be both physical and mental. The stress of cleaning up after flooding events and worrying about future risk can be acute. Torbay has been designated a Critical Drainage Area and therefore the importance of reducing flood risk through reducing surface water run-off is crucial. The impact of climate change must be taken into account in future-proofing the future health impacts from flooding on the population.
Overheating	Does the proposal take account of and respond to the impacts of overheating? Consider orientation, layout, the use of green infrastructure and the users of the development scheme.	ES1	Torbay experiences a warmer climate than the UK average. Climate change will mean that instances of summertime overheating will increase. This can cause detrimental health impacts for those in housing, workplaces or using outdoor environments (physical and mental). Older persons and very young persons are more susceptible to overheating effects. Particular care should be taken regarding the design of flats, which can be more vulnerable to overheating issues.

Theme 4: Prosperous Bay



Issue	Questions	Policy requirements/ standards	Importance to health and wellbeing in Torbay
Local employment and healthy workplaces	Does the proposal provide opportunities for or support the conditions needed to provide growth in local employment (jobs)? Consider both temporary construction and permanent end-use jobs. Will the proposal support healthy lifestyles for employees?	TC1, SS1, SS4, SS5, SC3	Growth in the number and quality of local jobs is important in supporting socio-economic benefits. Economic outcomes are closely linked to health outcomes and vice -versa.
Access to and impact on local health services	Has the impact on local health services been considered and addressed? (Primary, secondary and adult social care).	SC1, H6	Accessibility and quality of provision of health services has implications for the quality of care and treatment.
Access to local food	Is there opportunity to access a range of local food? Does the proposal avoid an over-concentration of hot food takeaways? Are there opportunities for allotments and/or community food growing?	SS11, SC1, Healthy Torbay SPD guidance	A proliferation of hot food takeaways can have negative impacts on local nutrition and contribute to higher prevalence of obesity and excess weight. Providing opportunities for local food growing can have positive direct impacts for nutrition but it also can have related positive impacts for health and wellbeing in terms of encouraging physical activity (gardening), social interaction, increasing access to greenspace and positive effects on mental wellbeing, community cohesion and community pride.

Public realm	Does the design of public realm contribute to creating safe, inclusive and quality environments which encourage social interaction and healthy lifestyles?	DE1, DE2, DE3, SC1	Public realm/space is crucial in terms of affecting the sense of wellbeing, security and belonging. It is key in promoting physical activity and contributing to vibrant communities. Opportunities to inspire engagement in cultural activities (including arts) through careful design should be sought where possible.
Education	Has the impact of the development on local educational needs been assessed? Are there opportunities for the development to contribute to education and local training of the population?	SC3	Access to high quality education opportunities is associated with future earning potential, ability to enter the job market and self-esteem.

7. Health Impact Assessment

7.1. What is Health Impact Assessment (HIA)?

- 7.1.1.** HIA is most commonly defined as “a combination of procedures, methods and tools by which a policy, programme or project may be judged as to its potential effects on the health of a population, and the distribution of those effects within the population” (European Centre for Health Policy, 1999).
- 7.1.2.** HIA, applied for the purposes of development management in Torbay, is a process and tool for assessing both the potential positive and negative impacts of a proposal on health and wellbeing and suggests ways in which opportunities to improve health can be maximised and risks to health or negative impacts on health minimised.

7.2. Why carry out a Health Impact Assessment (HIA)?

- 7.2.1.** Spatial planning and development has the potential to impact upon a wide range of matters which can affect the health and wellbeing of the population in Torbay. Particularly in relation to the wider determinants of health, these impacts can be complex and there are often multiple factors in relation to a development proposal which can affect these determinants. It is important that for significant developments in Torbay that decisions taken on planning applications are fully informed of the impacts on population health and wellbeing that are likely to be created from the implementation of a development proposal. Moreover, HIA, applied early in the planning process can positively help inform the production of development proposals forming part of planning applications so that higher quality development, achieving better health outcomes, can be attained.
- 7.2.2.** Policy SC1 Healthy Bay of the Torbay Local Plan requires screening for HIA to be undertaken for planning applications which deliver 30 or more residential dwellings or 1,000 sq metres of foospace. Screening for HIA may also be required for developments below this threshold if there are good reasons to indicate that a proposal may give rise to a significant impact on health. Torbay Council encourages applicants to discuss this requirement with the local planning authority in the early stages of the production of planning applications (for instance at pre-application stage).

7.3. Relationship to other assessments (EIA, Design and Access Statements)

- 7.3.1.** Where applicants are required to undertake other assessments in addition to HIA as part of the submission of their planning application, it may make sense to combine those assessments. For instance, where development proposals require Environmental Impact Assessment (EIA) it may make sense to integrate health impacts into the methodology for the EIA. This provides advantages in terms of assessing impacts holistically, using the data sourced from different assessments to help inform each other and avoiding duplication of overlapping data. Where the need for EIA is detailed through a screening and scoping opinion of the local planning authority, the Council will also advise and discuss with the applicant of how the need for HIA (if relevant) can be best incorporated.

7.3.2. In cases where EIA is not required but HIA is required, the HIA should form a stand-alone assessment and separate submission document to the local authority as part of planning applications. It is not recommended that HIA forms part of the Design and Access Statement however the Design and Access Statement should draw on the outcomes of HIA (cross reference) where relevant to support how the design of development proposals has influenced the creation of proposals which contribute to the health and wellbeing of the community.

7.3.3. HIA is designed to support and inform the decision-making process, not replace it.

7.4. How to carry out HIA

7.4.1. There is no statutory framework for defining how HIA should be carried out, however the procedural process is now well established and the main steps are commonly recognised as the following:

1. Screening
2. Scoping
3. Appraisal
4. Developing and making recommendations
5. Ongoing monitoring and evaluation

These steps are further described within this section of this SPD. The process for conducting these steps is also illustrated via flowcharts in Figures 14 and 15.

7.5. Screening

7.5.1. Screening is a preliminary assessment of what health impacts might arise from a development proposal and informs the decision of whether the proposal would benefit from further assessment. As a standalone exercise (even without further HIA) the exercise may prove to be useful in helping to gain a better understanding of how a proposal impacts on health and wellbeing and can inform the development of proposals that respond positively to addressing issues of health and wellbeing. To assist the screening task, a HIA Screening Matrix (Figure 8) is included as part of this chapter and should be used in conjunction with the 'health and wellbeing determinants checklist' (Figure 9). It is recommended that applicants use this matrix format to provide information as part of screening their development proposals for further HIA. Exhaustive detail is not necessary or indeed sometimes possible at this stage. However, it should be possible to complete the various sections in the matrix to provide a clearer idea of what the main issues/effects are likely to be. It can also be useful in determining what potential effects any more detailed appraisal should focus on (i.e. used to inform later scoping if necessary).

7.5.2. Once the HIA Screening assessment has been completed it should be sent to the Council for their comment and review. If, on balance, the proposal would appear to benefit from a more detailed HIA, then a fuller appraisal will be requested to be conducted.

7.6. Scoping

7.6.1. Once the decision to undertake a more detailed HIA is taken, the next stage of the process is to scope the significant likely impacts. This stage of the HIA process aims to understand the key issues which should be focused on as part of the detailed HIA and ensure that they are

addressed in sufficient detail. Impacts and health issues which are unlikely to be significant can be 'scoped out'. It should be noted that there is potential for screening and scoping stages to overlap in certain cases – that's a normal part of an iterative process such as HIA. The Council will take a flexible approach to work with applicants to ensure that effort undertaken at the screening stage is limited to assessing the need for further HIA and information which is more relevant to the scoping stage is only undertaken when and if a screening assessment indicates this is necessary.

7.6.2. To assist this stage, applicants are encouraged to utilise the 'Torbay Healthy Planning Checklist' (see Healthy Design section of this SPD).

7.6.3. As well as looking at the impacts, it is important that the applicant and the local authority is clear on the methodology for the HIA and sources of data to be used. With regards to data, the local planning authority will seek to signpost applicants to sources of available local health data contained in documents such as the Joint Strategic Needs Assessment, etc. Any new data required to understand the health impacts of a particular health issue will be limited to that which is relevant and proportionate to the development proposal.

7.6.4. The local planning authority will agree the scope of the HIA in discussion with the applicant prior to the HIA being undertaken. It may be necessary to involve local stakeholders in the scoping stage of the HIA, indeed this is positively encouraged as part of the community consultation and engagement process. The form of engagement can take many forms and may include focus groups, questionnaires, public meetings, etc.

7.7. Appraisal

7.7.1. The aim of the appraisal is to analyse all of the potential health impacts using the evidence which was identified as part of the scoping stage. Evidence can be quantitative, qualitative or a mixture of both but it is important that any gaps or uncertainties in the evidence base with regards to a particular issue are documented as part of the assessment. The development proposal should be examined closely with all the key elements of the scheme and their relationship to the wider determinants of health recorded.

7.7.2. The assessment should build on the information gathered at the screening and scoping stages. Significant impacts which were identified earlier should be investigated in more detail and there should also be scope within the assessment to consider any unidentified impacts that were not considered earlier. To do this, the appraisal should be systematic and transparent about how the impacts were identified. The use of a checklist, building and expanding on the Torbay Healthy Planning Checklist and HIA Screening Matrix Template, to act as an aide memoir may be helpful in this regard.

7.8. Developing and making recommendations

7.8.1. Recommendations should aim to eliminate/or minimise the potential negative impacts of a proposal which are identified as part of the appraisal and create or maximise positive impacts, where there is realistic opportunity to do so.

7.8.2. It is important to provide a coherent and holistic set of recommendations which relate to the proposal as a whole. It is likely that individual recommendations relating to tackling a specific impact may themselves impact upon a different feature of the development (e.g. a

recommendation for significantly reduced car parking whilst potentially stimulating modal shift may impact upon the economic viability of a commercial building – both can be considered health impacts). This therefore requires coming to a view on which recommendations should/could be taken forward in order to deliver the maximum overall benefits for health and support the deliverability of the scheme.

- 7.8.3.** Note that as part of making recommendations (and the appraisal) itself the local authority expects that clear evidence of community engagement is provided as part of the report. The local authority places significant importance on community intelligence informing HIA.

7.9. Ongoing monitoring and evaluation

- 7.9.1.** It will often be necessary that future monitoring is carried out regarding a development proposal in order to check the health impacts arising. Indeed, recommendations on the nature of monitoring are expected to be included as part of the recommendations. Any monitoring should be proportionate to the development proposal.

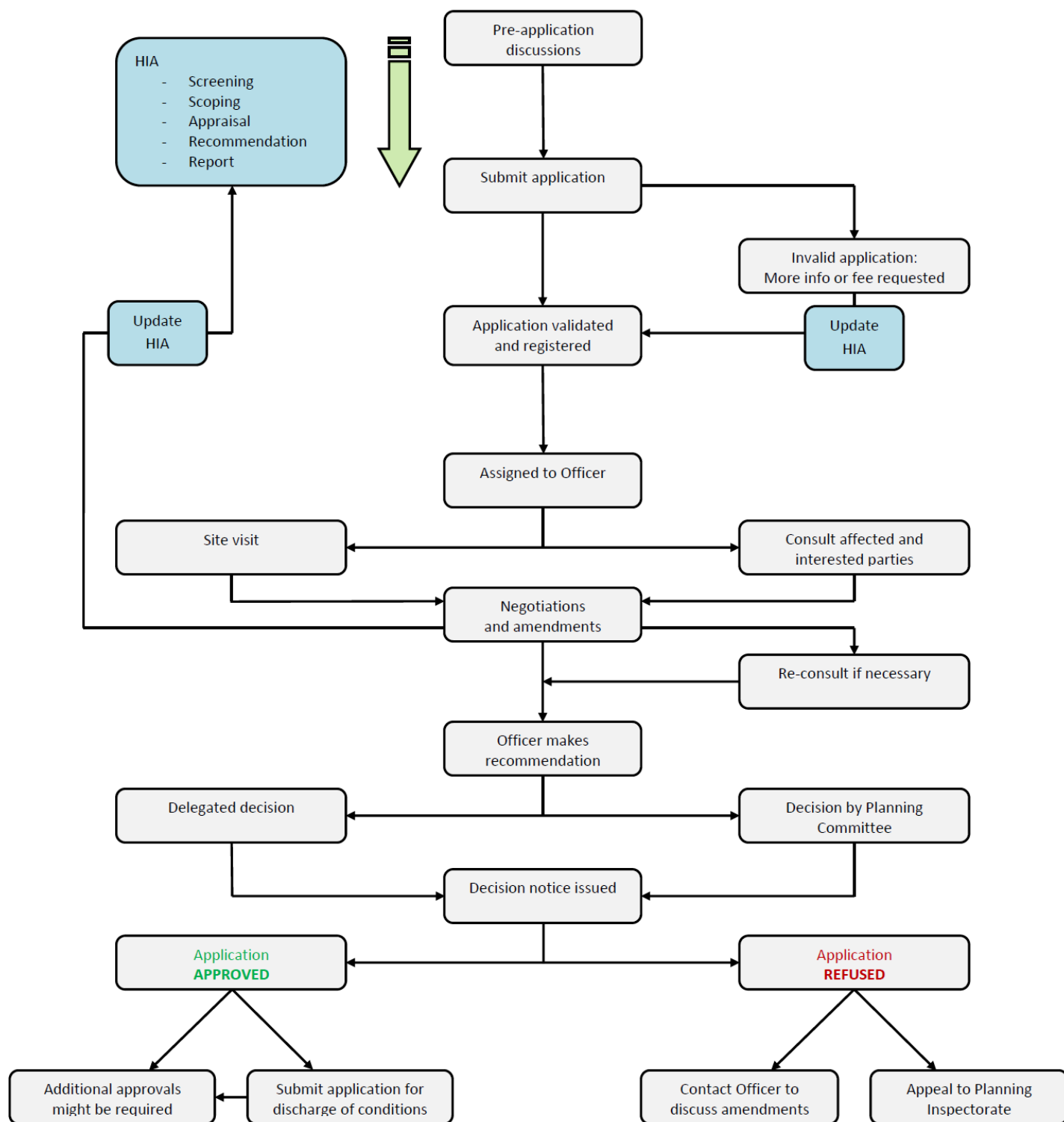


Figure 14: Planning application process and the relationship to HIA

Developer's guide to process for undertaking HIA in Torbay

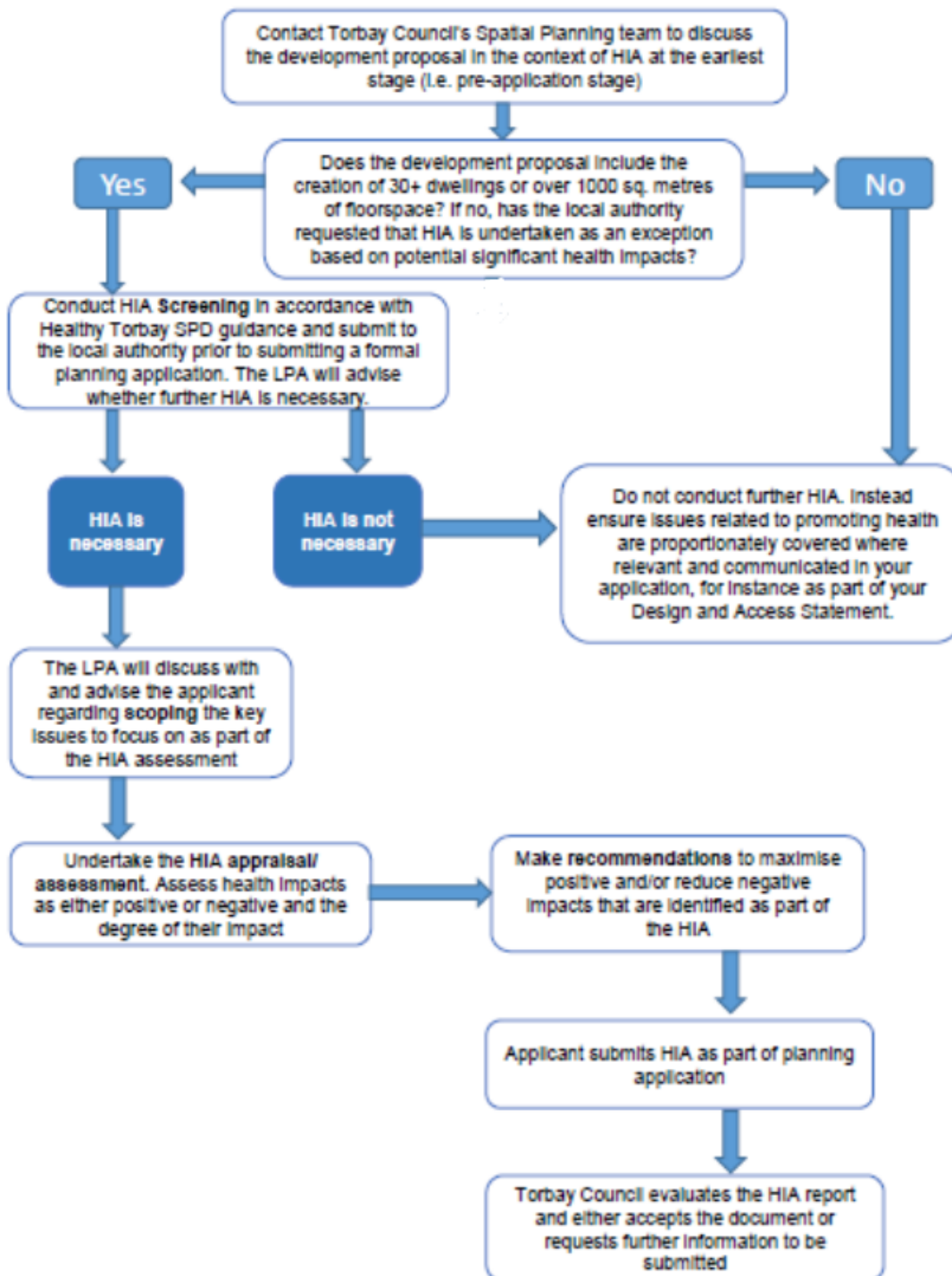


Figure 15: Developer's quick-guide to process for undertaking HIA in Torbay

Health and wellbeing determinants	List health impacts identified	Positive or negative	Population groups affected	Is this impact significant?	Justification and reasoning
Individual lifestyles					
Social and community influences					
Living and Environmental conditions					
Economic conditions					
Access and quality of services					
Any other direct or indirect effects on health					

Figure 16: HIA Screening Matrix Template Example

WIDER DETERMINANTS	
Lifestyles	• Diet and nutrition • Opportunities for physical exercise • Use of alcohol, cigarettes, non-prescribed drugs • Sexual activity • Other risk-taking activity
Social and community influences on health	• Family organisation and roles • Citizen power and influence • Social support and social networks • Social cohesion / inclusion • Crime and community safety
Living/environmental conditions affecting health	• Built environment • Neighbourhood design • Walking and Cycling routes (active travel) • Housing • Indoor environment • Noise (from traffic, industry, neighbourhood) • Air quality and pollution • Attractiveness of area • Natural Environment (access to green and open space) • Smell/odour/nuisance • Waste disposal • Road hazards • Accidental Injury and hazards • Quality and safety of play areas • Contaminated Land
Economic conditions affecting health	• Unemployment • Income • Economic inactivity • Type of employment • Workplace conditions • Economic Development
Access and quality of services	• Health and Medical services • Adult and Social Care services • Leisure and recreation • Shops and commercial services • Healthy Food • Public amenities • Public Transport • Education and training • Information technology •

POPULATION GROUPS (Vulnerable or disadvantaged)

Note that the target groups you identify as vulnerable or disadvantaged will depend on the characteristics of the local population and the nature of the proposal itself. The most disadvantaged and/or vulnerable groups are those which will exhibit a number of characteristics, for example children in living poverty. This list is therefore just a guide and you may like to focus on groups that have multiple disadvantages.

You will also want to assess the impact on the general adult population and/or assess the impact separately on men and women. Please note that this list is a guide and is not exhaustive.

Age related groups	• Children and young people • Older people
Income related groups	• People on low income • Economically inactive • Unemployed • People who are unable to work due to ill health
Groups who suffer discrimination or other social disadvantage	• People with disabilities • Long term chronically ill • Refugee groups • Travellers • Single parent families • LGBT community • Ethnic minority groups • Homeless
Geographical issues	• People living in areas known to exhibit poor economic and/or health indicators (e.g. deprived areas in the top 20% of rank for deprivation – 'Community Investment Areas') • People living in isolated/rural areas • People unable to access services and facilities

Figure 17: HIA Health and wellbeing wider determinants and population group checklist (to assist with completing the 'HIA Screening Matrix Template Example')

8. Planning for health and care provision

8.1. Managing development proposals relating to health and care facilities

- 8.1.1.** The local authority supports the delivery and management of facilities relating to providing health and care in line with the aims and plans of the Integrated Care Organisation in Torbay. The local authority will work with its partners in Torbay and South Devon NHS Foundation Trust (TSDFT) and the South Devon and Torbay Clinical Commissioning Group to support proposals which deliver and support health and wellbeing in Torbay. This includes primary services, secondary services and adult social care.
- 8.1.2.** Decisions taken regarding the provision of new or removal of existing health and care facilities will be done so in consultation with partners. Development proposals should support and be joined-up with wider local plans for the delivery of healthcare. For instance, in the case of alterations to GP premises it would be expected that planning applications would provide evidence of support from the South Devon & Torbay Clinical Commissioning Group (or equivalent).
- 8.1.3.** For major development proposals which are likely to have a significant impact on health services, early engagement with the Clinical Commissioning Group will be undertaken in order to assess the impact. In some circumstances it may be necessary to secure the provision of enhancements to health facilities either as part of development proposals or through the enhancement of nearby facilities. In such cases this will be secured via a Section 106 agreement (with delivery time-frame and fall-back option if necessary). These issues should be assessed where relevant as part of Health Impact Assessments.
- 8.1.4.** Applicants should pay particular attention to relevant guidance such as the local authorities Market Position Statement for Torbay for Adult Social Care and Support and Children's Services 2016, the emerging Accommodation with Care Strategy the South Devon and Torbay Local Estates Strategy (and any future updated versions).

8.2. New models of care

- 8.2.1.** Delivering new models of care in Torbay is a shared aim of public sector health partners (forming part of the Torbay Healthy and Wellbeing Board) in the Bay. It means focusing on the health and wellbeing of the local population, preventing ill health and improving the quality of care and support, working in partnership with communities. Care will be increasingly centred around people and the communities in which they live. Development proposals should align with this local strategy.



Figure 18: Vision for care and support (taken from A Market Position Statement for Torbay for Adult Social Care and Support and Children's Services 2016)

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