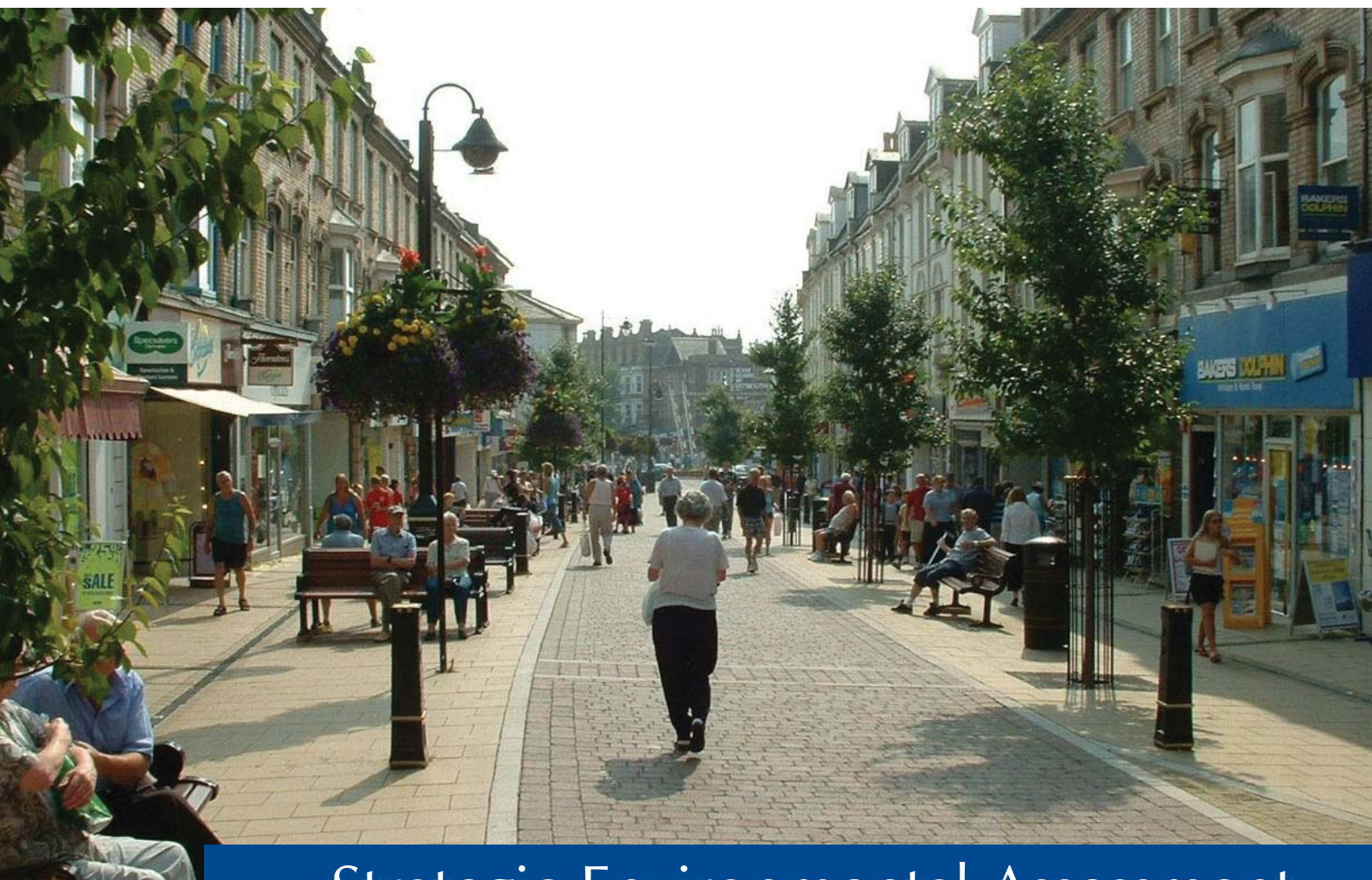


LOCAL TRANSPORT PLAN 2006-2011



Strategic Environmental Assessment **Environmental Report 2006**



Community Services

Torbay Local Transport Plan 2006 – 2011

Strategic Environmental Assessment Environmental Report

Torbay Council 2006

**This document is available for consultation from 3 March 2006 to 31 March 2006.
Comments are most welcome.**

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This report can also be accessed via the internet:

<http://www.torbay.gov.uk/index/living/transport/transportpolicy/transportplan.htm>

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Torbay Local Transport Plan 2006 – 2011

Strategic Environmental Assessment Environmental Report

1 Non Technical summary

This is the Non Technical Summary of the Environmental Report of the Torbay Provisional Local Transport Plan 2006 – 2011. The Environmental Report and the Non Technical summary have been produced by Torbay Council Staff. The Plans, Policies and Programmes Review (Appendix 2) were produced by C4S Consultants.

This document is available for consultation from 3 March 2006 to 31 March 2006. Comments are most welcome.

1.1 Background

What is the Torbay Local Transport Plan ?

- 1.1.1 Local Transport Plans are produced every five years by the Highways Authorities. The system is relatively new and this is only the second Local Transport Plan (LTP) that Authorities have had to submit, hence it is often referred to as the LTP2.
- 1.1.2 The Local Transport Plan is a means to set out a longer-term strategy for transport in Local Authority areas including Torbay, over the period 2006 to 2011, including aims and targets. It shares the four main transport priorities set out by the Government, namely; Congestion, Air Quality, Road Safety and Accessibility. Additionally it contains objectives to improve the quality of life in Torbay.
- 1.1.3 It is also a delivery program submitted to Government for capital funding for transport schemes such as Park and Ride, pedestrianisation, safety and maintenance.

Strategic Environmental Assessment (SEA) and Sustainable Development

- 1.1.4 The goal of sustainable development is to enable people to satisfy their needs and enjoy a better quality of life without compromising the ability of future generations to satisfy their needs. Strategic Environmental Assessment assists in promoting sustainable development by integrating sustainability considerations into the plan making process.

What is Strategic Environmental Assessment ?

- 1.1.5 European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (also known as the SEA Directive) was adopted into UK law in July 2004 through the Strategic Environmental Assessment Regulations. SEA is a tool to integrate environmental considerations into planning and decision making and is an iterative process, informing each stage of the plan. The regulations require an environmental report to be produced (this report) in which the likely significant effects environmental effects of the plan are described. The stages of the SEA are outlined below:

Stage A – Setting the context and objectives, establishing the baseline and deciding on the Scope

Stage B – Developing and refining alternatives and assessing effects

Stage C – Preparing the Environmental Report

Stage D – Consulting on the draft programme and the Environmental Report

Stage E – Monitor the significant effects of implementing the plan or programme on the environment

- 1.1.6 The regulations require that an Environmental Report be produced in which the significant environmental effects of the plan are described. The purpose of this report is to
- Give Consultees information on the potential environmental effects of the plan to aid them during consideration
 - Assist Torbay council in improving the final LTP2 by highlighting the potential environmental effects of the plan.

This Environmental Report includes

- A Non Technical summary
- The approach used for this SEA (methodology)
- Background information on the LTP2 and Torbay
- A summary of the baseline survey of Torbay and issues identified
- A summary of the Plans, Policies and Programmes Review and issues identified
- Selected SEA objectives with accompanying indicators and targets
- An appraisal guide or 'what will the SEA look for'?
- Gaps in the data
- Strategic alternatives and their likely environmental effects
- Proposed mitigation measures for each alternative
- The LTP2 Objectives and Vision and their likely environmental effects
- Potential cumulative, secondary and synergistic effects
- A monitoring proposal
- Glossary

Consultation

1.1.7 The SEA Directive requires authorities to identify the public affected or likely to be affected by, or have an interest in a plan, including relevant non-Government organisations. A wide-ranging consultation exercise was conducted for the Scoping Report during September and October 2005 and the results are included in this report.

1.1.8 Copies of the Environmental Report will be sent to English Heritage, English Nature, The Environment Agency and The Countryside Agency. Copies will also be sent to members of the Torbay Strategic Partnership, relevant Council Directorates, Councillors, our neighbouring Local Authorities, Devon County Council and the South West Regional Assembly. Additionally an electronic version (see link below) will also be available for the public to comment upon and this will be advertised.

<http://www.torbay.gov.uk/index/living/transport/transportpolicy/transportplan.htm>

1.2 Likely Environmental Effects of the LTP2

Air Quality

1.2.1 Air quality in Torbay is generally good. Traffic is the only major source of air pollution in Torbay. Overall the effects of the proposed transport schemes in the LTP would be positive. The schemes for Windy Corner, Galmpton; Brixham Park and Ride; and Tweenaways Cross, Paignton are designed to reduce congestion and therefore improve air quality.

1.2.2 The five year plan for improving air quality contains measures specifically to eliminate the AQMA (Air Quality Management Area) at Hele Village, Torquay and potential AQMAs at Brixham and Paignton Town Centre. The LTP should also contribute to improving air quality by reducing congestion and encouraging a modal shift away from the private car.

1.2.3 It is possible that the proposed measures to accommodate the South Devon Link Road may encourage increased traffic volumes into Torbay. This can be mitigated by improved integration between the scheme and public transport and more efficient bus and rail services into and out of Torbay.

Biodiversity

1.2.4 Torbay has a wealth of valued habitats and species. The majority of proposed plans within the LTP2 will have a neutral effect on biodiversity as

they do not include schemes which involve road widening or new roads. By improving air quality the LTP2 may support biodiversity in the long term.

- 1.2.5 The proposed congestion relief scheme for Windy Corner, on the Torbay Ring Road, however, involves taking common land, which is also designated as a County Wildlife Site, between 250 and 400 square metres. There is little data regarding the species that may be located here and therefore this SEA would recommend a biodiversity search from the Biodiversity Records Centre as an initial investigation into the possible effects of each alternative before a decision is reached.
- 1.2.6 All three Brixham Park and Ride potential locations avoid major biodiversity designations, although option 3, the recommended option by this SEA, is near to a Local Wildlife Site.
- 1.2.7 The proposed measures to accommodate the A380 South Devon Link Road could impact on biodiversity, affecting a County Wildlife Site and a Local Wildlife Site. Some of South Devon's most endangered species, in particular the Horseshoe Bat and the Cirl Bunting, could be put under increasing pressure. The design of the proposed scheme, however, includes mitigation measures, for example the creation of a new wetland habitat and landscaping to replace lost habitats and species rich grassland, although during and immediately after construction species may be affected.

Climatic Factors

- 1.2.8 The LTP should help to reduce greenhouse gas emissions as it encourages a modal shift away from the private car towards walking, cycling and public transport. The major transport schemes proposed in the LTP are aimed at reducing congestion and should therefore also reduce greenhouse gas emissions by improving efficiency.
- 1.2.9 However traffic growth (1.5 % per annum) may overtake any efficiency savings unless there is success in encouraging a modal shift away from the private car. This is the key aim for the Brixham Park and Ride. The effectiveness of reducing congestion at Windy Corner and Tweenaways Cross (both on the Torbay Ring Road) may be greatly influenced by the success of the Park and Ride scheme for Brixham and other measures to promote modal shift.

Economic Factors

- 1.2.10 Torbay's wages are below national and regional averages. There are also pockets of severe deprivation. By improving the quality of the urban environment, through improvements to air quality, safety and accessibility and reducing congestion, the LTP should help to improve Torbay's economy,

particularly for tourism. The economy will also be supported by increased efficiency within the transport network. In particular the Schemes at Windy Corner and Tweenaway Cross will facilitate proposed new developments in Paignton and Brixham. Brixham will be further served by the development of the Park and Ride facility.

- 1.2.11 The LTP will support 'green tourism' initiatives through a more joined up approach to ticketing, and through collaboration between transport operators.

Landscape and Heritage

Landscape

- 1.2.12 Torbay has a wealth of quality landscapes which can act as a constraint on development. The most marked effect of the LTP is likely to come from the proposed measures to accommodate the South Devon Link Road as this scheme involves widening the A380 to the west of Kingskerswel, north of Torbay, on greenfield land in an Area of Great Landscape Value (AGLV), disrupting views over the Edginswell Valley during construction. However mitigation measures include landscaping to reduce the visual intrusion of the proposed scheme.

- 1.2.13 Windy Corner junction improvements will also encroach upon Torbay's landscape. The proposed schemes involve land take from common land which is also an Urban Landscape Protection Area (ULPA). The proposed scheme has two alternative designs. Alternative A will encroach less (250 square metres) than alternative B (400 square metres) upon the ULPA

Heritage

- 1.2.14 Torbay benefits from a rich heritage, there are 24 conservation areas, 6 historic parks and gardens, 13 scheduled ancient monuments, 860 listed buildings as well as a wealth of other sites of historic interest. One of the main problems eroding Torbay's heritage is growing traffic volumes, particularly in Conservation Areas, which the LTP should help to address. Design considerations for new schemes for improving accessibility, air quality, congestion and safety will need to be sensitive to local heritage and avoid creating 'street clutter'.

- 1.2.15 The proposed Park and Ride scheme should also help to reduce traffic in the Historic Town of Brixham.

- 1.2.16 The proposed improvements to the A380 to support the South Devon Link Road will impact on the buried remains of a medieval building, and a sunken land (Gourders Lane) and boundary ditch. However it is proposed that there should be an archaeological survey conducted prior to construction to allow these feature to be recorded.

Population and Human Health

- 1.2.17 The population of Torbay is expected to grow by 23.1% by 2028, mostly through inwards migration. There is also a high proportion of elderly residents (23%) compared to the national average (16%). Life expectancy in Torbay is above the National average for females and average for males, 20% of Torbay's population are considered to be obese.
- 1.2.18 The LTP is supporting population growth by helping to improve the efficiency of the transport network, allowing residents and visitors to move around the Bay more easily.
- 1.2.19 The LTP will directly influence health by improving air quality for those living in and around the AQMA at Hele Village, and the potential AQMAs in Brixham and Paignton.
- 1.2.20 The LTP will improve accessibility and road safety as well as air quality. This will allow people to walk, cycle and use public transport more easily and thereby improve their overall health and fitness.
- 1.2.21 The LTP through better design, for example in Transport Action Zones, aims to improve the overall quality and safety of the urban environment. This will help to encourage a general sense of safety and well-being in the Bay.

Social Inclusiveness

- 1.2.22 More than one third of residents live in an area in the top 20% most living-environment-deprived. There are pockets of health deprivation and problems with access to healthcare in some locations, especially for the elderly. Crime rates have risen recently and are now in line with the national average and fear of crime is high.
- 1.2.23 Improving accessibility is one of the key aims of the LTP, especially for the elderly, people with disabilities and other socially disadvantaged groups. Schemes include improved facilities for people with disabilities, improved services and integration between transport modes.
- 1.2.24 Services have been improved between areas with poor amenities and essential services and facilities, for example hospitals, GPs and shops and

employment. Journey times to these services and facilities will be shorter and more efficient.

- 1.2.25 There are also specific schemes to lessen severance within communities, through Transport Action Zones and measures to reduce crime.

Soil

- 1.2.26 There has been a growing emphasis from National government on protecting quality soils and greenfield sites. An increasing proportion of housing development in Torbay (82%) is now on brownfield (or previously developed) land.

- 1.2.27 Most of the LTP programmes are planned for urban areas and do not affect greenfield sites. In general the LTP supports new brownfield development by reducing congestion at key junctions (Windy corner and Tweenaways Cross).

- 1.2.28 However Windy Corner Junction improvements will involve the loss of greenfield land of between 250 and 400 square meters of common land. Improvements to the A380 to support the Kingskerswell Bypass will also mean the loss of greenfield land at Edginswell along side the existing A380.

Water

- 1.2.29 Water quality in Torbay is generally good. However there problems with flooding, both coastal flooding and storm/flash flooding. Buses were subject to flood diversion 16 times in 2004 due to Easterly winds and high tides on Torquay Seafront.

- 1.2.30 The LTP will have an overall positive effect on reducing flooding frequency and severity if design considerations include incorporating Sustainable Urban Drainage Systems (for example swales, soak ways and porous surfaces). These design considerations could be introduced in all schemes where resurfacing is necessary, particularly areas already subject to flooding such as Windy corner.

- 1.2.31 The South Devon Link Road scheme in Devon, to the north of Torbay has design elements that will improve water quality and reduce flooding frequency and severity and will benefit Torbay, particularly in areas subject to flooding from the Aller Brook.

- 1.2.32 During a flood event, emergency transport procedures are in place and well established. However, the prospect of climate change means that the LTP could be used to start to look for a longer term strategy to reduce the vulnerability of the transport network to flooding. Major service routes and facilities are located along the sea front and are prone to coastal flooding, which currently necessitates long diversions when flooding occurs.

2 Methodology

2.1 Purpose of the SEA and the Environmental Report.

- 2.1.1 European Directive 2001/42/EC on the assessment of the effects of certain Plans and Programmes on the environment (also known as the SEA Directive) was adopted into UK law in July 2004 through the Strategic Environmental Assessment Regulations. SEA is a tool to integrate environmental considerations into planning and decision making and is an iterative process, informing each stage of the plan.

- 2.1.2 The regulations require an environmental report to be produced (this report) in which the likely significant effects environmental effects of the plan are described. This Environmental Report represents the major output from the SEA process of the Torbay Local Transport Plan 2

SEA and Sustainable Development

- 2.1.3 The goal of sustainable development is to enable people to satisfy their needs and enjoy a better quality of life without compromising the ability of future generations to satisfy their needs. Strategic Environmental Assessment assists in promoting sustainable development by integrating sustainability considerations into the plan making process.

- 2.1.4 By undertaking the SEA it is possible to look at the LTP during its development and examine how it will contribute to the aims of sustainable development. Opportunities to enhance the contribution to sustainable development can be identified, for example by recognising aspects where the strategy may compromise sustainable development, and possible amendments to the strategy to resolve any problems.

2.2 Approach adopted for SEA

- 2.2.1 There are a number of stages involved carrying out a SEA in accordance with the SEA Directive (2001/42/EC). The methodology for this SEA is based upon the Guidance set out in the following: 'SEA Guidance for Planning Authorities', (Office of the Deputy Prime Minister ODPM, 2003); 'A Draft Practical Guide to the Strategic Environmental Assessment Directive' (ODPM, 2004); A Practical Guide to the Strategic Environmental Assessment

Directive (ODPM, 2005); and 'Strategic Environmental Assessment Guidance for Transport Plans and Programmes' (The Department for Transport, 2004). The key stages are outlined below:

- Stage A** – Setting the context and objectives, establishing the baseline and deciding on the Scope
- Stage B** – Developing and refining alternatives and assessing effects
- Stage C** – Preparing the Environmental Report
- Stage D** – Consulting on the draft programme and the Environmental Report
- Stage E** – Monitor the significant effects of implementing the plan or programme on the Environment

2.2.2 The SEA process has spanned over a year beginning in January 2005. Its first formal stage was the publication of a Scoping Report in September 2005. The Scoping Report comprised of stages A and B above. It was subject to a wide consultation including not only the statutory bodies, but our neighbouring Local Authorities and Local Strategic Partnership.

Screening:

2.2.3 The Torbay LTP has been identified as a plan subject to the requirements of European Directive 2001/42/EC "on the effect of certain plans and programmes on the environment". The Strategic Environmental Assessment Directive (referred to as the SEA Directive) applies to those plans, programmes and modifications whose formal preparation began after 21 July 2004 or those whose transitional arrangements were started before that date and that will not be adopted by 21 July 2006. A Strategic Environmental Assessment is therefore required.

Scoping:

2.2.4 **Links to Other Plans, Policies and Programmes.** This section focuses on identifying those plans and programmes and environmental objectives that influence the plan. It includes international, national, regional, county wide and local plans, policies and programmes (including Torbay's Community Plan). It provides the opportunity to identify synergies, inconsistencies and constraints to be addressed. This work has been carried out by 'C4S' Consultants and is included in the report as an appendix (Appendix 2) with a summary in chapter 4.

2.2.5 **Baseline Survey Information:** This section provides opportunities to establish the current environmental situation in Torbay and trends which are emerging which may need to be addressed through preparation of the plan. Consideration is given to the likely evolution of these trends under the current plan. This data provides a means by which to predict effects of the policies and provide a basis for future monitoring. The content of this study has been limited to those issues felt to be of greatest significance. It should be noted that this does not comprise a detailed study of every environmental

aspect of Torbay: rather it concentrates upon issues and scales relative to the plan.

2.2.6 The baseline Survey has been divided by SEA topic as outlined in the SEA Directive¹. For the purposes of the LTP only the topics covered by the SEA directive are legally required, these are Biodiversity, Population and Human Health, Water and Soil, Air, Climate Factors and Cultural Heritage and Landscape. However for the LTP this Scoping Report has also included Economic Factors and Social Inclusiveness as they are so closely interdependent with transport. The same SEA topics have been used to examine key issues and select objectives. In this approach the environmental appraisal resembles a sustainability appraisal.

2.2.7 **Development of SEA Objectives and Indicators:** Sustainability objectives and indicators are proposed for the Strategic Environmental Assessment. Each sustainability objective will have accompanying indicators by which the achievement of the objective can be measured and to allow trends to be revealed. Where they are identified, established targets are also included. The Higher objectives selected for the SEA have been selected from the Guidance published by the ODPM² and from the Torbay Community Plan³, where local issues were not covered by broader national objectives. Sub objectives have been selected from key issues identified in the Baseline Survey and the Plans, Policies and Programmes Review. Key issues were taken from the Baseline Survey (see Appendix 1 for full Baseline Survey) but refined and focused on the LTP. In this way 76 original sub – objectives were refined to 28 for Scoping Report. After consultation the sub - objectives were further reduced to 18 for this Environmental Report.

2.3 Who conducted the SEA

2.3.1 Preparation of the SEA is usually the responsibility of the authority producing the plan. The draft guidance⁴ states that the SEA should be integrated into the plan process as benefits of local knowledge would be lost if carried out as a separate exercise independent of the plan-making team. In order to provide a balance of internal expertise and local knowledge and external subjectivity the SEA team comprises the following:

- Two Torbay Council Officers with environmental backgrounds and qualifications
- Support from the Strategic Planning Group, Strategic Transport Team and Strategic Environmental Policy Group to provide detailed local understanding of key issues in Torbay
- Consultation with other divisions of the Council and external organisations to provide specialist knowledge in key areas

¹ A Draft Practical Guide to the Strategic Environmental Assessment Directive, ODPM (2004)

² Sustainability Appraisal of Regional Spatial Strategies and Local Development frameworks (consultation paper) (2004)

³ Torbay Community Plan 2004 - 2007, Torbay Council (2004)

⁴ A Draft Practical Guide to the Strategic Environmental Assessment Directive, ODPM (2004)

- C4S Consultants prepared the Plans, Policies and Programmes Review.

2.4 Who was Consulted and When

- 2.4.1 In accordance with PPS1 and the need for community involvement, consultation is programmed to take place at a number of stages throughout the process. A wide-ranging consultation exercise was conducted for the Scoping Report during September and October 2005 and the results are shown in the table below.
- 2.4.2 The SEA Directive requires authorities to identify the public affected or likely to be affected by, or have an interest in a plan, including relevant non-Government organisations. Consultation will take place with the same group identified as consultees for the Scoping Report. Therefore copies of this report will be sent to English Heritage, English Nature, The Environment Agency and The Countryside Agency. Copies will also be sent to members of the Torbay Strategic Partnership, members of the Transport Stakeholders Group, relevant Council Directorates, Councillors, our neighbouring Local Authorities, Devon County Council and the South West Regional Assembly. Additionally an electronic version (see link below) will also be available for the public to comment upon and this will be advertised.

<http://www.torbay.gov.uk/index/living/transport/transportpolicy/transportplan.htm>

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Comments are most welcome.**

- 2.4.3 In addition to this consultees will be informed of the adoption of the plan. Information will also be provided to consultees to show how the documents have changed as a result of the SEA and it's consultation. Sustainability monitoring reports will be published as part of the LTP Progress Reports

Responses to Torbay Local Transport Plan 2006 – 2011 SEA Scoping Report Consultation, Circulated October / November 2005			
Body/ Organisation	Advice/ Comment	Report Section	Response / Action Taken
English Nature,	Received but no comments	N/A	none
Environment Agency,	Received but no comments	N/A	none
English Heritage, Regional Planner	English Heritage provided a detailed response, including sign posting data sets such as the Historic Environment Records held by respective Councils and 'Heritage Counts': State of the Historic Environment 2005' and English Heritage's 'Save our Streets' campaign	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage, also Appendix 2, PPP Review, under National	Information to be included in the SEA Environmental Report
	English Heritage provided General guidelines on the Identification and Appraisal of Potential Impacts on the Historic Environment for Transport Schemes	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Changes to be included in the SEA Environmental Report
	English Heritage asked to confirm the number of historic parks and gardens.	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Confirmed as 6.
	Update the BAR Register and highlight that the Register does not monitor at a national level the condition of grade II listed buildings	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Baseline updated, included in SEA Environmental Report
	Underline in the general introduction that the historic environment includes both designated and undesignated assets	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Baseline updated, to be included in SEA Environmental Report

Responses to Torbay Local Transport Plan 2006 – 2011 SEA Scoping Report Consultation, Circulated October / November 2005			
Body/ Organisation	Advice/ Comment	Report Section	Response / Action Taken
	One possible indicator could relate to Conservation Areas, focussing on the impact of change on the character and appearance of the Conservation area. e.g. 'number of schemes carried out in a conservation area'.	Scoping Report Stage A, Page 36	Changes included in SEA Environmental Report
	Highlight the cumulative effects of small scale changes to the historic environment and also possible beneficial effects	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Changes included in SEA Environmental Report
	Highlight the damaging effects of inappropriately located and designed transport infrastructure on the townscape, for example in relation to the historic core of Torquay or Brixham	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Changes included in SEA Environmental Report
Countryside Agency, ,Transport and Planning Team, South West Region	The Countryside Agency signposted a number of information sources which might assist the SEA, Including National and Regional State of the Countryside Reports, the Countryside Quality Counts project and Character Area Profiles.	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage	Additional information included in SEA Environmental Report
Policy Integration Officer, Devon County Council	Climatic Factors: provide more quantitative prediction in relation to the impact of climate change	Appendix 1, Section 3, Climatic Factors	Current sea level rises and predictions for Torbay now included in the Baseline Survey
	How will we prove cause and	Scoping Report, Section A,	This is a valid criticism and more

Responses to Torbay Local Transport Plan 2006 – 2011 SEA Scoping Report Consultation, Circulated October / November 2005			
Body/ Organisation	Advice/ Comment	Report Section	Response / Action Taken
	effect between SSSI indicators and transport related action	Page 27	direct indicators need to be developed
	Soil – would the sub objective facilitating development in brownfield land be more appropriately placed in the economic topic under a regeneration topic	Scoping Report, Section A, Page 36	The sub objective is in the soil section as this logically follows the baseline topics and helps to preserve quality soils. However it is a valid comment that there could be a specific regeneration objective for Torbay. The objectives and sub – objectives will be re –examined
	Population and Human Health The sub – objectives are about accessibility and may be better placed in the Social Inclusiveness Topic	Scoping Report, Section A, Page 32	There is much overlap between Population and Human Health and Social Inclusiveness. The sub – objectives are placed in the section relating to the baseline SEA topics. The Objectives and Sub objectives will be re- examined.
	It is useful to identify existing environmental problems and issues in the Torbay Area	Scoping Report, Section A, Chapter 4, Summary of Baseline Information	The existing problems are identified in Chapter 4, but not as explicitly as they could be. The issues will be pulled out and identified explicitly for the Environmental Report.
	It appears as though the SEA is only testing 2 options. Has the preferred option already been chosen prior to the SEA	Scoping Report Section B, Page 48	Further strategic options have been identified as the Local Transport Plan has developed. These will be presented in the Environmental Report for consultation. In hindsight the 'Do

Responses to Torbay Local Transport Plan 2006 – 2011 SEA Scoping Report Consultation, Circulated October / November 2005			
Body/ Organisation	Advice/ Comment	Report Section	Response / Action Taken
			Nothing' option appears extreme and its appraisal may not be valid. Whereas an appraisal of potential traffic programmes may be more useful and help to prioritise action. Much of the LTP however has already been decided due to its legal requirements, financial constraints and adherence to the 'Four Shared Priorities'.
Senior Urban Design & Landscape Officer, Planning, Development & Policy, Torbay Council	PPP Review, Under National 'By Design' linked to PPG 3 should be included	Scoping Report, Section A, page 10, paragraph 3.1.2 and Appendix 2, PPP Review. National Section, Page 112	This is now included in the PPP Review
	Under Cultural Heritage, add 'Protection and Enhancement of the character of urban and rural areas' and 'Quality of the public realm'.	Scoping Report, Section A, Page 12, paragraph 3.2.1	This has been added
Service Manager, Planning, Development & Policy, Torbay Council	Remove references to village design statements	Appendix 1, Baseline Survey, Section 5, Page 54, paragraph 5.2.7	Statements removed
	Include information on Torquay Harbour Preservation Area Character Assessment	Appendix 1, Baseline Survey, Section 5, Landscape and Heritage.	Information Included into Landscape and Heritage Section
	Include Heritage Strategy in PPP Review	Appendix 2, PPP Review, Local Section, page 142	Heritage Strategy included in PPP Review
	Use GIS to include: <ul style="list-style-type: none"> Listed Buildings, 	.Appendix 1, Baseline Survey, Section 5, Landscape and	GIS proposed to include: Conservation Areas, Scheduled

Responses to Torbay Local Transport Plan 2006 – 2011 SEA Scoping Report Consultation, Circulated October / November 2005			
Body/ Organisation	Advice/ Comment	Report Section	Response / Action Taken
	<ul style="list-style-type: none"> • Conservation Areas • Scheduled Monuments 	Heritage	Ancient Monuments, listed buildings, and historic parks and gardens
	SEA needs to consider the following concerns: the impact of road improvements in Conservation Areas;	Include in the Baseline Survey and objectives/ sub- objectives	The Environmental Report will include these considerations and they will be available for consultation
Director of Public Health, Torbay Primary Care Trust	Identified various data sets that could be included in the SEA including 'Director of Public Health Annual Report for Torbay 2004-2005'	Appendix 2, PPP Review under National and Local	PPP Review Updated
Transport Team, Torbay Council	Reduce number of SEA objectives to facilitate SEA process and ensure relevance to LTP	Scoping Report Section A, Pages 32 to 41	To be included in Environmental Report for Consultation

2.5 Timetables

The LTP has been subject to the following timetable:

July 2004 – formal preparations began
July 2005 – submit provisional LTP
October 2005 – submit Accessibility Strategy
December 2005 – receipt of government comments and funding allocations
March 2006 – submit final LTP
March 2006 – Submit SEA
July 2006 – submit 2006 Annual Progress Report and review of first LTP and SEA

The program for the SEA is as follows:

January 2005 to April 2005– preparation of baseline survey and identification of key issues
March to May 2005 – Plans, Policies and Programmes Review
April to May – 2005 selection of objectives
June 2005 - development of options and alternatives
September 2005 – submission of scoping report to statutory consultees
October 2005 – review of scoping report consultation
October to December 2005 – appraisal of options environmental effects and development of mitigation measures
February 2006 – produce Environmental Report
March 2006 –consultation and amendments
March 2006 – submit SEA

2.6 Difficulties

Timetables

- 2.6.1 The main obstacle to conducting this SEA was the late beginning of the SEA process. With hindsight it is easy to see that the SEA should have begun in July 2004 rather than January 2005. The Environmental Report should have gone out for public consultation with the LTP2 in July 2005, rather than in March 2006.
- 2.6.2 The publication of the new SEA Guidance 'A Practical Guide to the Strategic Environmental Assessment Directive' (ODPM, 2005) makes it possible to produce the Scoping Report earlier in the plan process, once the plan objectives have been formulated.

Information

- 2.6.3 Difficulties include keeping the Plans Policies and Programmes (PPP) Review and the Baseline up to date. Information constantly changes and the baseline Survey is in danger of becoming a 'snapshot' in time. However with regular review and consultation it is possible to keep up to date so that a 'living' document is produced.

Further problems include gaps in available data. This is discussed in chapter 8.

- 2.6.4 Additionally there are problems interpreting expert knowledge or opinion. Some data, for example on water or air quality, can be difficult to interpret and levels may be more or less significant at particular sites.

3 Background Information

3.1 Torbay

Figure 1: the Location of Torbay



3.1.1 Torbay, a Unitary Authority, is located on the south coast of Devon, South West England (see figure 1 above). It has a population of 131,300 (2003) distributed across a hierarchy of three main towns of Torquay (population 63,998), Paignton (population 48,251) and Brixham (population 17,457)⁵. These three towns comprise what is commonly termed the English Riviera, well known as a premiere UK resort.

3.1.2 Torquay is the northern most town and stretches from Maidencombe around the coast to include Watcombe, Babbacombe and Meadfoot down to Abbey Sands and Livermead on the boundary with Paignton. Inland, Torquay is typified by densely populated residential areas such as Chelston, Shiphay, Barton and Hele. It is the largest of the three towns and has an economy focused largely around tourism.

⁵ 2001 census information is the latest on the population of the three individual towns, however the total population is based on an Office for National Statistics estimate for 2003.

- 3.1.3 Paignton in particular is known for its long sandy beaches and provides opportunities for bucket and spade holidays. Although it has a large number of hotels and bed and breakfast accommodation it provides for a wider range of holiday makers with a number of camping and caravan facilities on the outskirts of town.
- 3.1.4 Brixham is the smallest of the three towns and is largely focused around the fishing industry, complemented in the summer by an expanding tourist sector focussed particularly around the harbour area.
- 3.1.5 Torbay is characterised by high density development. This has perhaps been forced by the natural constraints placed on the area by its surrounding geography and steep topography, which makes further development problematic within the towns, the sea forms an absolute barrier to growth to the east. The nature designations which surround the towns also restrict further growth
- 3.1.6 The economy of Torbay has traditionally been based around tourism, the fishing industry at Brixham and in recent years the high-tech industry. Because of the nature of these sectors the economy of Torbay tends to be of a relatively low wage. There is also concern that these industries are changing and there is a marked need to adapt to address this.

3.2 Transport

- 3.2.1 Despite its peripheral location Torquay and Paignton are well served by rail, although the Service between Newton Abbot and Torquay could be improved. However the road links into Torquay from Exeter in particular are in need of improvement with a bottlenecking of traffic particularly at Kingskerswell causing heavy congestion. The proposed South Devon Link Road (to address this congestion) is largely outside the Torbay Unitary Authority and is subject to SEA by Devon County Council. This SEA will focus on the road improvements within Torbay to support the scheme.
- 3.2.2 Torbay's main railway stations are Torre, Torquay and Paignton, with a steam railway running from Paignton southwards to Kingswear. The major rail links are to Cornwall via Plymouth, and to London and the Midlands via Exeter. (see figure 2).
- 3.2.3 Torbay's major road links are:
- The A385 to Totnes which links with the A38 (to Cornwall westwards and Exeter northwards)
 - The A380 to Exeter, which links with the A38/M5
 - The A379 connecting Torbay and Dartmouth (to the south) and Torbay and Teignmouth and other coastal towns (to the north)

- The A3022 connecting Torquay, Paignton and Brixham
- 3.2.4 The major water links are between Torquay and Brixham, although these are all pleasure trips. The water services are tourist links rather than for commuter use.
- 3.2.5 There are six major congestion spots within Torbay These are: Kerswell Gardens, Tweenaways Cross, Windy Corner, Preston Manor Junction, Shiphay Lane junction and Bolton Cross.
- 3.2.6 Total demand for road transport has been estimated at 649 million vehicle kilometre journeys per year (2003) and the trend is up (from 551 million vehicle km journeys in 1993). The number of bus journeys per year is 6,498,000 (04/05), up by 1% from last year which is contrary to national trends.⁶

⁶ Strategic Transport Team (personal communication) 2005

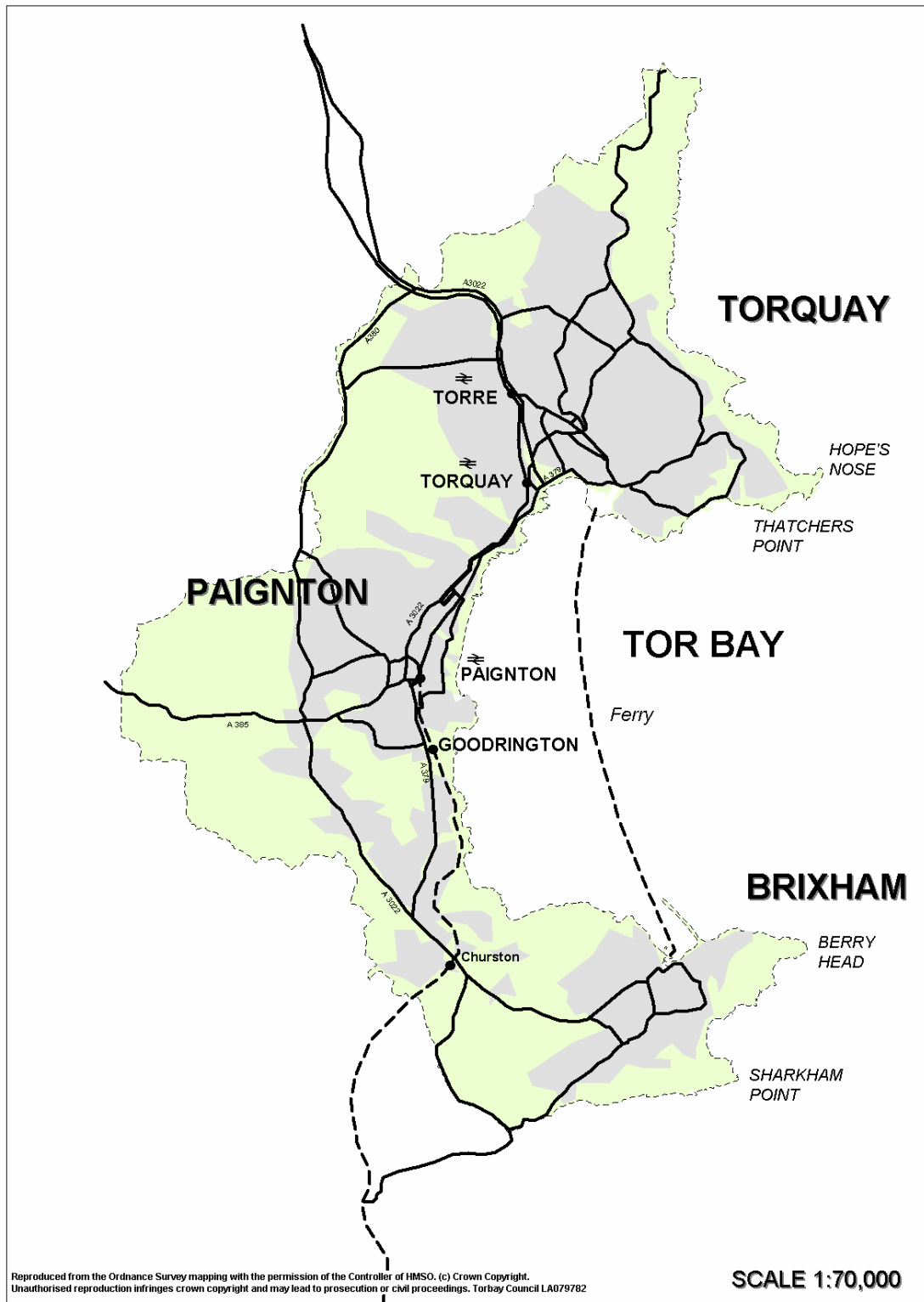


Figure 2: Transport Links in Torbay

3.3 The Local Transport Plan 2

- 3.3.1 Local Transport Plans are produced every five years by the English Highways Authorities. The system is relatively new and this is only the second LTP that Authorities have had to submit.
- 3.3.2 The Local Transport Plan is a means to set out a longer-term strategy for transport in Torbay over the period 2006 to 2011, including aims and targets. It shares the four main transport priorities set out by the Government, namely; congestion, air quality, road safety and accessibility. Additionally it contains objectives to improve the quality of life in Torbay.
- 3.3.3 It is also a delivery program submitted to Government for capital funding for transport schemes such as park and ride, pedestrianisation, safety and maintenance.

The main objectives of the Torbay LTP are:

Accessibility

- Ensure good access to all key services from all parts of Torbay;
- Fully consider access when identifying new sites for key services;
- Maximise the level of access by all modes through the imposition of stringent section 106 and 278 agreements;
- Ensure that transport is not an impediment for disabled people;
- Ensure good access to Torbay from outside and provide easily accessible information on travel options to and within Torbay

Air Quality

- Improve air quality in Torbay through the expeditious resolution of declared Air Quality Management Areas and to reduce the declaration of future AQMA's.

Congestion

- Encourage the use of non-car modes of transport through travel plans, restraints measures and improvements to these modes;
- Relieve congestion at existing hot spots, improving conditions for all road users;
- Minimise conflicts between modes of transport, having due regard to the hierarchy of modes, where appropriate.

Road Safety

- Ensure that Torbay Council continues to meet all of its casualty reduction targets;
- Ensure a high standard of management of Torbay's transport assets, by

implementing a Transport Asset Management Strategy, the Network Management Duty, and a Highway Maintenance Strategy.

Other Quality of Life Issues

- Assist in the achievement of the aims of the Torbay Community Plan and the delivery of its key initiatives;
- Support economic and social development initiatives in Torbay through the provision of good access by all modes;
- Minimise the environmental impact of transport in Torbay and support environmental improvements wherever possible;

Transport Schemes

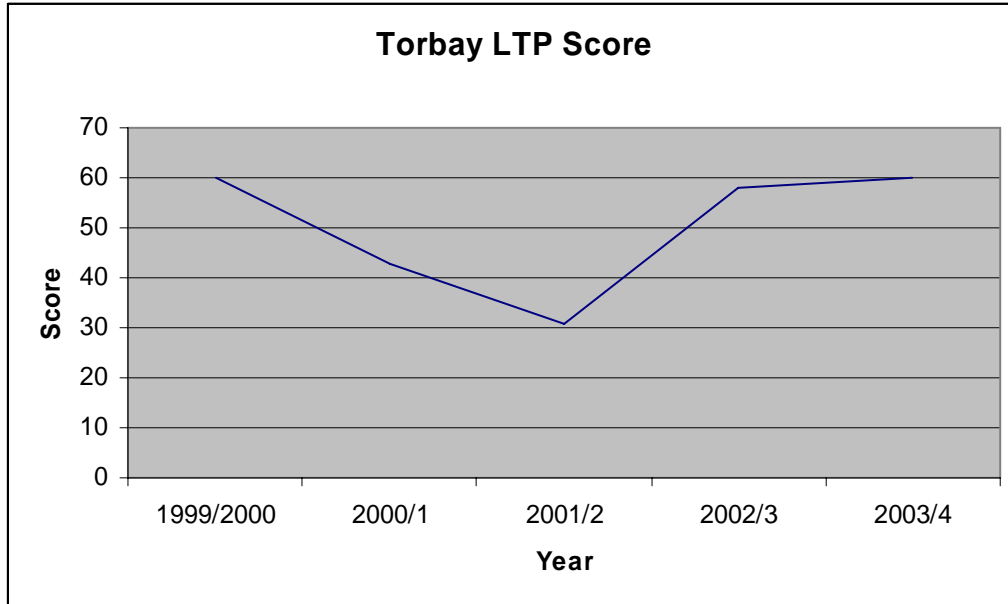
- 3.3.4 The transport schemes are organised into five year plans for Air Quality, Accessibility, Congestion and Road Safety. All of which are appraised in this report in chapter 10
- 3.3.5 There are exceptional schemes for Tweenaways Cross junction, Windy Corner junction and a proposed Park and Ride to serve Brixham.
- 3.3.6 There is also a major scheme proposed for the North of Torbay, including upgrading of the Kerswell Gardens junction and a small section of the A380 Ring Road at Edginswell to accommodate the proposed South Devon Link Road
- 3.3.7 All of the above schemes are appraised in this report in chapter 11 as strategic alternatives.

Evolution of Torbay LTP and Sustainability

- 3.3.8 Torbay's transport strategy has evolved since the Local Government Review in 1998. Initially the LTP was guided by national Government policy, particularly relating to the promotion of sustainable transport and environmental protection. This culminated in the publication of the Torbay 2001 – 2006 Provisional LTP in 1999. Since this time the level of fit between Torbay's transport strategy and the need to promote sustainable transport has varied considerably.
- 3.3.9 A reasonable proxy to show this, is the way in which Torbay's transport performance has been scored by Government, against its policy objectives. This is shown in the graph below. For this graph a low score shows a lesser degree of fit between the LTP and Government policy. Before 2000/1 no formal scoring was undertaken, however, from an analysis of the Government response to the 2001 – 2006 Provisional LTP an indication of

the likely score has been identified. (This suggests that a score of 60 out of 100 would have been received, if a score had been given in 1999).

Figure 3. Torbay LTP Score



3.3.10 Although the Provisional 2001 – 2006 LTP was well received, changed priorities during the change of administration in 2000 led to the provisional LTP being re-written. This led to the lower score in 2000/1 as the revised Torbay LTP was less well matched to Government priorities. This was reflected during the early years of the LTP, when there was a greater emphasis on car based transport, as opposed to sustainable transport.

3.3.11 A further change of administration in 2003, led to a change of LTP policy, to a strategy which better met Government policy objectives. This new policy was much closer to that reflected in the Provisional LTP. Since this time the closer match between Torbay's transport strategy and sustainable transport priorities has been maintained.

4 Summary of Plans, Policies and Programmes Review

4.1 Introduction

- 4.1.1 As part of the initial stages of the SEA process it is necessary to identify the other relevant plans, policies and programmes which may provide constraints or synergies with the objectives of the plan being formulated. The review also serves to identify existing sustainability issues that need to be addressed when developing the plan options.
- 4.1.2 This review has included a wide range of key documents, ranging from international conventions through to local plans and strategies. Table 1 provides a list of the documents reviewed, with the full review appearing in Appendix 2.

Table 1 Documents reviewed

<p>International</p> <ul style="list-style-type: none"> ▪ EU Habitats Directive [Directive 92/43/EC] ▪ Kyoto Protocol on Climate Change ▪ The EC Directive on the Conservation of Wild Birds 79/409/EEC ▪ The Convention on Biological Diversity, Rio de Janeiro 1992 ▪ Directive 2000/60/EC - The Water Framework Directive ▪ Directive 1966/62/EC on Ambient Air Quality and Management ▪ The Johannesburg Declaration of Sustainable Development 2002 ▪ European Spatial Development Perspective 1999 ▪ Waste Framework Directive (91/156/EEC) ▪ Environment 2010: Our Future, Our Choice (EU Sixth Environment Action Programme) ▪ Århus Convention ▪ Bathing Water Quality Directive (76/160/EEC) ▪ Nitrates Directive (91/676/EEC) ▪ Directive to Promote Electricity from Renewable Energy (2001/77/EEC) ▪ Waste to Landfill Directive (99/31/EC)
<p>National</p> <ul style="list-style-type: none"> ▪ PPS 1: Delivering Sustainable Development ▪ PPG 2 – Green Belts ▪ PPG 3 – Housing ▪ PPG 4 – Industrial, Commercial Development and Small Firms ▪ PPS 6 – Town Centres and Retail Developments ▪ PPS 7 – Sustainable Development in Rural Areas ▪ PPG 8 - Telecommunications ▪ PPG 9 – Nature Conservation ▪ PPG 10 – Planning and Waste Management ▪ PPS 11 – Regional Spatial Strategies

- PPS 12 – Local Development Frameworks
- PPG 13 – Transport
- PPG 15 – Planning and the Historic Environment
- PPG 16 – Archaeology and Planning
- PPG 17 – Planning for Open Space, Sport, and Recreation
- PPG 20 – Coastal Planning
- PPG 21 – Tourism
- PPS 22 - Renewable Energy
- PPS 23 – Planning and Pollution Control
- PPG 24 – Planning and Noise
- PPG 25 – Development and Flood Risk
- Revised MPG6 - National and Regional Guidelines for Aggregates Provision in England
- A Better Quality of Life: a Strategy for Sustainable Development for the UK.
- Wildlife and Countryside Act 1981 (as amended)
- Countryside and Rights of Way Act 2000 (CRoW)
- UK Biodiversity Action Plan
- England Forestry Strategy 1999
- ‘Working with the Grain of Nature’: A Biodiversity Strategy for England
- Our Energy Future – Creating a Low Carbon Economy
- Climate Change: The UK Programme.
- Air Quality Strategy: Working Together for Clean Air
- The Historic Environment: A Force for Our Future
- Communities Plan (Sustainable Communities: Building for the Future) 2003
- Ten Year Plan for Transport
- The Future of Transport: A Network for 2030.
- Government Urban White Paper: Our Towns, Our Cities, the Future. Delivering an Urban Renaissance.
- Government Rural White Paper: Our Countryside, the Future – A deal for Rural England
- CABI, By Design – Urban Design in the Planning System: Towards Better Practice

Regional

- A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England
- Developing the Regional Transport Strategy in the South West
- An Integrated Regional Strategy for the South West – Just Connect
- A Biodiversity Guide for the Planning and Development Sectors in the SW.
- REvision 2010 – Empowering the Region. Renewable Electricity Targets for the SW.
- Development of an Air Transport Strategy for the far SW of England
- SSA Appraisal Framework
- Regional Spatial Strategy for the South West 2006 – 2026
- South West Regional Planning Guidance (RPG10)
- Regional Economic Strategy for the South West of England 2003-2012
- Draft Regional Housing Strategy 2005-16.
- Water Resources for the Future – a Strategy for the South West Region.
- In Search of Chunky Dunsters – A Cultural Strategy for the South West.
- South West Regional Waste Strategy
- Towards 2015 – Shaping Tomorrow’s Tourism (consultation draft)
- South West Framework for Regional Employment and Skills Action (FRESA)

<ul style="list-style-type: none"> ▪ South West Regional Environmental Strategy ▪ The State of the Countryside in the South West ▪ Strategy for the Historic Environment (HE) in the South West ▪ Creating Sustainable Communities in the South West ▪ Torbay and South Devon Joint Study Area Strategy Development Options ▪ English Heritage, Streets for All South West ▪ English Heritage, English Heritage in the South west
<p>Local</p> <ul style="list-style-type: none"> ▪ Torbay Calcareous Grassland Local Biodiversity Action Plan ▪ Torbay Marine Biodiversity Action Plan ▪ Torbay Cultural Strategy ▪ Dartmoor National Park Management Plan ▪ Torbay Tourism Strategy 2005 – 2015 ▪ Torbay Heritage Strategy ▪ Devon Structure Plan 2001-2016 ▪ Torbay Local Transport Plan 2006 – 2011 ▪ Torbay Local Plan 1995 – 2011 ▪ South Devon AONB Management Plan ▪ Torbay LSP Community Plan And Community Action Plan ▪ Devon County Waste Local Plan ▪ Community Safety Strategy ▪ Crime and Disorder Reduction Strategy ▪ Communication Strategy ▪ Equality and Inclusion ▪ Education Development Plan ▪ Torbay Housing Strategy ▪ Business Planning Guidance ▪ Local Public Service Agreement 2004/2007 ▪ Best Value Performance Plan ▪ South Hams Local Development Plan ▪ Teignbridge Local Plan ▪ Torbay Streetscape Guidelines ▪ Torbay Municipal Waste Management Strategy 2005 – 2025 (Consultation Draft)

4.2 Key points for the SEA arising from the review

- 4.2.1 The review of other policies, plans and programmes has highlighted a series of factors which need to be taken into consideration during the plan making process, and these are detailed in Appendix 2. It has also found areas where it will be necessary to develop SEA Objectives which can be taken forward into the later stages of the assessment. The topic areas which have been shown to require objectives are shown in Table 2 next to the related topic from the SEA Directive.

Table 2 Key Points for the SEA

SEA Directive Topic	Topics / Issues
Biodiversity	Nature conservation, particularly with regard to designated areas
Population	Improving access to facilities and open space Reducing crime and fear of crime
Human Health	Reducing the effects of noise Ensuring a healthy community and reducing health inequalities Improving access to facilities and open space
Soil	Protection from soil erosion and contamination
Water	Water quality and quantity Protection of bathing waters
Air	Reduction in emissions from transport
Climatic Factors	Reduction in emissions from transport Use of renewable energy Reducing risk of flooding and reduce development in areas of flood risk
Economic Factors	Encouraging regeneration Encouraging economic prosperity
Cultural Heritage including Architectural and Archaeological Heritage	Protection of Conservation areas, and the historic environment Protection and enhancement of the character of urban and rural areas Quality of the public realm
Landscape	Protecting landscape and in particular the Countryside zone
Inter-relationship between the factors	Encouraging public transport use, as well as cycling and walking Encouraging regeneration Prudent use of natural resources Reducing waste generation and increasing the recycling of waste Encouraging economic prosperity Maximising cultural potential Encouraging demand management for transport

5 Summary of Baseline Information

5.1 Introduction

- 5.1.1 The collection of baseline information is fundamental to the SEA process. It provides the basis for identifying key issues and trends in Torbay and for predicting and monitoring the effects of the plans. It is a legal requirement under SEA legislation. The full baseline survey is available in Appendix 1, and covers the following topics taken from ODPM Guidance:

- Air
- Biodiversity
- Climate
- Economic Factors
- Landscape and Heritage
- Population and Human Health
- Social Inclusiveness
- Soil
- Waste
- Water

- 5.1.2 For the SEA of the LTP, Economic Factors and Social Inclusiveness were not legally required. However a much better analysis of the effects of the LTP in Torbay was thought possible if these topics were included. The objectives and indicators chosen to match these additional topics were taken from ODPM SA Guidance.
- 5.1.3 SEA and SA guidance from the ODPM recognizes that baseline information is constantly changing and that much information is not available as yet. It advocates that data collection should be a continuous process and that gaps in available information should be recorded as well as uncertainties. Only relevant data should be collected to allow the potential effects of the plan to be assessed.
- 5.1.4 Information was collected from a variety of sources which are referenced throughout the full baseline survey in Appendix 1. Sources from within Torbay Council, published information and National, Regional, County and Local online datasets are included. Information requests were also sent to the following organizations:

- Torbay Primary Care Trust (PCT)
- Torbay Development Agency
- Torbay Tourist Information Centre
- RSPB

Devon wildlife Trust
Coast and Countryside Trust
REGEN South West
The Environment Agency
English Nature
English Heritage
Devon Association of Renewable Energy (DARE)
Defra, Rural Development Service, Reading
Devon Biodiversity Records Centre
Maps produced on Geographic Information Systems (GIS)

Summary of Baseline Survey

5.2 Air

5.2.1 The air quality in Torbay is generally good meeting 6 out of 7 air quality objectives. Only one location (Hele Road) is classified as an Air Quality Management Area, failing Nitrogen dioxide levels for 2003-2004. However other areas such as Brixham Bolton Cross and Dartmouth Road in Paignton are moving towards becoming AQMAs in the near future. Torbay has relatively low levels of industrial activity, and therefore, traffic forms the main source of air pollution in the area, in particular levels of nitrogen dioxide. This problem may become worse as traffic levels are growing by 1.5% per annum and is further exacerbated in the summer months with additional visitors and tourists. It is predicted that Torbay will pass all of its air quality objectives for 2010 as a result of improved vehicle technology, but this may be overtaken by traffic volume increases. Much more monitoring needs to take place which may indicate other areas of poor air quality

Key Issues

- Maintain good air quality
- Remove AQMA and potential AQMA sites
- Reduce congestion levels

5.3 Biodiversity Flora and Fauna

5.3.1 Torbay is part of the South Devon Natural Area where varied geology produces diverse coastal and inland habitats. The main habitats found in Torbay are outlined below and in Figure 4. It should be recognised that these habitats are interdependent upon each other. The links between these habitats provided, for example by streams and hedges, are essential for their long-term survival. Much more information is needed concerning the amount and status of these habitats, which should become available when the new Torbay Biodiversity Action Plan is produced.

- 5.3.2 Calcareous grassland: Supports a large number of nationally important species, for example Small Hare's Ear. Torbay has the most extensive calcareous grasslands in Devon, the largest being Berry Head and Walls Hill (both Sites of Special Scientific Interest). These areas are vulnerable to nutrient boost, for example by dog fouling, and to trampling and erosion which have caused degradation.
- 5.3.3 Seacliff and cliff tops: Cliff tops in the South Devon area are under pressure from farming practices and lack of management that has led to an invasion of scrub. The cliff tops at Berry Head have one of the largest concentrations of breeding sea birds in the South Devon Natural Area.
- 5.3.4 Heathland: There is only one remaining patch of heathland at Berry Head. A 1991 survey indicates that the area is contracting due to gorse invasion.
- 5.3.5 Farmland and Hedgerows: There is concern over the use of post and wire fencing as opposed to natural hedges and a lack of management of traditional field hedgerows which substantially reduces their ecological value. Hedgerows support a number of species including the greater horseshoe bat. Of particular concern has been the ciril bunting. In 1989 only four pairs were found in South Devon. Torbay now has 10 to 12% of the UK Ciril Bunting population.
- 5.3.6 Woodland: The Wildlife Trust's Survey 1991 indicated that approximately 18% of undeveloped land in Torbay is woodland. There is a total of 532 Ha, 40 Ha of which are classed as ancient woodland. These are found at Clennon Valley, Occombe Woods, Lupton Park and The Grove.
- 5.3.7 Urban Habitats: Much of Torbay is urbanised providing a variety of habitats. Of particular concern has been the intensive use of pesticides, which has reduced the number of species feeding on invertebrates/insects. Other problems include recreational pressures, fragmentation, over management and development.
- 5.3.8 The marine environment provides habitats for a range of wildlife. Species of particular concern are dolphins, porpoises, basking sharks and seabirds (threatened by the fishing industry, boat activity and pollution).
- 5.3.9 Due to the nature conservation importance of Torbay there are a number of designations from local to regional, national and international. Torbay has 45 Local Wildlife Sites (LWS) and 28 County Wildlife Sites (CWS). In 1998 survey work to identify the condition of those sites thought to be of concern revealed that the majority required minor management, largely scrub clearance.
- 5.3.10 Area of Outstanding Natural Beauty (AONB): Land to the east and west of Brixham is part of the South Devon AONB. This area is under pressure from

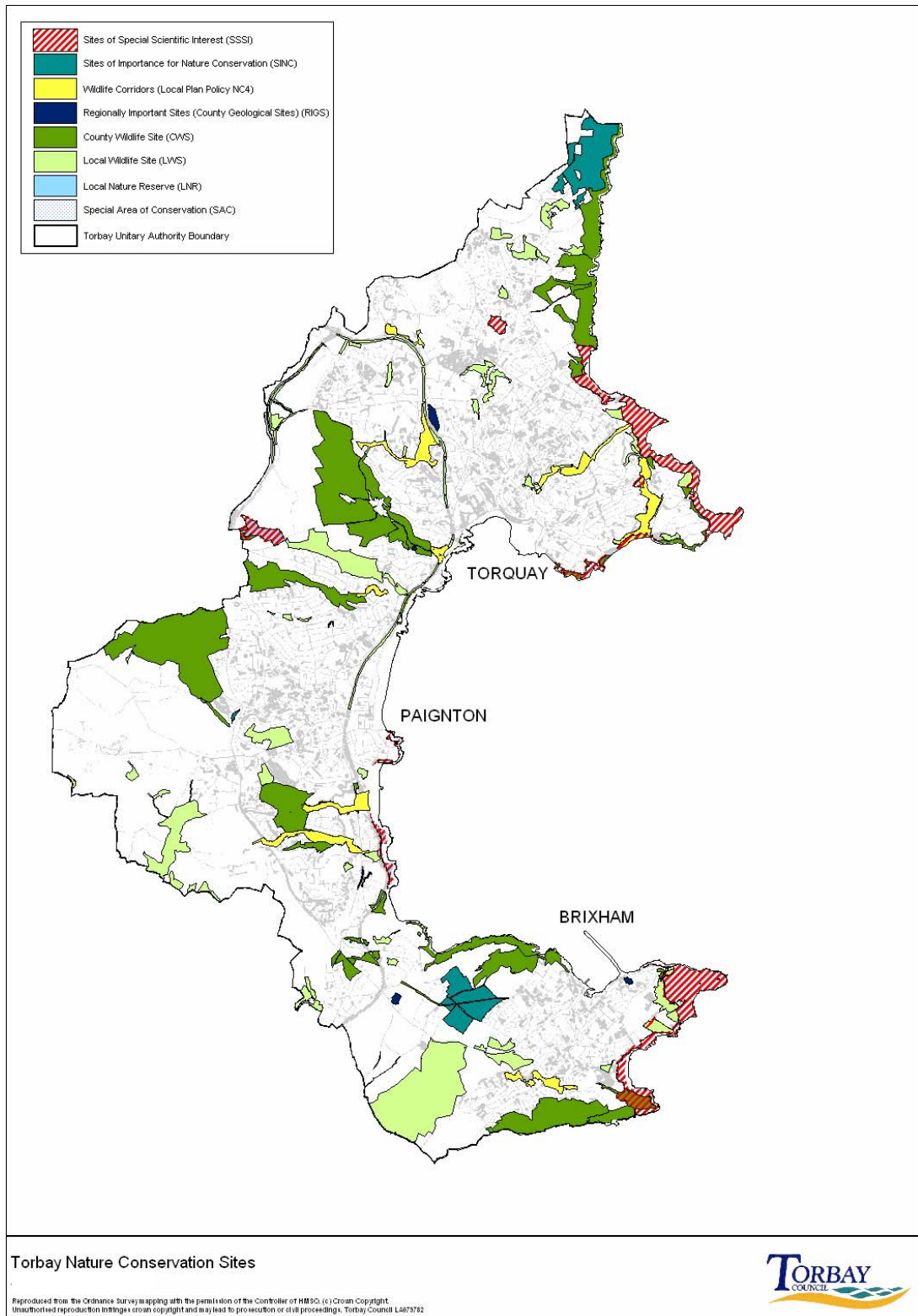
traffic volumes, especially during the summer months due to tourism. It is also under threat from development pressure as suitable land is restricted in Torbay owing to its coastal proximity and number of quality landscapes and habitats.

- 5.3.11 Regionally Important Geological Sites (RIGS): there are six official RIGS sites, for example Breakwater Quarry in Brixham, with more pending designation.
- 5.3.12 Torbay has 12 Sites of Special Scientific Interest (SSSIs), the condition of which has been monitored by English Nature between 1999 and 2004. Torbay's SSSIs are in a relatively good condition, with a high proportion of 'area in favourable condition' and no areas in 'unfavourable/ declining condition'.
- 5.3.13 Candidate Special Area of Conservation/ Special Area of Conservation (cSAC/SAC): Stretches from Berry Head to Sharkham Point and is internationally designated for a number of reasons including the largest UK colony of the Greater Horseshoe Bat whose habitat is under threat.
- 5.3.14 Berry Head is a particularly sensitive area with a number of designations including SSSI, Area of Special Protection, Candidate Special Area of Conservation, a National Nature Reserve, and AONB. In addition Torbay has 28 Sensitive Marine Areas, as designated by English Nature. Its designations include the underwater Local Nature Reserve and SSSI of Saltern Cove.

Key Issues:

- There are many important ecological features within Torbay, including the marine environment.
- More survey work needs to be conducted to identify the condition of protected sites. The pending Torbay Biodiversity Action Plan should address this.
- Development is extensively constrained by geography and landscape designations, with the sea forming an absolute barrier to the east. All development proposals should be aware of the extent and location of landscape designations.

Figure 4: Map of Torbay Designated Areas



5.4 Climatic Factors

- 5.4.1 There are a number of challenges associated with the predicted rise of temperatures in the South West due to climate change. Torbay is a coastal location already vulnerable to flooding. A rise in sea level may increase conflict between urban areas, farmland and protected areas and sites. Some species may be squeezed out or migrate northwards due to the warmer, conditions on which other species may thrive. Increased urbanisation and more frequent storms will also exacerbate flooding.
- 5.4.2 Other areas of concern include the availability of freshwater and the implications for the fishing industry in Brixham. The rail link between Torbay and Exeter runs along the coast at Teignmouth and Dawlish and has in the past proved vulnerable to storm damage. This link is likely to come under increasing pressure.
- 5.4.3 Lifestyle changes may include increased demand for access to open spaces, rivers and coasts in the summer months. There is also the potential to extend the tourist season and the possibility that more people will holiday in the UK rather than abroad. For agriculture there may also be the opportunity to expand the growing season.
- 5.4.4 Torbay is reducing carbon emissions in two main ways, firstly by reducing emissions from cars. The take up of green fuels has not been high in Torbay so the emphasis has been on reducing the need to travel by car, encouraging the use of public transport, walking and cycling. School travel plans covered 60% of students by 2005 and this number is rising. Although 30% of the Bay's workforce is covered by a travel plan, the take up of these schemes has not been high due to the relatively small number of larger employers. Bus patronage is rising reaching 6,498,000 passenger journeys in 2004/05. There are also increased bus services, cycle facilities, information and restrictions on parking.
- 5.4.5 The reliability of the train service has improved to 98.5% in 2003/2004 and levels of cycling are increasing with the last census finding that 1.9% of the working population cycle to work. There are currently new monitoring schemes being established to monitor cycle trips. The census also showed that 21.7% walk to work. The condition of pedestrian footways has improved to 76% in good condition by 2003/04. However the car is still the dominant mode with 67.5% of journeys to work. Car ownership within Torbay, however, is not as high as in the rest of the region.
- 5.4.6 The second option for reducing carbon emissions is through renewable energy generation. Torbay has limited opportunities for wind power due to the high proportion of urban areas and designated landscapes. Other potential renewable sources include wave and tidal energy, or increased uptake of solar panels for domestic and business uses.

Key Issues

- Torbay's coastal location makes it vulnerable to the effects of climate change, including increased flooding
- All plans should be aware of the need to reduce travel by car
- Wherever possible the incorporation of energy conservation measures and alternative energy technology should be considered in development

5.5 Economic Factors

- 5.5.1 The economy of Torbay is largely dependent upon the tourism industry, sectors of which are in decline. This has led to a seasonal, low wage economy. Torbay has one of the lowest levels of Gross Value Added (GVA) per head both regionally and nationally.
- 5.5.2 Unemployment has been high in the past, but has reduced to near national levels, largely due to an improvement in the overall national economy. Male unemployment has traditionally been high due to dependence upon the service industry, particularly tourism, and a lack of well-paid, high value added jobs. This situation, however, has improved since 2001.
- 5.5.3 Torbay has pockets of severe deprivation. According to the English Indices of Deprivation, in Torbay 16% of the population live in an area within the top 20% in the Rank of Income Deprivation. The area also suffers from a poor skills base and communications.
- 5.5.4 Between 2002 and 2003 there was a growth in the business sector, particularly in business services. Other growth sectors included administration, education and health.
- 5.5.5 Fishing is Brixham's main industry although its input was only 0.6% of Torbay's economic output. The actual number of vessels fluctuates but the overall pattern is of decline.
- 5.5.6 Torbay is the premier tourist resort in the UK and the largest in terms of bed nights, about 8.5 million each year. Torbay has traditionally catered for the British 'bucket and spade' holiday but since the 1970s this form of holiday has been in decline. The move has been towards short break, weekend and second holidays, as well as educational, business and special interest tourism. In high season one in three jobs in the area are tourism-based. Visitor spending appears to be increasing from £300 million in 1999 to £410 million in 2003.

Key Issues

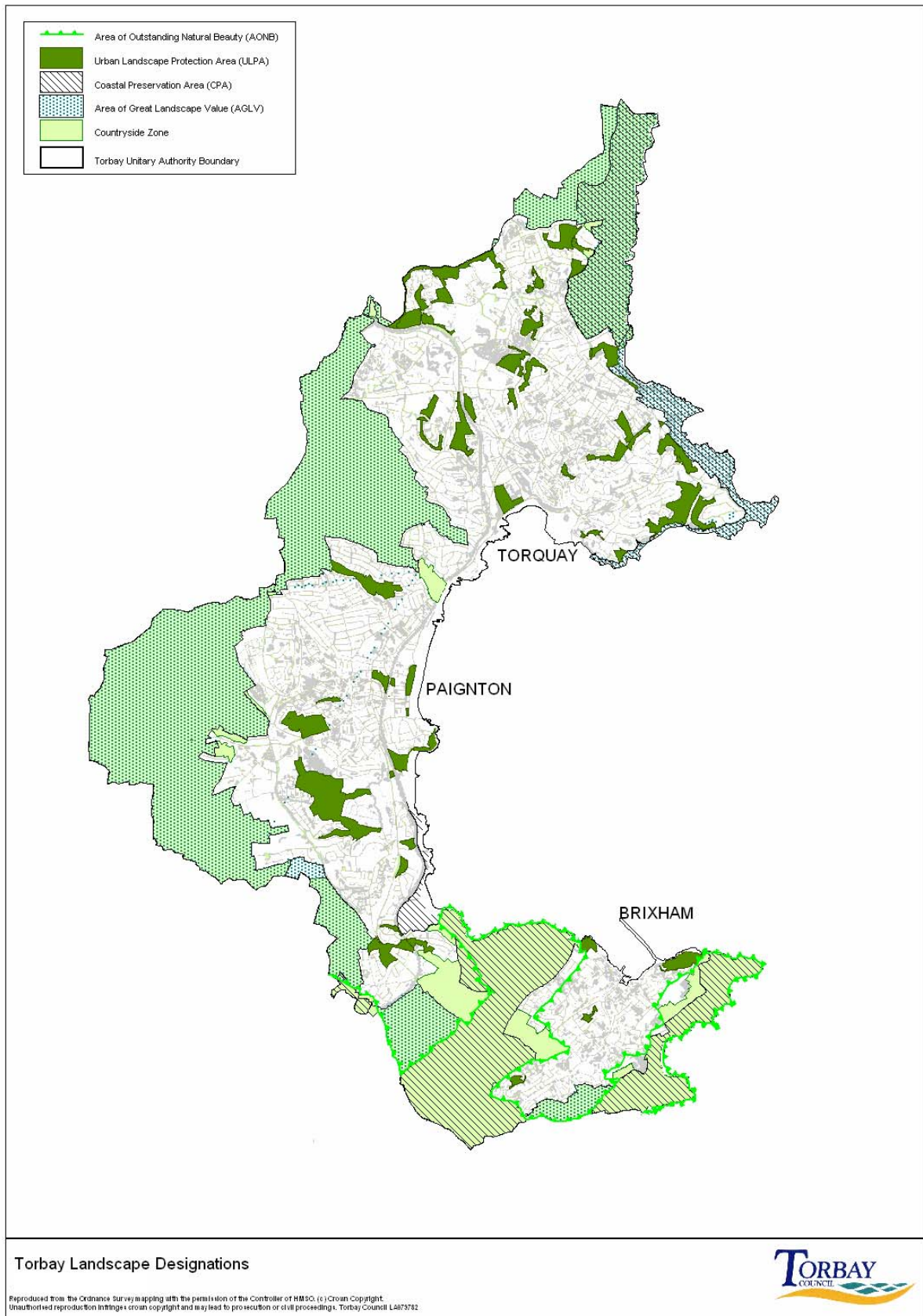
- There has been a decline in the tourism and leisure industries
- Average incomes are low
- There is a lack of quality jobs and employment prospects
- There is a lack of economic diversity
- There is an out – migration of graduates
- There is a need for economic regeneration

5.6 Landscape and Heritage

Landscape

- 5.6.1 The landscape is protected by many designations (see figure 5) including two county designations of Area of Great Landscape Value and Coastal Preservation Area. Additional green wedges are created by countryside zones, which prevent the merging of the urban areas, and keep the three towns of Brixham, Paignton and Torquay separate. The Countryside Agency has designated the land surrounding Brixham as part of the South Devon AONB and partially Countryside Protection Area.
- 5.6.2 There are currently pressures on or near the AONB boundary from development. There is also pressure to convert barns to residential use from the farming community who are having to diversify. Additionally there is a need to address light pollution, increasing traffic and noise pollution. The natural environment is therefore changing and there is a gradual decline of wildlife species due to changes in the farmed landscapes.
- 5.6.3 Torbay has 46 Urban Landscape Protection Areas and there is a recognised need to protect urban green spaces including public parks and amenity areas.
- 5.6.4 There are two areas of ancient woodland identified by English Nature in Rams Hill Copse and Clennon Hill in Paignton. Torbay's stock of trees is in decline due to a lack of new saplings being planted. This situation has been recognised in the Local Community Action Plan and 20 new tree wardens are proposed. There is however a lack of data on this trend or the condition of the existing trees.

Figure 5: Landscape Designations in Torbay



Heritage

5.6.5 Within Torbay itself the local distinctiveness of this historic area is fundamental in maintaining its role as a tourist resort, a significant sector of the local economy. Local heritage is promoted through the three registered museums, Torquay Museum (17,000 visitors a year), Brixham Heritage Museum (8,000 visitors a year) and Torre Abbey (20,000 visitors a year). The following table from the Torbay Heritage Strategy 2004 sets out the key assets of Torbay into themes that tell the story of Torbay's heritage.

Table 3: Key Heritage Assets

Theme	Key Heritage Assets	
The making of the Bay and its original inhabitants		<ul style="list-style-type: none"> • Greater horseshoe Bats • Marine life • Coastal landscapes
The first humans	<ul style="list-style-type: none"> • Kents Cavern • Wall's Hill 	<ul style="list-style-type: none"> • Broadsands Tomb • Brixham Cavern
Early settlement / rural life		<ul style="list-style-type: none"> • Higher Brixham • Churston Ferrers • Galmpton • Orchards, rural landscapes • Occombe Farm • Devon dialects and customs
Maritime and industrial life	<ul style="list-style-type: none"> • Brixham Harbour • Brixham Heritage Fleet • Paignton Harbour 	<ul style="list-style-type: none"> • Shipwrecks • Building and craft skills • Cockington forge
A nation at war		<ul style="list-style-type: none"> • WWII slipways, Torquay Harbour
The tourist resort / Urban life	<ul style="list-style-type: none"> • Torquay Harbour • Victorian Villas • Markets • Churches: <ul style="list-style-type: none"> ○ Babbacombe, All Saints ○ Montpelier Road, St. John the Evangelist • Oldway Mansion and gardens 	<ul style="list-style-type: none"> • The Pavilion • Paignton Pier • Torbay cinema • The Palace Theatre • Princess Gardens / Rock Walk • Coastal walks • Railway heritage • Brunel Woods

Theme	Key Heritage Assets
Famous inhabitants and connections	<ul style="list-style-type: none"> • William of Orange • William Pengelly • P. Singer • The Cary Family • The Palk Family

5.6.6 Nationally important structures, habitats, geology, species and collections are key strengths for Torbay's heritage. There are also high quality urban and natural landscapes, including the marine environment. Strong links between economy, heritage and culture are recognised and Torbay's heritage is considered to be a driver for regeneration initiatives. A large proportion of heritage assets are in public ownership and / or open to the public. Most of Torbay's heritage features are covered by statutory and advisory designations and there is a growing use of heritage assets for education and training.

5.6.7 There are, however, threats to this heritage which include:

- Reductions in the availability of grant support or lack of funding
- Difficulties of conserving landscape – scale features with multiple ownership
- Inappropriate use and over-use
- Coastal erosion
- Incremental small – scale losses

5.6.8 There are a total of 24 conservation areas in Torbay, which have been designated due to their special architectural or historic character. It is recognised that buildings in some of these areas have been subject to inappropriate development for example extensions. More information is needed concerning the conservation areas and this is being addressed through Character Assessments being developed by Torbay Council.

5.6.9 Currently there is one Character Assessment available for the Torquay Harbour Conservation Area which covers 38ha; including Harbour installations but excluding enclosed water. Within the conservation area are examples of fine buildings and urban development from every decade from the end of the eighteenth century. As well as threats to buildings within the conservation areas, the most obvious non building problems in the area include:

- Heavy traffic flows which conflict with pedestrian movement, especially in the Strand and Torwood Street area
- Run-down pedestrian links such as stairways and alleys
- Lack of co-ordinated interpretation of the historic environment, such as heritage trails and poor quality signage

5.6.10 Torbay has 860 listed buildings of historic or architectural interest. Forty-four of the listed buildings are at risk of which nine are category one (highest risk). The council is currently identifying the needs of these sites.

5.6.11 The number of historic parks and gardens has increased from three in 1983 to six in 2002. There is no information at present concerning the condition of these sites.

5.6.12 Torbay has some 13⁷ scheduled ancient monuments including buried sites and shipwrecks which are protected by law⁸. However, there are also a large number of sites which do not hold such high levels of protection but are recorded for their archaeological value by the Historic Environment Record. More information is needed concerning the condition of these sites.

Streetscape

5.6.13 Streetscape has been described as 'the design quality of the street and its visual effect, particularly how the paved area (carriageway and footway) is laid out and treated'⁹. It includes the buildings, the street surface, and also the fixtures and fittings such as bus shelters, signage and planting schemes¹⁰.

5.6.14 The main problems for streetscape involve the condition of the paving surfaces and the state of the street furniture and the condition and cleaning of litterbins¹¹. English Heritage has highlighted the damaging effect of inappropriately located and designed transport infrastructure on the character of the wider landscape and public realm¹².

5.6.15 The Torbay Streetscape guidelines 2004 – 2007 outline the following problems:

1. There is a lack of an overall, co-ordinated strategy for Torbay's streets;
2. Government guidance has favoured the car over pedestrians;
3. There is limited funding available for improvements;
4. There has been a gradual degradation of the streetscape;
5. Clutter;
6. Damage to streets by poorly reinstated utility works;
7. A low standard of maintenance;
8. Under –investment in the urban fabric and inappropriate advertising and signage.

⁷ English Heritage, Heritage Counts, the State of the South West's Historic Environment 2005

⁸ Torbay Council (2004) Adopted Local Plan 1995-2011

⁹ CABE, Paving the Way, May 2005, p.15

¹⁰ Torbay Council (2004) Torbay Streetscape Guidelines 2004 - 2007

¹¹ Local Environmental Quality Survey of England, ENCAMS (Tidy Britain), September 2002.

¹² Streets for all South West, English Heritage, 2005.

Key Issues

- Torbay has a high number of landscape and heritage designations
- Torbay has a high quality historic environment
- There is a need for more information concerning the status and management requirements of many of these areas
- Development should be aware of the location of heritage and landscape designations and its possible impact on those designated areas.
- There is a danger of small scale changes, for example in conservation areas, having a cumulative effect on the character and quality of historic assets
- There is a problem with growing traffic volumes within conservation areas, in particular in Torquay Harbour.
- Street signage and other transport related features need to be sympathetic to their surrounding environment, especially in conservation areas and there is a need to avoid creating 'street clutter'.

5.7 Population and Human Health

- 5.7.1 The population of Torbay is increasing in line with the South West generally. However it is estimated that Torbay's population would have increased by 23.1% by 2028, which is comparably high. This has serious implications for the future provision of services and the generation of development and traffic pressures. In addition Torbay experiences significant increases in population during the summer from an extra 80,000 visitors. The urban areas, constrained by natural topography have a high population density, averaging at 20 persons per hectare by in excess of 90 persons per hectare in some areas.
- 5.7.2 Torbay's population is skewed towards a high proportion of elderly residents with 23% of the population aged over 65, compared to 16% nationally. Torbay also has a smaller than average proportion in the working age group 20 to 45. The working population is expected to decrease from 48.5 to 45.1% of the total by 2021.
- 5.7.3 The high proportion of elderly residents places pressure on local health care systems. Nursing and residential home places and the provision of domiciliary care are difficult to obtain. The 2001 census noted that 14,000 people in Torbay provide unpaid care for family or friends, this is very high in comparison to other areas and looks set to continue. There have also been difficulties with the provision of dental care both nationally and locally in recent years and the future of dentist provision is still uncertain.
- 5.7.4 Mortality from killer diseases (over 75 years of age) has declined substantially, in line with English trends and, although there was a slight increase between 2001 and 2003, remains below the local PCT (Primary Care Trust) threshold. Deaths from cancer have also fallen between 1995 and 2001, after which figures have risen to just above PCT thresholds. The

majority of cancer deaths are from lung cancer. Torbay has a smoking prevalence of 28% in line with national figures, and the trend is down slightly.

- 5.7.5 Obesity is a growing problem both locally and nationally (20% of the Torbay population are obese). There is a lack of current data concerning activity levels but in 1998 60% of men and 75% of women were not active at the desired level. The PCT has identified several barriers to increasing activity levels including cost of and distance to facilities, safety concerns, street lighting, quality of parks and open spaces, and the presence or absence of cycle paths and footpaths. Teenage conception rates, although erratic, remain largely above Torbay and England targets.
- 5.7.6 There has been little detailed work into noise levels in Torbay, but it is generally recognised that the main sources of ambient noise are from Traffic, particularly at peak times, and noise generated by Torbay's expanding evening economy. As both these factors are increasing, noise may become a growing problem for the future. It has been highlighted that future transport plans should recognise the need to disperse people from town centres swiftly and safely.
- 5.7.7 Data relating to casualties caused by road accidents is erratic in nature, but indicates a definite downward trend in the number of serious and fatal casualties, which remain below the Department of Transport targets. The number of pedestrians killed or injured is low and remains low. The number of children killed or injured has been decreasing since 1999. Both of these indicators are also below set targets.
- 5.7.8 The English Indices of Deprivation Rank for Health and Disability in Torbay (2004) highlights a number of areas where health deprivation is within the top 20% of the ranking of most deprived areas in the UK. Accessibility to health care is an issue in terms of physical access, which is especially problematic for the elderly and socially isolated. This is exacerbated by the topography and lack of local general practices (GPs) serving new developments. The result has been that access to GPs being largely dependent on private cars and taxis. There is also a recognised need to increase the capacity of the patient transport service and to improve accessibility to the hospital out of hours and weekends through the public transport system.

Key Issues

- The population is skewed towards a high number of elderly residents
- There is a high rate of population increase, predominantly through inward migration
- The population grows by around 80,000 during the holiday season
- There is a shortfall of people of working age and a high migration in retired people
- There are pockets of health deprivation

- There are problems with access to healthcare in some locations especially for the elderly
- 20% of Torbay's population are considered to be obese
- Transport noise is generally not considered to be a problem in Torbay, although more data is needed to confirm this.
- Torbay's record for road traffic accidents is good, being at or below government targets.

5.8 Social Inclusiveness

- 5.8.1 There is a lack of affordable housing in Torbay linked to high levels of deprivation. A survey from 2003 indicated a need to provide 1816 units of affordable housing per year over the next five years. This however is four times the completion rate for all dwellings for this period. The Local Plan target is to provide an additional 130 units of affordable housing per year and approximately 88 units per year are gained through the planning system. In Torbay the average house price is worth approximately six times the average salary. The 2003 survey indicated that 3.1% of households in Torbay are in housing need compared to the south West at 1.5%. Homelessness is an issue for Torbay with the number of households classified as homeless rising from 185 in 1999/00 to 339 in 2002/03.
- 5.8.2 Education achievement is generally at or above national levels and schools are improving in line with national progress. No school is considered to have a serious weakness requiring special measures according to Ofsted. However there remain small pockets of education deprivation. Torbay also has a continuing relatively high number of pupils not taught in mainstream school. Additionally Torbay is experiencing falling rolls in primary schools, numbers have continued falling since 2000, in line with national trends.
- 5.8.3 Torbay has been monitoring school travel plans since 2004. The results for 2005 are as yet unavailable and a trend is difficult to determine. Figures for 2004 show that 43% of school children arrived by car and 43% walked to school, although the figures vary between schools.
- 5.8.4 Access to community facilities can be a problem in Torbay. More than a third of Torbay residents live in an area ranked within the top 20% in the English Indices of Deprivation rankings for Living Environment Deprivation. Public transport provision has often not adapted quickly enough to new developments, although Torbay Council is trying to rectify this through co-operation with local bus companies.
- 5.8.5 Community facilities are generally well dispersed, although there are issues with the quality of the infrastructure. Surveys indicate that 30% of sporting facilities are in poor or very poor condition. A council survey in 1994 found a shortfall of playing pitch provision and serious dissatisfaction with the quality of facilities.

- 5.8.6 Patterns of employment combined with a significant commuter population create a number of issues in terms of accessibility to employment. There is a need to provide direct bus links from the most deprived areas of Torbay to employment areas in Paignton. Additionally 24 hour, 7 day per week services are required for shift workers.
- 5.8.7 There is no data collected on the number of public transport journeys undertaken by disabled users. However it is thought that general accessibility improvements to the transport system will facilitate disabled users. The Council is currently installing software to identify the need for accessibility improvements. The council also aims to introduce smart cards, CCTV, GPRS, audio positioning and information announcements on all buses. Large screen information will also be available on all trunk routes.
- 5.8.8 Although relatively low compared to national figures, crime rates have increased in Torbay over the last three years. Some of the increase, however, is due to new crime recording system. Data collected over the next few years will indicate how much of the trend is due to increasing crime or increased reporting of crime. Over 12,000 Torbay residents live in an area ranked in the top 20% in the English indices of Deprivation ranking of Crime and Disorder Deprivation. Although the levels of crime are relatively low, fear of crime is still a significant issue. A 2004 survey found that 75% of respondents considered crime to be a very or fairly large problem.

Key Issues

- There is a high need for affordable housing – with house prices beyond the reach of most local incomes
- There is an overall housing shortfall
- There are problems with accessibility to jobs and services within new developments
- There is a high fear of crime
- There is no data on the number of people with disabilities using public transport
- Education achievement is good, generally at or above national levels

5.9 Soil

- 5.9.1 Much of the land area in Torbay is urban; the remainder is within the high to moderate categories of 'best and most versatile land'. Agricultural land is precious in Torbay; the best quality land is located at Cockington, Collaton St. Mary and Barton. There has been a significant increase in the proportion of development completions on brownfield land as opposed to greenfield land, but there is always development pressure on greenfield sites in Torbay. This due to its location next to the sea, the traditional high density of

development within the existing urban areas and the high number of protected sites.

Key Issues

- Development should focus on brownfield sites wherever possible
- Soils should be protected from erosion and contamination
- Quality agricultural land should be protected

5.10 Waste

5.10.1 The amount of municipal waste produced in Torbay is increasing in the long term, (despite a reduction between 2002/03 and 2003/04) due to changes in lifestyle and an increasing population. The percentage of household waste recycled in increasing, is up from 20.5 % in 2001/02 to 26.7% in 2003/04. However the target for 2005/06 will be a challenge and major changes will be needed to meet more demanding government targets for the future.

5.10.2 Torbay complies with the proximity principle and the waste hierarchy but much recycled material is transported long distances for commercial reasons and this could be an area for future investigation.

Key Issues

- There is a long - term trend for waste increase driven by lifestyles and an increasing population
- Torbay will have to develop a strategy to meet increased government targets to divert from landfill. This strategy may include recovering energy from waste
- Alternative methods of waste transport could be explored
- There has been recognised success in promoting recycling by communities throughout the bay

5.11 Water

5.11.1 Flooding continues to be a problem for Torbay, especially along the sea front, which causes disruption to transport services and daily life. Galmpton Watercourse has been highly susceptible to flooding in the past but recent remedial works by the Environment Agency have proved successful. The frequency of flooding is variable but predictions of rising sea levels, increased storminess and wetter winters may increase the frequency. There is also a history of flash flooding from urban surfaces, which has been growing due to increased areas of impermeable surfaces.

5.11.2 The quality of Torbay's marine waters has been consistently good and should improve with the recent completion of the new sewage processing plant at Churston.

5.11.3 The quality of Torbay's beaches is also generally good, with 7 of excellent quality and 7 of good quality (EA guidelines). 3 of these are blue flag beaches. However the number of beaches passing the Imperative bathing water standard is down slightly

Key Issues

- Development should be aware of areas subject to coastal and storm/flash flooding
- The impact of development on flood risk should be recognised
- Development should be aware of the risk it poses to both inland watercourses and marine ecosystems through contamination
- Marine water quality is generally good
- The quality of Torbay's beaches is also good.

6 SEA Objectives, Indicators and Targets

6.1 Table of Objectives Indicators and Targets

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
Air	Control air pollution to a level which does not cause damage to natural systems and human health	1. Reduce Congestion Levels	Journey Time around the Bay [3]	25 mph
		2. Reduce the negative effects of the transportation network on air quality	Number of AQMAs [3]	No AQMAs by 2010 [3]
			Number of Air Quality Objectives achieved (Air Quality Regulations 2000) [1], [2]	7 out of 7 objectives met
			Nitrogen Dioxide levels [5]	40ug/m3 (annual mean) by 2005[5] 200ug/m3 not to be exceeded more than 18 times per year (1 hour mean) by 2005 [5]
Source of information for Air Local Transport Plan Annual Progress Report (2004) [1] Updating and Screening Assessment (2003) [2] Draft Provisional Local Transport Plan 2006-2011 (2005) [3] Technical guidance on Local Transport Plan 2, Mandatory Indicators (December 2004) [4] Torbay Council Local Air Quality Management Detailed Assessment and Progress Report 2003 - 2004[5]				

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
Biodiversity	Restore and maintain level of characteristic habitats and species	3. Maintain and enhance management of protected sites and species and prevent further loss	Area/ condition of Local and County Wildlife Sites lost to transport infrastructure improvements	None identified. New Torbay Biodiversity Action Plan (BAP) may contain targets
			Populations figures for indicator species e.g. Cirl Bunting and Greater Horseshoe Bat [2]	Increase Cirl Bunting population by 10% by March 2007[1] New Torbay BAP may contain more targets
			Length of hedgerow/ Number of applications for removal of hedgerow due to transport projects	None identified. New proposed Landscape Survey may produce targets
Source of information for Biodiversity				
Torbay Community Action plan 2004 – 2007 [1] Pending Torbay BAP/ RSPB [2] English Nature [3] South Devon AONB Action Plan 2004-2009 part 1[4] South Devon AONB Action Plan 2004 -2009 part 2 [5]				
Climatic Factors	Reduce vulnerability to the effects of climate change e.g. flooding, disruption to travel by extreme weather	4. Minimise the vulnerability of the transport infrastructure to climate change	Number of days buses diverted due to flooding per annum [2]	No target identified but 16 days during 2004
			CO2 emissions from transport in Torbay	Not measured. International target for all CO2 emissions, 20% reduction (from 1990) in CO2 levels by 2010 [4]
	Reduce the need to travel by car	5. Reduce the contribution of transportation to greenhouse gas emissions including the use of low/zero carbon fuels		Total Vehicle km per annum [2]

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
		6. Encourage Modal shift including improving the integration of different transport modes and enabling demand management	Quality of public transport interchanges [2]	Improve from index of 37 to 55 by 2011[2]
			Scheduled bus services on time [3]	95% by 2010/11[3]
			% of users satisfied with local bus services [5]	40% by 2003/04 [5] 75% by 2011 [2]
			Number of bus passengers [1]	2010-2011 – 7,884,000 passengers per year [2]
			Number cycle trips at key locations [2]	Double number of cycles counted at key locations by 2010/11[3]
Source of information for Climatic Factors LTP – Core Indicators (Annual Bus operator returns) [1] Strategic Transportation Team [2] Torbay Draft Provisional Local Transport Plan 2006 – 2011 (2005) [3] Regional Planning Guidance 10, GOSW September 2001 [4] BVPI Transforming Torbay Making change happen June 2003 [5]				
Economic Factors	To encourage sustained economic growth	7. Ensure the transportation system supports the economy of Torbay including economic regeneration and the tourist industry	% of households within 400m of an hourly or better bus service [4]	Improve from 60.4% in 2004/05 to 100% by 2011
			Number of Visitors to Torbay. Currently 1.45 million staying visitors and 3.8 million day visitors per annum [3] [1]	Improve contribution of tourist industry to Torbay economy by 10% by 2005 [2]

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
Source of information for Economic Factors				
Torbay Visitor Survey 2003 (South West Tourism Research Department) [1]				
Torbay Tourism Strategy 1995 – 2005 [2]				
Draft Tourism Strategy 2005 – 2015 [3]				
Guidance on accessibility Planning in Local Transport Plans, Department for Transport (December 2004) [4]				
Landscape and Heritage	To maintain and enhance the quality of landscapes and townscapes	8. Maintain and enhance quality landscapes in particular the AONB (reduce intense traffic pressure, particularly in summer months)	Area of AONB lost to Transport Infrastructure improvements	None identified
		9. Preserve the historic environment and heritage, protecting and enhancing the character of urban and rural areas and the quality of the public realm	Number of historic buildings classified as at risk [2]	Reduce the number of historic buildings at risk by 10% [2]
			Heritage indicators, eg number of improvement schemes in conservation areas, clutter audits?	None identified
Source of information for Landscape and Heritage				
South Devon area of outstanding natural beauty Management plan 2004-2009 part 1 [1]				
BAR Register [2]				
Population and Human Health	To inspire and enable the development of sustainable communities in Torbay	10. Ensure the transportation system can support population growth in Torbay	Capacity of bus services	None identified
		11. Improve health and reduce obesity	Number of patients considered obese [1]	Regional Project underway [1]
			Condition of footways – categories 1,1a,2 [2]	10% fail of national standard by 2011 [2]

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
	To protect and enhance human Health	12. Reduce the adverse effects of transport on safety	Number of deaths and serious injuries through road traffic accidents [3]	Target set by National Government for 2005 and adapted to Torbay 25 [3]
		13. Reduce the adverse effects of traffic noise	Number of complaints related to transport noise	None identified
Source of information for Population and Human Health PCT Response to inquiry 30 March 2005[1] BVPI Transforming Torbay Making change happen June 2003 [2] Torbay Council (2004) 'Annual Progress Report – Local Transport Plan 2001-2006' [3]				
Social Inclusiveness	To improve accessibility to essential services and facilities	14. Improve transport accessibility for disadvantaged groups	Number of blue badge parking spaces [3]	30% increase by 2011[3]
			% of households without access to a car within 30 minutes of a hospital by public transport [5]	90% 2011
			Number of community transport users [3]	4000 by 2010/11 [3]
		15. Improve accessibility by non car modes to essential facilities, for example: learning and health facilities; employment; food and shops	Travel to school patterns [2]	Currently 43% of children travel to school by private car [2] 35% by 2011 [4].
		Number of schools covered by travel plans [4]	School Travel plans to cover all schools and grant aid to help encourage other modes of transport [2]	

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
			% of households within and 30 minutes of a major centre by public transport [5]	From 80.5% in 2004/045 to 100% in 2010/11
		16. Improve access to cultural facilities and activities	None identified	
	Reduce and prevent crime, reduce fear of crime	17. Reduce crime and fear of crime	% of population who feel unsafe out on their own after dark in Torbay (currently 54.2%) [1]	None identified. Torbay Council aims to introduce CCTV on all bus routes by 2007 [4]
			Number of transport related crime incidents	None identified
Source of information for social Inclusiveness				
Torbay Learning and Culture Services, 2005 [1] Torbay Council Hands Up Survey 2005 [2] Torbay Provisional Local Transport Plan 2006 – 2011 (2005) [3] Strategic Transportation Team 2005 Internal Enquiry[4] Guidance on Accessibility Planning in Local Transport Plans, Department for Transport (December 2004) [5]				
Soil	Maintain and Improve environmental quality and assets	18. Facilitate development of brownfield land in preference to greenfield	Increase proportion of brownfield site development [1]	National Target 60% of new housing development to be brownfield development [2]
			Greenfield land taken for transport schemes	None identified
Source of information for soils				
Torbay Housing Land Monitor (2004) [1] Planning Policy Guidance 3 [2]				
Water	Minimise the impact of flooding on homes, businesses, infrastructure	19. Reduce impact of transport infrastructure on flooding	Number of transport schemes incorporating SUDS	None identified

Revised SEA Objectives for the LTP 2				
SEA Topic	Higher Objective	Sub Objective	Indicator	Target
	and biodiversity		Number of planning applications for transport infrastructure permitted against Agency advice (i.e. where flood risk is considered significant) [2]	No data identified
Source of information for Water Review of Flooding Within Torbay' (January 2005).[1] High Level Target 12 data from [1] above [2]				

7 Appraisal guide

7.1 Table identifying what the SEA will look for

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Air				
1. Control air pollution to a level which does not cause damage to natural systems and human health	1.1 Reduce Congestion Levels	Torbay has congestion hot spots	Objectives and schemes to relieve the congestion hot spots	Air Quality Strategy: Working Together for Clean Air
	1.2. Reduce the negative effects of the transportation network on air quality	Air quality generally good. Torbay has one AQMA and 2 potential AQMAs. The main air pollutant in Torbay is NO2 from traffic	Objectives and schemes to relieve AQMA and potential AQMAs. To reduce NO2 levels as well as other air pollutants from traffic	PPG 13 Transport, ODPM 2002 A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Biodiversity				
2. Restore and maintain levels of characteristic habitats and species	2.1. Maintain and enhance management of protected sites and species and prevent further loss	<p>Torbay has a wealth of such sites, so that further development can be limited</p> <p>Torbay also has locally designated sites such as Local Wildlife Sites that should be protected.</p>	<p>LTP schemes within protected sites</p> <p>Potential cumulative effect of objectives and schemes upon protected sites and species</p> <p>Mitigation/avoidance of damage to protected sites</p> <p>Sensitivity of LTP to quality of surrounding environment</p>	<p>EU Habitats Directives [Directive 92/43/EC] 1992</p> <p>The EC Directive on the Conservation of Wild Birds [79/409/EEC] 1979</p> <p>The Convention on Biological Diversity, Rio DE Janeiro, 1992</p> <p>UK Biodiversity Action Plan, UK Biodiversity Partnership, 1994</p> <p>A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001</p>

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Climatic Factors				
3. Reduce vulnerability to the effects of climate change e.g. flooding, disruption to travel by extreme weather	3.1. Minimise the vulnerability of the transport infrastructure to climate change	Transport infrastructure such as bus routes are regularly flooded	Schemes within flood risk areas. Awareness of flooding issues within LTP	Kyoto Protocol on Climate Change 1997 Environment 2010: Our Future Our Choice (EU Sixth Action Programme), 2001 Climate Change: The UK Programme, DEFRA, 2001
	3.2. Reduce the contribution of transportation to greenhouse gas emissions including the use of low/zero carbon fuels		Objectives and schemes to encourage the use of low/zero carbon fuels in Torbay	A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
4. Reduce the need to travel by car	4.1. Encourage Modal shift including improving the integration of different transport modes and enabling demand management	Modal shift means prioritising pedestrians and non-car modes of travel. Integration of travel modes and demand management rely on improved information for passengers	Objectives and schemes that prioritise non – car modes and improve passenger information Emphasis of LTP towards non- car modes of transport	PPG 13 Transport, ODPM 2002 Our Energy Future – Creating a Low Carbon Economy, DfT/DTI, 2003 Ten Year Plan For Transport, DfT, 200 Developing the Regional Transport strategy in the South West – SWRA, 2004

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Economic Factors				
5. To encourage sustained economic growth	5.1. Ensure the transportation system supports the economy of Torbay including economic regeneration and the tourist industry	<p>The Torbay and South Devon Sub Regional Study advocates a high growth strategy for Torbay to help revitalise the low wage economy and relieve pockets of severe deprivation. This would also help address the shortage of affordable housing.</p> <p>The tourist industry has seen long term decline and the manufacturing industry has had mixed fortunes over the last 15 years.</p>	<p>Objectives and schemes to support regeneration projects</p> <p>Objectives and schemes to support the tourism industry, especially green tourism initiatives</p> <p>Objectives and schemes to support economic diversification</p> <p>An understanding in the LTP of the economic situation within the Bay</p>	<p>PPG 4 Industrial and Commercial Development and Small Firms, ODPM 2001</p> <p>Devon Structure Plan 2001 – 2016 Devon County Council, 2004</p> <p>An Integrated Regional Strategy for the South West – Just Connect (2004 – 2026) SWRA, 2004</p> <p>Towards 2015 – Shaping Tomorrow’s Tourism, SW Tourism, SWRDA, 2005</p>

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Landscape and Heritage				
6. To maintain and enhance the quality of landscapes and townscapes	6.1. Maintain and enhance quality landscapes in particular the AONB (reduce intense traffic pressure, particularly in summer months)	<p>Torbay has a wealth of beautiful and historic landscapes including AONB and AGLV designations and extensive Countryside Zones</p> <p>AONB land near Brixham has been subject to intense traffic pressure particularly during the summer season.</p>	<p>LTP schemes within valued landscapes Especially the potential impact of park and ride scheme on AONB land near Brixham</p> <p>Schemes to relieve traffic pressure on AONB land near Brixham</p> <p>Potential cumulative effect of objectives and schemes upon valued landscapes</p> <p>Mitigation/avoidance of damage to valued landscapes</p> <p>Sensitivity of LTP overall to quality of surrounding environment</p>	<p>Wildlife and Countryside Act 1981</p> <p>Government Rural White Paper: Our Countryside Our Future –A Deal for Rural England, DETR 2000</p> <p>PPG 15 Planning and the Historic environment, ODPM 2002</p> <p>The Historic Environment: A Force for our Future, DCMS, 2001</p> <p>Streets for All, English Heritage 2005</p> <p>A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001</p>

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
	<p>6.2. Preserve the historic environment and heritage, protecting and enhancing the character of urban and rural areas and the quality of the public realm</p>	<p>Torbay has a wealth of Heritage sites. Many of these sites are designated for example Scheduled Ancient Monuments of Which Torbay has 13.</p> <p>There is also a wealth of potential sites that are being investigated, such as areas of potential archaeological interest.</p> <p>Within Torbay there are 24 Conservation Areas, which are having Management Plans developed.</p> <p>There are concerns over the cumulative effects of unnecessary street clutter and a lack of care and attention for Torbay's Streetscapes</p> <p>The quality of Torbay's Heritage is important for its regeneration, especially for the tourist industry</p>	<p>An LTP with schemes considerate to the heritage of Torbay including the location of: Scheduled Ancient Monuments; Historic Parks and Gardens; Conservation Areas; Listed Buildings; Tree Preservation Areas; Sites listed on the Historic Environment Record; undesignated valued sites or sites of potential archaeological interest</p> <p>Objectives and schemes which will preserve the character of streetscapes.</p> <p>Avoidance of creating unnecessary street clutter.</p>	<p>Torbay Heritage Strategy, Torbay Heritage Forum, January 2004</p>

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Population and Human Health				
7. To inspire and enable the development of sustainable communities in Torbay	7.1. Ensure the transportation system can support population growth in Torbay	There has been an overall growth in the population in recent years and the trend is predicted to continue, mostly through the in migration of people in the 55+ age groups.	<p>Objectives and schemes to expand the use of walking, cycling and public transport to meet the needs of the growing population</p> <p>Objectives and schemes to meet the needs of a growing number of elderly passengers</p>	<p>Torbay Community Plan, Torbay Strategic Partnership, 2004</p> <p>PPG 13 Transport, ODPM 2002</p> <p>A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001</p> <p>An Integrated Regional Strategy for the South West – Just Connect (2004 – 2026) SWRA, 2004</p>
8. To improve the health of the population overall	8.1. Improve health and reduce obesity	Encouraging walking and cycling can help reduce obesity and improve general health and fitness	Objectives and schemes to encourage walking and cycling by improving facilities	PPG 13 Transport, ODPM 2002 Annual Report for Torbay, Primary Care Trust 2004/04
	8.2. Reduce the adverse effects of transport on safety	Torbay has a good record on road safety, meeting or exceeding all statutory targets	Objectives and schemes to improve safety for all transport modes	

High level objective	Detailed questions: does the policy / proposal . . .	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
	8.3. Reduce the adverse effects of traffic noise	Traffic noise is generally not considered a problem in Torbay. However it is considered to be a problem in the AONB south of Brixham.	Schemes which include designs to reduce / mitigate against, traffic noise	

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Social Inclusiveness				
<p>9. To improve accessibility to essential services and facilities</p>	<p>9.1. Improve accessibility by non car modes to essential facilities, for example: learning and health facilities; employment; food and shops, particularly for disadvantaged groups</p>	<p>Disadvantaged groups include those who are: young; elderly; frail; disabled; suffering from long term physical or mental illnesses; on low incomes; without access to a car and living in areas with poor facilities. Transport to health facilities, especially GP surgeries, is mostly by private car and taxi</p> <p>The school run in Torbay is associated with congestion and safety issues due to the large numbers of children who are driven to school. This is being addressed by School Travel Plans.</p> <p>There is no sixth form college in Brixham and South Devon College has moved to the edge of Paignton. There are already new bus routes in place to the new site</p>	<p>An LTP which has consideration for these groups and provides objectives and schemes to improve accessibility for them</p> <p>Objectives and schemes to improve access to essential facilities, for example to healthcare</p> <p>Objectives and schemes to improve the provision of community transport for the sick and elderly</p>	<p>PPS 6 Town Centres and Retail Developments, ODPM, 2004</p> <p>PPG 13 Transport, ODPM 2002</p> <p>A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England, SWRA, SWDA, GOSW, 2001</p> <p>Developing the Regional Transport strategy in the South West – SWRA, 2004</p> <p>In search of Chunky Dunsters – A Cultural Strategy for the South West, 2003</p> <p>Torbay Cultural Strategy, Torbay Council 2003</p>

High level objective	Detailed questions: does the policy / proposal ...	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
	9.2. Improve access to cultural facilities and activities	Cultural facilities include community centres, cinemas, sports centres, parks and gardens and other attractions	Objectives and schemes to improve access to cultural facilities	
10. Reduce and prevent crime, reduce fear of crime	10.1. Reduce crime and fear of crime	Crime is a growing problem in Torbay. There are safety concerns for those using transport facilities particularly those waiting at bus stops.	Schemes and objectives to reduce transport crime	PPG 13 Transport, ODPM 2002 Community Safety Strategy 2002 – 2005, Safer Communities Torbay, 2002
SEA Topic Soil				
11. Maintain and Improve environmental quality and assets	11.1. Facilitate development of brownfield land in preference to greenfield	Quality Agricultural land is precious in Torbay Most of the greenfield sites valued and protected Using brownfield land is more sustainable as these sites are generally better served by public transport and other facilities	A transport network which has the capacity to serve brownfield development sites	Communities Plan (Sustainable Communities: Building for the Future) ODPM 2003 Torbay Local Plan, Torbay Council 1995 – 2011, 2004

High level objective	Detailed questions: does the policy / proposal . . .	Explanation of the detailed question (where not obvious)	What appraisal will look for	Relevant Plans, Programmes and Strategies reviewed (see Appendix 2)
SEA Topic Water				
12. Minimise the impact of flooding on homes, businesses, infrastructure and biodiversity	12.1. minimise contribution of transport infrastructure to flooding	Transport infrastructure such as road surfaces increase flash flood risk	Mitigation / avoidance of increasing flood risk Cumulative effect of LTP objectives and schemes on flash flood risk	PPG 25 Development and Flood Risk, ODPM, 2001

8 Data Gaps

The main data gaps are presented in the following table

Data Gap	Potential Source / explanation
Area and condition of Local Wildlife Sites and County Wildlife Sites lost to transport schemes over the life of the LTP	<p>Two transport schemes (Windy Corner and improvements to the A380 at Edginswell) are planned which will take land from Local and County Wildlife Sites.</p> <p>The emerging Torbay Biodiversity Action Plan may have information on loss of habitats.</p>
Recent population figures for indicator species, for example Horseshoe Bat and Cirl Bunting	<p>Improvements to A380 at Edginswell and South Devon Link Road may affect these species.</p> <p>The emerging Torbay Biodiversity Action Plan may have information on loss of indicator species</p>
Loss of hedgerow due to transport projects	<p>The emerging Torbay Biodiversity Action Plan may have information on loss of hedgerow</p>
There is no appropriate indicator to measure how congestion relief schemes will benefit Torbay's economy	<p>One of the most important ways in which transport planning can support the local economy is by congestion relief</p> <p>Although there are schemes within the LTP2 to relieve congestion which will support regeneration projects in Paignton and Brixham, there is no indicator for Torbay to directly correlate this link</p>
Area of Outstanding Natural Beauty/ Area of Great Landscape Value lost to transport improvements	<p>This information could help to determine the loss of valued landscape to transport projects</p> <p>GIS information could be used if the effect is significant</p>
CO ₂ emissions from transport within Torbay	<p>Carbon footprint for transport not yet determined.</p> <p>Research scheduled for 2006</p>
Number of transport schemes scheduled within Conservation Areas.	<p>Torbay has a rich heritage with 24 conservation areas. There are fears that the historic character is being gradually eroded.</p> <p>All schemes planned within conservation</p>

Data Gap	Potential Source / explanation
	areas must be sensitive to the local historic environment.
Number of transport schemes incorporating SUDS	This could be measured over the life of the LTP for new schemes
Total greenfield land taken for transport schemes	This can be calculated from design guides for new schemes as they are further developed

9 Appraising the LTP2

9.1 LTP strategic alternatives

9.2 Main strategic alternatives considered and how they were identified

- 9.2.1 Initially for the Scoping Report an appraisal was undertaken using a plan/no plan scenario, where no plan meant no transport strategy at all as the life of the existing plan is coming to an end to be replaced by the LTP2. In hindsight the 'no plan' scenario is not a realistic alternative and this information is not in the main body of the text, although it can be viewed in Appendix 6. Needless to say in this extreme scenario the LTP2 was preferable to no plan at all on most SEA objectives given current trends in traffic growth. However there were some benefits for landscape and biodiversity for the 'no plan' scenario, as new schemes proposed in the LTP require additional land take.
- 9.2.2 Since the publication of the Scoping Report and subsequent consultation the strategic alternatives within the plan have been further developed. There is no alternative local transport plan, however there are possible changes within the LTP2 to the proposed five year plans for improving air quality, congestion, accessibility and road safety. These have been appraised using a plan/no plan scenario, where 'no plan' means how the current situation would progress without the five year plan.
- 9.2.3 There are also Exceptional Schemes under consideration for Tweenaways Cross and Windy Corner, a Park and Ride scheme for Brixham and a major scheme to accommodate the South Devon Link Road. Tweenaways Cross has been compared as a scheme/no scheme scenario as all the alternatives are similar in terms of their impacts upon SEA objectives.
- 9.2.4 Regarding Windy Corner, two alternative design schemes are considered as well as a 'no scheme' scenario as the alternatives have different environmental effects.
- 9.2.5 The Brixham Park and Ride scheme is considering using three alternative locations and the impact on these alternative locations upon SEA objectives are appraised.
- 9.2.6 An appraisal has also been conducted for improvements to part of the A380 Ring Road at Edginswell and to the junction at Kerswell Gardens, both within the Torbay administration boundary, where works are being

considered to link up with the proposed South Devon Link Road. There are no alternative schemes to accommodate the new Link Road within the LTP, but the possible environmental effects of this scheme on Torbay mean that an appraisal is necessary. The entire Link Road is for the most part not within the Torbay boundary, neither is it considered appropriate that this environmental report should appraise the entire Link Road scheme, as this is being conducted by Devon County Council. There is an EIA for the South Devon Link Road, but there is a lack of detailed information specifically concerning the potential impacts on Torbay.

9.2.7 The majority of the appraisals were conducted using the matrix recommended by the South West Regional Assembly for the Regional Spatial Strategy sustainability appraisal (as used in appendices 3, 4 and 5). Due to the need to accommodate several strategic alternatives the appraisal matrix has been adapted in most cases, and simplified in the case of the Objectives and Vision appraisal.

9.2.8 Within the SEA appraisal matrix each strategic alternative is compared to the SEA objectives and a rating is used from a strong positive effect to a strong negative effect as listed below:

Symbol	effect
✓✓	Strong positive effect
✓	positive effect
neutral	neutral
××	Strong negative effect
×	Negative effect
×/✓	Mixed effects

9.2.9 The rating is based on consultation and expert opinion both from within Council Directorates and from external bodies. The outside bodies are listed in the baseline summary in chapter 5. Baseline data is also presented in the appraisal matrix where appropriate to support the rating (see appendices 3,4 and 5).

10 The LTP2 Five Year Plans

10.1 Five year plan for improving accessibility

10.1.1 The appraisal considered the effects of the plan compared to a business as usual or 'no plan' option, where 'no plan' means how the current situation would progress without the five year plan.

10.1.2 The Accessibility Plan is specifically aimed at improving public bus services, patient transport, walking routes and more focused information. The intent is to provide access to key services, whilst minimising the environmental impact of additional travel.

10.1.3 The following schemes are proposed over the five years of the LTP.

- **National Cycle Network** (completing the NCN in the area)
- **South West Public Transport Information** (providing high quality transport information)
- **Public Transport Infrastructure** (improvements to the infrastructure used by buses)
- **Highway signage** (rationalising highway and pedestrian signage and routing of traffic away from unsuitable routes)
- **Brixham Town Centre** (enhancement of the central area of Brixham, in support of the Brixham regeneration scheme; improvements to pedestrian and bus stop infrastructure as well as removing conflicts between different modes)
- **New Bus Services to Western Corridor** (priority to providing direct links between most deprived areas and the Western Corridor)
- **Reduce Contract Bus Services for School Travel** (moving school children away from contract bus services onto public services)
- **Ticketing Initiatives** (multi operator tickets and flexible tickets)
- **Evening Bus Services** (additional bus services during evenings to educational, cultural and sporting facilities and for shift workers)
- **Rail/bus Integration** (improving integration between local bus and rail services and improve pedestrian and cycle links at rail stations)
- **Learning Disabled Transport Packs** (wide ranging pack giving information in accessible formats, also education and training)
- **Infrastructure for the Disabled** (increasing accessibility and social inclusion, for example by drop kerb, maintenance and shopmobility facilities)
- **Smart Cards** (to reduce delays at bus stops and increasing accessibility for vulnerable groups, initially aimed at students and job seekers)

Only two of the schemes have landuse implications, namely: The National Cycle Network (which will be developed along existing routes) and Brixham town Centre. The Brixham development will involve modifying existing road layout rather than requiring additional land. Due

to the large scheme for Brixham town Centre much of the appraisal concentrates on its associated potential effects.

Likely significant environmental effects

- 10.1.4 The no plan scenario, or business as usual approach, would have a strongly negative affect on accessibility. There would also be negative effects for most of the SEA objectives, except supporting population growth, which is being accommodated, improving road safety which is already good in Torbay, and encouraging development on brownfield sites rather than greenfield, which is currently achieving success.
- 10.1.5 All the schemes in the five year plan will contribute to improving accessibility. The plan also has a positive effect on congestion, air quality, greenhouse gas emissions, economic regeneration, health and help to support predicted population growth and demographic change.
- 10.1.6 The Brixham Town Centre Scheme should take into consideration the heritage value of Brixham's historic core and be sensitive in its design. The accessibility schemes in general should also be aware of the effects of street clutter, particularly within conservation areas, when improving signage or road layout.
- 10.1.7 The accessibility schemes may help to promote green tourism within the Bay by facilitating integration of transport modes. Information on supporting green tourism could be included in the information accompanying the accessibility schemes. This information could also include improving accessibility to brownfield sites to support economic regeneration.

Mitigation of adverse effects/support of positive effects

- 10.1.8 The accessibility schemes may help to promote green tourism within the Bay by facilitating integration of transport modes. Information on supporting green tourism could be included in the information accompanying the accessibility schemes. This information could also include improving accessibility to brownfield sites to support economic regeneration.
- 10.1.9 The plan could be further supported by other public transport schemes, in particular the proposed Park and Ride for Brixham.
- 10.1.10 There needs to be more information within the LTP (or appendices) on the affect of its schemes on flooding, both their vulnerability and contribution. The LTP should also begin to develop long term strategies for the effects of climate change on the transport network, linking in with current emergency procedures

10.2 Five year plan for improving air quality

10.2.1 The appraisal considered the effects of the plan compared to a business as usual or 'no plan' option, where 'no plan' means how the current situation would progress without the five year plan.

10.2.2 The overall aim of the LTP for air quality is to improve air quality in declared Air Quality Management Areas and to reduce the declaration of future AQMAs. The following schemes are proposed over the five years of the LTP.

- **Hele Village Traffic Improvements** (measures aimed at easing traffic flow, reducing traffic levels and removing conflicts between modes)
- **Brixham Bolton Cross** (Improved bus stopping facilities, increased pedestrian priority and safety and greater ease of traffic flow).

10.2.3 Although both of these schemes involve physical changes to landuse, no new land is utilised; rather the existing road network is modified. It is also important to note that the Bolton Cross scheme is the most expensive, costing an estimated £1 million, and therefore much of the appraisal concentrates on this scheme.

Likely significant environmental effects

10.2.4 In the no plan option there are strongly negative effects for congestion, air quality and for supporting Torbay's economy. This is due to the fact that the five year plan for reducing air quality is aimed at addressing serious environmental problems in sensitive locations (AQMAs). There are also negative effects for greenhouse gas emissions, facilitating modal shift, landscape, heritage, health and improving access.

10.2.5 As well as improving air quality the plan may also have a strongly positive effect on congestion, economic regeneration, improving health and help to support predicted population growth and demographic change. It may also help to reduce greenhouse gas emissions, facilitate modal shift, maintain and protect Torbay's landscape and heritage and improve accessibility. There are no adverse effects indicated for the SEA objectives.

10.2.6 The schemes in this five year plan will contribute to improving air quality at Hele village and Bolton Cross only if the improvements in efficiency are not overtaken by growth in traffic volumes through these areas.

Mitigation of adverse effects/support of positive effects

- 10.2.7 The plan could be further supported by other public transport schemes; in particular a Park and Ride for Brixham would help to neutralise any potential increases in future traffic volumes easing congestion at Bolton Cross.
- 10.2.8 The schemes for the five year plan for Hele Village and Bolton Cross should take account of their potential impacts on the character of the urban environment, Torbay's heritage and street clutter, when improving signage or road layout. The Bolton Cross Scheme in particular should take into account the heritage value of Brixham's historic core and be sensitive in its design.
- 10.2.9 A key outcome of the air quality schemes could be a general improvement in the quality of the urban environment. As part of this the air quality schemes could also include noise reduction within their designs where resurfacing is necessary.

10.3 Five year plan for reducing congestion

- 10.3.1 The appraisal is considering the effects of the plan compared to a business as usual or 'no plan' option, where 'no plan' means how the current situation would progress without the five year plan.
- 10.3.2 The following schemes are proposed over the five years of the LTP.
- **Variable Message Signing** (car park monitoring, diversion signing, tourist directions and emergency management schemes)
 - **Urban Traffic Control System Expansion** (expansion of existing urban traffic control linked to bus priority at key junctions and improved pedestrian safety)
 - **Demand Management Initiatives** (including decriminalised parking enforcement. Expansion of residents parking zones and parking restriction as part of the Network Management Duty)
 - **Preston Congestion Relief** (simplify road network in the area and provide space for bus and cycle priority measures)
 - **Minor Cycling and Walking Schemes** (funding for a range of minor schemes including footway improvement and installation, minor cycling infrastructure and promotion)
 - **School Travel Plans** (expansion of existing scheme to cover all students by 2010)
 - **Travel Plans** (expansion of existing scheme to cover more of Torbay's workforce)
 - **Public Rights of Way** (funding as part of the Public Rights of Way Improvement Plan)

10.3.3 The Preston Congestion Relief Scheme is the most expensive at £1million. Much of the appraisal concentrates on its associated potential effects. It is the only major scheme that has landuse implications in the list above, although this only involves altering the existing road layout, rather than taking any space for the scheme.

Likely significant environmental effects

10.3.4 Without a plan to reduce congestion there will be strong negative effects for congestion and accessibility. There will also be negative effects for air quality, greenhouse gas emissions, modal shift, supporting Torbay's economy and for landscape and heritage.

10.3.5 This five year plan will contribute to reducing congestion. The plan may also have a strongly positive effect on air quality, greenhouse gas emissions, modal shift, economic regeneration, health and accessibility.

10.3.6 The plan would also positively influence Torbay's heritage, predicted population growth and demographic change.

10.3.7 The schemes for reducing congestion would be more effective if combined with the five year plan for improving accessibility and the plan for improving air quality.

10.3.8 There needs to be more information within the LTP (or appendices) on the affect of its five year plan on flooding, both their vulnerability and contribution. The LTP should also begin to develop long term strategies for the effects of climate change on the transport network, linking in with current emergency procedures.

10.3.9 Information could also include improving accessibility to brownfield sites in Paignton to support economic regeneration

Mitigation of adverse effects/support of positive effects

10.3.10 The Preston Congestion Relief scheme should take into account the heritage value of nearby monuments. The schemes in general should consider the effects of street clutter, particularly within conservation areas, when improving signage or road layout.

10.3.11 Design considerations should also include noise reduction and the inclusion of sustainable urban drainage systems.

10.4 Five year Plan for Improving Road Safety

10.4.1 The appraisal is considering the effects of the plan compared to a business as usual or 'no plan' option, where 'no plan' means how the current situation would progress without the five year plan

10.4.2 The Five Year Plan for Road safety is specifically aimed at:

- **Engineering** – Safer routes to School, Local safety Schemes, Works at accident clusters, traffic management zones;
- **Education** – School Travel Plans, pedestrian and cycle training, lifeskills training;
- **Encouragement** – publicity campaigns, awareness raising;
- **Enforcement** – working with Devon and Cornwall Constabulary on vehicle inspections, school zig-zag enforcement.

10.4.3 The following schemes are proposed over the five years of the LTP.

- **Road Safety Initiatives** (funding for local safety schemes, safer routes and education programmes)
- **Transport Action Zones** (expansion of traffic management zones to include wider issues including public transport infrastructure, bus service penetration and cycling. Scheme completed for the Foxhole area and it is proposed to implement one of these schemes per year over the duration of the LTP in the following locations: Warberries/Wellswood, Torquay - 2006/07; Shiphay, Torquay – 2007/08; Chelston, Torquay – 2008/09; Galampton/Hookhills/Broadsands – 2009/10; Drew Street/Milton Street, Brixham – 2010/11
- **Personal Security at Bus Stops** (improvements around bus stops including lighting, CCTV and improved shelters).

Only the Transport Action Zones have major Landuse implications, although these are confined to the existing road network rather than requiring additional land. This scheme is the largest and also the most expensive at £1 million over the five years. Much of the appraisal, therefore, concentrates on the associated potential effects of this scheme.

Likely significant environmental effects

10.4.4 Without a plan for improving road safety there will be strong negative effects for accessibility and reducing crime. There will also be negative effects for congestion, greenhouse gas emissions, modal shift, heritage and health.

10.4.5 There would still be positive effects for road safety as this is already good in Torbay, but can be improved by the plan.

10.4.6 The schemes in this plan for improving road safety will also provide a strongly positive contribution to improving health and reducing obesity,

improving accessibility and reducing crime. There are also positive benefits for encouraging a modal shift and preserving the historic environment and heritage.

10.4.7 The effects on congestion and air quality are uncertain as are the effects on greenhouse gas emissions, noise and flooding. There are no negative effects for the SEA objectives that have been identified. .

10.4.8 The LTP could begin to examine methods of directing traffic away from flood prone areas in the longer term.

Mitigation of adverse effects/support of positive effects

10.4.9 Road Safety schemes should compliment the historic environment and heritage assets of Torbay within their design, particularly in schemes within conservation areas. Efforts should also be made to reduce street clutter, for example when considering new signage.

10.4.10 The objectives for reducing congestion and improving air quality could be further supported by the road safety schemes if they are combined with the five year plan for accessibility. This is also true for the objectives to reduce greenhouse gas emissions, encourage modal shift and improve accessibility.

10.4.11 Where resurfacing is necessary consideration could be given to the incorporation of sustainable urban drainage and noise reducing surfaces.

11 Exceptional and Major Schemes

11.1 Brixham Park and Ride (Exceptional Scheme)

11.1.1 As part of the LTP Torbay council has developed a bid for a new park and ride. This scheme is not sufficiently developed to have a chosen a probable site. However there are 3 favourable sites that this SEA will explore to inform the LTP. These are presented below as Option 1 Strawberry Bends, Option 2 Monk's Bridge Higher, and Option 3 Churston. There is no precise location chosen for each option but the names represent the general site areas being explored.

Likely significant environmental effects

11.1.2 The effects of each option are broadly similar and score highly positively in many areas, in particular in relieving congestion, improving air quality, encouraging modal shift, reducing carbon emissions, improving accessibility and other social factors.

11.1.3 However there are negative impacts in terms of affecting biodiversity, landscape and loss of greenfield land. Option 3 would seem to cause the least environmental impact, although further study would be needed to verify this and investigate possible methods for mitigation.

11.1.4 In particular information is needed in terms of the vulnerability of the 3 options to flooding, the potential impact of option 1 on the nearby Local wildlife site, the potential impact of options 1 and 2 for the AONB, the overall effects of a Park and Ride scheme on local conservation areas, and the quality of the land at all 3 option sites.

11.1.5 The effectiveness of all of the options in terms of delivering SEA objectives is dependent upon the ability of the Park and Ride to be well served by public transport, particularly in the summer months during the tourist season. This is already acknowledged in the LTP.

Mitigation of adverse effects/support of positive effects

11.1.6 The possibility of sign-posted walks could also be explored for all three options.

- 11.1.7 Additional considerations include ensuring good access for people with disabilities and design measures to reduce traffic noise and vulnerability to flooding.

11.2 Windy Corner Junction Improvements (Exceptional Scheme)

- 11.2.1 The proposal for improving Windy Corner, a three-armed signal junction where the A3022 meets the A379, is a relatively small scheme by transport standards costing approximately £200,000 and is classed as an exceptional scheme. There have been several options consulted upon but members of the working party recommended increasing the length of the left-hand turn lane on the A3022 travelling towards Paignton. Detailed layouts have been produced for two alternative alignments, both of which increase the left-hand turn on the A3022. It is these two alternatives that are discussed below in the appraisal, and compared to a 'no new scheme' option.
- 11.2.2 Alternative A extends the two lanes for the left hand turn from 80 metres to 200 metres in the direction of Paignton from Brixham along the Ring Road (taking 400 square meters of common land).
- 11.2.3 Alternative B consists of banning the existing right turn at the junction of the A379 and the Ring Road. Right hand turning traffic would need to use the Goodrington Road or the Totnes Road. Bascombe Road would be extended to form a link road for traffic headed towards Brixham (taking 250 square metres of common land).
- 11.2.4 Most of the information specifically concerning the two alternatives has been produced in reports for Torbay Council by Parsons Brinkerhoff. Currently the scheme is in an early stage of development and the available information and the appraisal reflect this.

Likely significant environmental effects

- 11.2.5 From the appraisal the existing junction without a new scheme will not support SEA objectives and will have negative effects on: congestion; greenhouse gas emissions; modal shift; Torbay's economy; accessibility; forecast population growth; and brownfield development.
- 11.2.6 Alternative A has strongly positive effects on reducing congestion, and encouraging modal shift. It also has positive effects on: air quality; greenhouse gas emissions; Torbay's economy; supporting population growth; health; safety and accessibility.
- 11.2.7 There are strongly negative effects for biodiversity and landscape due to the amount of common land the scheme requires (400 square metres).

- 11.2.8 Alternative B has strongly positive effects for: congestion; modal shift; Torbay's economy and supporting population growth. There are also positive effects for: air quality; greenhouse gas emissions; health; safety and accessibility.
- 11.2.9 There are no strongly negative effects although there are negative effects for biodiversity and landscape due to the amount of common land the scheme requires (250 square metres).
- 11.2.10 Alternative A would be less effective at reducing congestion, supporting Torbay's economy and populating growth. It also has more severe impacts on biodiversity, landscape and take of greenfield land.
- 11.2.11 More data is needed concerning air quality and noise levels. In particular more data is needed on the ecological value of the County Wildlife Site.
- 11.2.12 Any archaeological finds uncovered during construction should be recorded.

Mitigation of adverse effects/support of positive effects

- 11.2.13 The negative effects that both alternatives could have on flooding can be mitigated by sustainable urban drainage systems. This is particularly important as Windy Corner is subject to storm/flash flooding on the highway.
- 11.2.14 Any negative impacts on noise could also be reduced by incorporating noise reducing surfacing in to the schemes.
- 11.2.15 Reducing congestion and encouraging modal shift would be supported by a Park and Ride facility between Windy Corner and Brixham.

11.3 Tweenaways Cross (Exceptional Scheme)

- 11.3.1 As part of the LTP, Torbay Council has developed a Junction Improvement Scheme at Tweenaways Cross in Paignton. There have been several options under consideration, all of which involve changes to the layout of the Tweenaways Cross Junction rather than large-scale geographical changes.
- 11.3.2 The main differences between the scheme options in terms of SEA topics will not differ widely as the proposed changes are broadly similar in their environmental effects to an existing urban junction. It is therefore more relevant and useful to appraise this scheme in a 'preferred option' compared to a 'no new scheme' format, rather than appraise the several similar individual options. It is also important to note that the suggested option is the only one proposed in the LTP, which is the subject of the overall appraisal.

11.3.3 Tweenaways Cross is located where the A385 Totnes to Paignton Road meets the A380 Torbay Ring Road, to the west of Paignton, within the Torbay built-up area. The main evidence for the appraisal below is based on work done by Parsons Brinkerhoff in July 2004 but the preferred option has since been revised through widespread consultation. The predictions for junction capacity are based on forecasts up to 2011 and include allowances for future economic development along the Western Corridor to the south of Tweenaways Cross.

Likely significant environmental effects

11.3.4 Without any improvements to Tweenaway Cross junction there will be strongly negative effects for congestion, air quality and for Torbay's economy.

11.3.5 There will also be negative effects for greenhouse gas emissions, facilitating modal shift, improving the quality of the urban environment, supporting population growth, improving health and accessibility and facilitating brownfield development.

11.3.6 The existing situation brings no positive benefits for SEA objectives.

11.3.7 The preferred option for improvements to Tweenaways Cross junction shows strong positive benefits for congestion, as would be expected. It also has strongly positive effects on improving air quality, facilitating modal shift, supporting Torbay's economy, improving safety and accessibility and facilitation brownfield development.

11.3.8 There are also positive effects for reducing greenhouse gases, improving the quality of the urban environment, supporting population growth, improving overall health and access to cultural facilities. The improvements in health, safety and accessibility will be particularly relevant to the pupils and staff of Paignton Community College.

11.3.9 Even though the junction is not located in an area currently prone to flooding, good environmental practice indicates that where resurfacing is necessary consideration should be given to the use of sustainable urban drainage.

Mitigation of adverse effects/support of positive effects

11.3.10 One adverse effect has been identified for noise, where levels for the preferred option could be expected to rise by 1 or 2 dB. This, however, could be mitigated by introducing noise reducing road surfacing.

11.3.11 Any possible adverse effects for the AONB between Windy Corner and Brixham could be mitigated by the provision of a Park and Ride site for Brixham before the traffic reaches the AONB land.

- 11.3.12 The quality of the urban environment could also be enhanced by the preferred option if landscaping is introduced to reduce visual intrusion.

11.4 Road improvements for Torbay to accommodate the South Devon Link Road (Major Scheme)

- 11.4.1 The SEA appraisal matrix (see appendix 4) examined the effects of road improvements proposed within Torbay to support the South Devon Link Road. These improvements are mainly the widening of the A380 at Edginswell and enlargement of the junction at Kerswell Gardens. The main source of information is the Environmental Statement produced by Parsons Brinckerhoff on behalf of Torbay Council in 2004.
- 11.4.2 The SEA appraisal matrix demonstrates the effects of the proposed SDLR on Torbay. One major fact to note is that only a small proportion of the scheme will actually be located within Torbay's administrative boundary. However some effects cannot be so clearly geographically defined and these are discussed more generally. Information specifically on Torbay is not always easy to identify as the work by Parsons Brinckerhoff examines the scheme as a whole.
- 11.4.3 Additional information is from the Draft Local Transport Plan 2006 - 2011(2005) and from the SEA baseline Survey (refers to Appendix 1).
- 11.4.4 The Parsons Brinckerhoff Environmental Statement provides traffic flow information that is important to note for this appraisal. In 2000 the most heavily trafficked section of the A380 (Penn Inn to Kerswell Gardens) had an annual average daily traffic of between 28,200 and 32,000 vehicles. Without the Scheme this area will continue to experience flows of 29,200 to 35,700.
- 11.4.5 Torbay is the only major population centre (131,300 in 2003) in Devon not connected to the national high quality route network by a dual carriageway.

Likely significant environmental effects

- 11.4.6 This scheme will have environmental effects, although much effort has been put into mitigation through design, especially for water and drainage and for the effects on landscape.
- 11.4.7 However some of Torbay's most endangered species, in particular the Horseshoe Bat (on annex II of the EC habitats and species directive), could be put under increasing pressure. Mitigation measures are proposed, for example the creation of a new wetland habitat and landscaping, but during and immediately after construction populations may decline.

- 11.4.8 No Scheduled monuments or listed buildings would be directly affected. For Torbay, features that would be directly affected by the scheme include buried remains of a medieval building, a sunken lane known as Guardians Lane, and a post-medieval boundary ditch. These features are in the Edginswell Lane to Torbay Ring Road area.
- 11.4.9 Mitigation in the Parsons Brinkerhoff Environmental Statement is proposed through archaeological recording prior to construction. Boundaries and sunken lanes can be surveyed prior to site clearance. There could be a watching brief during construction for archaeological recording.
- 11.4.10 Also there will be a loss of greenfield land in an Area of Outstanding Landscape Value (AGLV) within Torbay that will not be replaced within its boundaries.
- 11.4.11 Due to the revised groundwater and drainage management systems in the scheme overall there would be a positive effect on water quality, as confirmed by the Environment Agency. The scheme would incorporate bypass interceptors or pollution traps in the form of attenuation ponds for the capture and settling of surface water. For Torbay the scheme would reduce the risk of flooding at Aller Brook and Edginswell stream.
- 11.4.12 It must be stated that this is a Strategic Environmental Assessment not a sustainability appraisal and therefore the strength of the argument for the scheme in terms of social need is not fully apparent. However this assessment does identify that the SDLR will bring many positive economic and social benefits, including improving Torbay's economy, relieving the pockets of deprivation, giving Torbay a more sustainable population structure and helping to accommodate population growth.
- 11.4.13 Improvements in accessibility will only be realised if there is integration the of public transport network in conjunction with the SDLR construction. This is also necessary to avoid exacerbating congestion within Torbay's 3 towns and increasing Torbay's carbon emissions. This should be prevented by encouraging the use of public transport within Torbay and significant improvements to the bus services from Newton Abbot, a key aim of the scheme
- 11.4.14 For the LTP this appraisal suggests that there should be more information available on the potential impacts of the South Devon Link Road for Torbay. This could include information on how Public transport will integrate with the SDLR traffic and the knock on effects for the A380 Torbay Ring Road and the A3022 towards Brixham.

11.4.15 Improvements in accessibility will only be realised if there is integration the of public transport network in conjunction with the SDLR construction. This is also necessary to avoid exacerbating congestion within Torbay's 3 towns and increasing Torbay's carbon emissions. This should be prevented by encouraging the use of public transport within Torbay and significant improvements to the bus services from Newton Abbot, a key aim of the scheme

11.4.16 For the LTP this appraisal suggests that there should be more information available on the potential impacts of the South Devon Link Road for Torbay. This could include information on how Public transport will integrate with the bypass traffic and the knock on effects for Torquay bound traffic, the A380 Torbay Ring Road and the A3022 towards Brixham.

Mitigation of adverse effects/support of positive effects

11.4.17 Mitigation measures relevant to Torbay are proposed as follows: the creation of a new wetland and landscaping to protect biodiversity; new drainage systems which would improve water quality and reduce flooding; and archaeological recording prior to construction to help preserve Torbay's heritage.

11.4.18 Improvements in accessibility will only be realised if there is integration the of public transport network in conjunction with the SDLR construction.

12 Plan Objectives and Vision

12.1.1 The plan objectives and vision were appraised against the SEA high level objectives (see appendix 5)

12.2 Local Transport Plan Objectives

12.2.1 The LTP objectives are taken from the Draft Provisional Torbay Local Transport Plan 2006 – 2011. They are listed below with suggested amendments in *red italic*.

Likely significant environmental effects of objectives

12.2.2 The overall effect of the LTP objectives provides positive benefits for each of the high level objectives. In particular the effect will be to, improve air quality, relieve congestion and improve safety, health and fitness within the Bay. All of these factors will positively promote more sustainable communities and are to be welcomed.

How environmental issues were considered in developing the policies and proposals

Some minor additions/modifications are suggested as follows (in *red italic*) in order to enhance the proactive progression of sustainable development:

Accessibility

- **A1.** Ensure good access to all key services *and facilities* from all parts of Torbay;
- **A2.** Fully consider access when identifying new sites for key services;
- **A3.** Maximise the level of access by all modes through the imposition of stringent section 106 and 278 agreements;
- **A4.** Ensure that transport is not an impediment for *people with disabilities or other disadvantaged groups*;
- **A5.** Ensure good access to Torbay from outside and provide easily accessible information on travel options to and within Torbay;

Air Quality

- **AQ1.** Improve air quality in Torbay through the expeditious resolution of declared Air Quality Management Areas and to reduce the declaration of future AQMA's.

Congestion

- **C1.** Encourage the use of non-car modes of transport through travel plans, restraints measures and improvements to these modes;
- **C2.** Relieve congestion at existing hot spots, improving conditions for all road users;
- **C3.** Minimise conflicts between modes of transport, having due regard to the hierarchy of modes, where appropriate.

Road Safety

- **RS1.** Ensure that Torbay Council continues to meet all of its casualty reduction targets;
- **RS2.** Ensure a high standard of management of Torbay's transport assets, by implementing a Transport Asset Management Strategy, the Network Management Duty, and a Highway Maintenance Strategy.

Other Quality of Life Issues

- **QL1.** Assist in the achievement of the aims of the Torbay Community Plan and the delivery of its key initiatives;
- **QL2.** Support economic and social development initiatives in Torbay through the provision of good access by all modes, *paying particular regard to 'green tourism' initiatives*
- **QL3.** Minimise the environmental impact of transport in Torbay and support environmental improvements wherever possible *paying particular attention to Torbay's many quality landscapes and habitats;*
- *QL4. Maintain and enhance the quality of the urban environment and the public realm by minimising the impact of transport on Torbay's rich heritage;*
- *QL5. Ensure the protection of Torbay's transport system from the effects of climate change by minimising carbon emissions and protecting the transport network from potential increased frequency of flooding;*
- *QL6. Facilitate the creation of safer, healthier, more sustainable communities within Torbay.*

12.3 Local Transport Plan Vision

12.3.1 The LTP Vision from the Draft Provisional Torbay Local Transport Plan 2006 – 2011 is listed below with suggested amendments in *red italic*.

Likely significant environmental effects of Vision

12.3.2 The overall effect of the Vision is to provide positive benefits for each of the high level objectives. In particular the vision will reduce congestion and increase the use of non-car modes of transport. This in turn should improve the sustainability of the transport system and also the quality of the environment in particular the urban environment, although this is not directly stated in the vision.

How environmental issues were considered in developing the policies and proposals

Some minor additions/modifications are suggested as follows in order to enhance the proactive progression of sustainable development:

1. It will be considerably easier to move around Torbay without the need to use a car, which will no longer be the mode of first choice for the majority of trips in Torbay
2. Personal security and the fear of crime will not be a discouragement to walking, *cycling or using public transport* anywhere in Torbay
3. All residential areas will be provided with at least hourly bus services to the closest town centre and other key services
4. Access to transport will not be a hindrance in finding employment, entering education or accessing essential services, *in particular for more disadvantaged groups*
5. All road vehicles operating in Torbay will employ clean fuel technologies
6. High quality bus and rail infrastructure will be provided in all areas where this is appropriate, including bus stations, interchanges, and at key junctions
7. Casualties resulting from road accidents will be minimised
8. Conditions on the road network will be improved eliminating bottlenecks, which lead to congestion and pollution
9. Real-time bus and rail service information, accessible via a variety of technologies will be available to all
10. Torbay's transport network will be protected from the long term effects of global warming
11. Residential areas will be free from extraneous traffic and well served by safe and convenient footpaths
12. A high quality parking enforcement regime will be in place, eliminating illegal and inappropriate parking
13. Bus services will be punctual with journey times shorter than now
14. Today's highway network will be in good condition
15. *The transport system will contribute to improving the quality of the wider environment, both urban and rural*

Uncertainties and risks

- 12.3.3 There is an issue in the Local Transport plan objectives that some of the beneficial environmental implications are not made clear. This particularly affects **QL1. Assist in the achievement of the aims of the Torbay Community Plan and the delivery of its key initiatives.**
- 12.3.4 This policy is only clear to those who are familiar with the Community Plan. The Community Plan is a key document for integrating 'sustainable communities' into strategic planning and contains aims and themes towards achieving sustainable development in Torbay.
- 12.3.5 Similarly objective **RS2 Ensure a high standard of management of Torbay's transport assets, by implementing a Transport Asset**

Management Strategy, the Network Management Duty, and a Highway Maintenance Strategy. This includes the flooding emergency procedures which were in use 16 times during 2004 and affect travel throughout the Bay during a flood event. However flooding is directly addressed in the Vision.

- 12.3.6 There is also a risk that the protection of Torbay's heritage and the quality of the public realm, particularly important when there is congestion or air quality issues in Conservation areas, may appear to be overlooked in both the Objectives and Vision, although this aim is integral to the plan.

13 Cumulative, Secondary and Synergistic Effects

13.1 Introduction

13.1.1 It is a requirement of Annex 1 of the SEA Directive that cumulative, synergistic and secondary effects are identified and addressed in the assessment. It is one of the advantages of carrying out a strategic assessment that the combined effects of different measures can be more effectively identified. These effects are explained below:

13.1.2 **Cumulative effects** occur when individual developments that each on their own has an insignificant effect combine to produce a detrimental environmental impact.

13.1.3 **Secondary effects** are indirect effects which occur away from the original effect or through a complex pathway and not as an obvious result of the Transport Plan.

13.1.4 **Synergistic effects** arise when a combined effect is greater than the sum of the individual effects.

13.1.5 The ODPM guidance recommends various methods for the appraisal of the cumulative, secondary and synergistic effects. Those used in this Environmental Report include:

Method	Summary of approach
Matrices	The matrices used for the SEA were also useful in identifying potential cumulative effects
Overlay GIS mapping	The GIS mapping helped identify vulnerable sites for biodiversity, landscape, heritage and flooding
Expert Opinion	Used to identify vulnerable sites for biodiversity, flooding, heritage, air quality and congestion

13.2 Potential Receptors

Biodiversity

- 13.2.1 There are only two strategic alternatives in the LTP that affect biodiversity but together they will mean an overall loss for Torbay.
- 13.2.2 Windy Corner Junction improvements involve taking between 250 to 400 square metres of common land which is also designated as a County Wildlife Site. More information is required to determine which habitats and species may be affected.
- 13.2.3 The improvements planned for the Torbay Ring Road and the junction at Kerswell Gardens to accommodate the South Devon Link Road are also on a County Wildlife Site and will involve disruption to species rich grassland and hedges and to rare and protected species such as the Horseshoe Bat (Lesser and Greater) and Cirl bunting. For the Horseshoe Bat in particular there will be disruption to flight paths and translocation of feeding grounds during construction.
- 13.2.4 There needs to be information on exactly how much County Wildlife Site land will be lost and how many species will be affected in combination as a result of the LTP2 schemes.

Designated Landscapes

- 13.2.5 Windy Corner junction improvements involve taking between 250 to 400 square metres of common land which is also in an Urban Landscape Protection Site. The improvements planned for the Torbay Ring Road and the junction at Kerswell Gardens to accommodate the South Devon Link Road are also within an Area of Great Landscape value. The Park and Ride Scheme for Brixham has three proposed locations, two of which are within an Area of Outstanding Natural Beauty. The cumulative effect on Torbay's landscape would need to be assessed but GIS information would suggest that there will be implications for both the North West of Torquay at Edginswell and South near Brixham along the route of the Ring Road.

Greenfield Land

- 13.2.6 The implications of the amount of quality greenfield land that would be lost in total to the above schemes needs to be monitored, but the combination of the Kingskerswell improvements, Windy Corner junction improvements and the Park and Ride proposals for Brixham cumulatively involve a loss for Torbay even with the mitigation measures planned for the bypass. This needs to be calculated and monitored.

Vulnerability to Climate Change

1. Greenhouse gas emissions

13.2.7 The cumulative effect of the five year plans and the relief of congestion within Torbay should help to reduce greenhouse gas emissions overall. There is a lack of information as to the existing 'carbon footprint' for Transport in Torbay and therefore levels of improvement are difficult to quantify.

2. Vulnerability to flooding

13.2.8 Currently sea level rise in Torbay is 2.5mm per annum and therefore significant increases in coastal flooding are not expected over the life of this LTP. There are emergency procedures already in place for flood events.

13.2.9 However, climate change may mean increased frequency of flood events, both for coastal and storm/flash flooding. Many transport developments within the LTP will be in existing flood prone areas, for example improved facilities and services along the existing sea front and the planned scheme for Windy Corner. The overall effect may be an increased vulnerability to flooding for the transport network in Torbay in the longer term.

13.2.10 Possible methods to alleviate this include incorporating sustainable urban drainage systems within new schemes, particularly where flood risk is an issue, for example at Windy Corner.

Quality of the Urban Environment

13.2.11 The planned improvements in Air quality particularly for Hele Village and Brixham will contribute to the overall quality of Torbay's environment particularly in these two historic locations which are designated as AQMAs. The Transport Actions Zones will also help to improve the urban environment through traffic calming and safety measures as will improving accessibility (for example the National cycle Network extension, improved walkways and pedestrian facilities) and measures to combat crime and reduce severance.

13.2.12 Mitigation measures and suggested design considerations recommended in the SEA should also help to avoid street clutter and reduce noise and visual intrusion.

14 Monitoring

- 14.1.1 Monitoring the environmental outcomes of a plan should make it possible to identify the needs for any future corrective action and to establish how well the plan complies with SEA objectives.
- 14.1.2 The European Commission Guidance suggests that SEA monitoring activities and reporting can be integrated into the regular planning cycle, or may coincide with the regular revision of a plan.
- 14.1.3 SEA guidance¹³ indicates that the existing monitoring arrangements of the plan and for other plans can be used to obtain the required information. The majority of the monitoring suggested for this SEA is already performed within the Council, or by government bodies and agencies. This avoids duplication and conserves limited time and resources.
- 14.1.4 New information required for the SEA can be incorporated into the regular arrangements for the LTP so that SEA monitoring can be incorporated into the existing performance monitoring of the plan where possible.
- 14.1.5 The table below outlines the main proposals for monitoring how well the LTP2 achieves SEA objectives. Restraints imposed by limited time and resources mean that it is not always possible to provide all the data that would ideally be useful for monitoring the progress of the plan towards the SEA objectives. Where this is the case it is stated in the table below as data not available. The monitoring proposals are based upon indicators suggested in the Scoping Report and later refined through consultation and by the appraisal process.

¹³ A Practical Guide to the Strategic Environmental Assessment Directive, ODPM Sept. 2005

Higher objective	Indicator	Baseline data (year)	Target available? (year)	Source	How often monitored	comments
Control air pollution to a level which does not cause damage to natural systems and human health	Journey time around the Bay	17.4 mph (mean) (2004/05)	25 mph (2010/11)	Council surveys	Annually	Data available from Strategic Transport Team
	Number of AQMAs	1 AQMA (2004/05)	0 AQMAs (2010/2011)	Mandatory Indicator Air Quality Monitoring data	Annually	Data available from Environmental Health
Restore and maintain level of characteristic habitats and species	Area/condition of Local and County wildlife sites lost to transport infrastructure	Data not currently available,	no	New Torbay BAP pending. Information on condition of sites. Information will be available as design of transport schemes progress	This information is not currently monitored. Will be collated as part of LTP Review (annually)	Area for further investigation
	Population figures for indicator species, for example Horseshoe Bat and Cirl Bunting	Data pending new Torbay BAP	Increase population Cirl Bunting 10% by 2007 (Torbay Community Action Plan)	New Torbay BAP pending.	infrequently	Awaiting information
Reduce vulnerability to the effects of climate change	Total vehicle km per annum	649 million vehicle kms (2003/04)	696 million vehicle kms (2010/11)	DfT figure	Annually (in arrears)	Reduced from 1.5% to 1% increase annually

Higher objective	Indicator	Baseline data (year)	Target available? (year)	Source	How often monitored	comments
	Annualised index of cycling trips	91 annualised index value (2004/05)	180 annualised index value (2010/11)	Council Surveys	annually	Through Strategic Transport Team
	Number of bus passengers	6,452,000 passengers (2001/02)	8,035,000 passengers (2010/11)	Operator returns	As requested	Through Strategic Transport Team
To encourage sustained economic growth	% of households within 400m of an hourly or better bus service	60.4% (2004/05)	100% (2010/11)	Accession software	annually	No accurate indicator identified to link transport and economic growth
To maintain and enhance the quality of landscapes and townscapes	Designated landscape area lost to transport projects	Data not currently available	no	Information will be available as design of transport schemes progress	This information is not currently monitored. Will be collated as part of LTP Review (annually)	Area for further investigation
	Number of transport improvement schemes in Conservation Areas	Data not currently available	no	Torbay Council (Conservation and Planning)	This information is not currently monitored. Will be collated as part of LTP Review (annually)	Area for further investigation

Higher objective	Indicator	Baseline data (year)	Target available? (year)	Source	How often monitored	comments
To improve accessibility to essential services and facilities	% of households within 45 minutes of Torbay hospital by bus	49% (2004/05)	80% (2010/11)	Accession software	annually	Through Strategic Transport Team
	% of households within 30 minutes of a major centre by public transport	80.5% (2004/05)	100% (2010/11)	Accession Software	annually	Through Strategic Transport Team
To inspire and enable the development of sustainable communities in Torbay	Capacity of bus services	10% increase from 2000 to 2005	25% increase predicted from 2005 to 2010/11	Bus operator information	As requested Will be collated as part of LTP Review (annually)	Service needs to support growing population with growing proportion of elderly residents
Improve health and of the population overall	Number of patients classified as obese	20% (2003/04)	No	Primary Care Trust	infrequent	
Protect and enhance human health	Total killed or seriously injured on the roads	32.5 (2001 to 2004)	27 2010/2011	Accident monitoring	annually	
Reduce crime and fear of crime	Recorded crime incidences per 000 residents	108.4 (2004/05) (increased from 102.2 2003/04)	no	Consultation and research team	annually	Ideally for the SEA, transport related incidents would be useful

Higher objective	Indicator	Baseline data (year)	Target available? (year)	Source	How often monitored	comments
Maintain and improve environmental quality and assets	Quantity of greenfield land to be incorporated in transport Schemes	No data currently available	no	Information will be available as design of transport schemes progress	Will be collated as part of LTP Review	Area for further investigation
Minimise impact of flooding on homes, businesses and infrastructure	Number of transport schemes incorporating SUDS	No data currently available	no	Information will be available as design of transport schemes progress	Will be collated as part of LTP Review	Area for further investigation
	Number of days buses diverted due to flooding	16 (2004)	no	Local operator information	Updated with LTP review	Through Strategic Transport Team

15 Glossary

- **AGLV – Area of Great Landscape Value:** range of regional areas identified as being of scenic importance. Designated by Local Authorities and protected in Structure and Local Plans.
- **AONB – Area of Outstanding Natural Beauty:** The primary purpose of AONB designation is to conserve and enhance the natural beauty of the area, which means that the area is protected for future generations to enjoy. The 41 AONBs in England and Wales share equal status with National Parks in terms of scenic beauty and landscape protection.
- **AQMA - Air Quality Management Area** as designated under the Environment Act 1995, where, as a result of an air quality review, it appears that any air quality standards or objectives are not being achieved, the local authority shall by order designate as an air quality management area
- **Blue Badge-** a europe-wide system of parking permits for people with disabilities/walking difficulties.
- **BVPI - Best Value Performance Indicators**
- **CCTV – Closed Circuit Television**
- **DEFRA- Department for Environment, Food and Rural Affairs.**
- **Demand management-** is a general term for strategies that result in more efficient use of transportation resources.
- **Devon Foodlink-** A programme which provides a focus for communicating messages aimed at helping everyone understand and carry out the basic precautions which they can take to reduce the risk of suffering from food poisoning.
- **Devon Structure Plan-** The '*Devon Structure Plan 2001 to 2016 Explanatory Memorandum and Written Statement (adopted October 2004)*' sets out strategic planning policies for development and other land uses in respect of: housing; employment; conservation; minerals; waste; transportation; shopping; tourism; leisure; and recreation, over a 15 year period. It provides a framework for detailed decisions by local authorities, other organisations and individuals in the preparation of their forward Plans (e.g. Local Plans, Local Development Frameworks and Community Strategies).
- **DfT - Department for Transport.**
- **Diffusion Tube-** a tool for measuring the amount of Nitrogen Dioxide in the atmosphere.
- **EIA – Environmental Impact Assessment-** EIA is a procedure that must be followed for certain types of development before they are granted development consent. The requirement for EIA comes from a European Directive (85/33/EEC as amended by 97/11/EC). The procedure requires the developer to compile an Environmental Statement (ES) describing the likely significant effects of the development on the environment and proposed mitigation measures. The ES must be circulated to statutory consultation bodies and made available to the public for comment. Its contents, together with any comments, must be taken into account by the competent authority (e.g. local planning authority) before it may grant consent.
- **GIS- Geographical Information System** – computerised mapping detailing information about various built and topographical features.
- **GOSW – Government Office for the South West.**
- **GPRS – General Packet Radio Service:** service that allows information to be sent and received across a mobile telephone network.

- **Greenhouse Gases** – primarily Carbon Dioxide, Nitrous Oxide, Fluorocarbons and methane, which naturally blanket the earth, but which increased by human activity.
- **Hele Traffic Management Zone-** Traffic Management Zones will be implemented in the areas shown on the Proposals Map (Local Plan), in the interests of safety and amenity. Within these zones measures will be introduced to reduce the speed of traffic, reduce unnecessary use of local roads and achieve safer routes to schools, shops and other local services. New development within or adjacent to these zones will be required to make appropriate contributions to these works
- **Highway Maintenance Strategy** – planned maintenance for highways, according to their usage and condition
- **Indices of Deprivation-** The Index of Multiple Deprivation 2004 (IMD 2004) is a measure of multiple deprivation at the small area level. The domains are: Income; Employment; Health and Disability; Education, Skills and Training; Barriers to Housing and Services; Crime; Living Environment.
- **LPG – Liquefied Petroleum Gas**
- **LTP - Local Transport Plan** – five year plan required from local authorities by central government, detailing expenditure on transport, and providing evidence for government grant.
- **Modal split-** how people choose to make their journeys – normally walking, cycling, motorcycle, bus, train, heavy goods vehicle, aeroplane, ship etc – for a particular route.
- **Network Management Duty-** under the Traffic Management Act 2004 new measures to tackle congestion caused by incidents on motorways and badly managed work by utility companies and local authorities were created.
- **ONS - Office for National Statistics.**
- **OS – Ordnance Survey** – Britain’s national mapping service.
- **PCT – Primary Care Trust:** Torbay Primary Care Trust was established on 14 August 2000 and covers the same geographical area as Torbay Council. The PCT manages: Paignton Hospital; Brixham Hospital; Occupational Therapy Services; Podiatry Services. It has close working relationships with the 22 GP practices, 25 dental practices, 35 pharmacy establishments and 28 optician's premises in Torbay. They host the Peninsular Cancer Network and the National Primary Care Development Team (NPDT).
- **PM10-** fine particles or particulates: fraction of airborne particulate matter that is less than 10 microns in size.
- **Pollutants** – usually measured are: Fine Particles (PM10); Oxides of Nitrogen (NOx); Ozone (O3); Sulphur Dioxide (SO2); Carbon Monoxide (CO)
- **PPG 13 - Planning Policy Guidance 13** – Transport
- **PPG6 – Planning Policy Guidance 6** – Town Centres and Retail Development
- **RPG10 – Regional Planning Guidance 10:** provides a regional spatial strategy within which local authority development plans and Local Transport Plans (LTPs) in the South West should be prepared; sets out a broad development strategy for the period to 2016 and beyond; provides the spatial framework for other strategies and programmes.
- **RSS - Regional Spatial Strategy:** The South West Regional Assembly’s strategy on the most appropriate way for development to happen in the South West over the next 20 years
- **RTI - Real Time Information System:** the provision of electronic information displays at bus stops, which give the customer an estimate of the waiting time for the next bus. These systems, commonly referred to as Real Time

Passenger Information (RTPI) systems, use a variety of technologies e.g. Global Positioning System, to track the location of buses in real time and use this information to generate predictions of the bus arrivals at stops along the route.

- **RTS - Regional Transport Strategy:** The Regional Assembly, or Regional Planning Body in each region in England, has to produce a Regional Transport Strategy as part of its Regional Spatial Strategy. The Regional Transport Strategy is informed by the delivery programmes of the Highways Agency and the Strategic Rail Authority and informs Local Transport Plans. A Regional Transport Strategy is a statutory requirement of the planning system, as set out in the Planning and Compulsory Purchase Act of 2004.
- **SEA - Strategic Environmental Assessment:** an Environmental Report on the likely significant effects of the draft plan or programme; carrying out consultation on the draft plan or programme and the accompanying Environmental Report; taking into account the Environmental Report and the results of consultation in decision making; and providing information when the plan or programme is adopted and showing how the results of the environmental assessment have been taken into account.
- **Section 106 Agreement-** A form of obligation or agreement made under Section 106 of the [Town and Country Planning Act](#) between the Council and the Developer. It may be used to address concerns that may affect the wider community as a result of the development, for example to secure on site affordable housing provision that can then be provided to house local people or to enable a benefit of the development to be transferred to the council e.g. a riverside walkway or a sum of money for education purposes generated by the development proposed.
- **Section 278 Agreement** -covers proposed highway works within the existing highway (modification of highways not general excavation for different reasons), under the Highways Act 1980. This would generally encompass works such as new traffic islands, roundabouts, junction improvements, carriageway alignment etc. and is often accompanied by a Section 38 Agreement for works outside the highway. The basic difference between this agreement and a S.38 agreement (Highways Act 1980) is that the developer is effectively working as a contractor to the Highway Authority and is carrying out the works on their behalf. Similar to the S.38 agreement the developer must put up a bond to cover the cost of the works (as the proposed works are solely to the benefit or consequence of his development) and will be required to pay supervision fees.
- **SDHT - South Devon Healthcare Trust**
- **Shopmobility-** provides, for hire, mobility aids for people with disabilities
- **Smartcard-** A plastic card containing a small chip that includes a microprocessor and memory. The same size as a credit card, it has gold contacts that allow other devices to communicate with the card. It can contain more data than a magnetic strip and can be programmed to reveal only the relevant information. For example, it could tell a device in a store that there is sufficient balance in an account to pay for a transaction without revealing the balance amount. Encryption techniques secure the data, and the processor allows it to be programmed for different applications.
- **SMS – Short Message System** (mobile phones)
- **South Devon College** – the area's primary higher education establishment, moving to a new site in western Paignton in September 2005, supported by various new public transport links.

- **STP - School Travel Plan:** plan which aims to raise awareness among pupils and parents of the harmful effects of increasing car use on children's health, safety and independence
- **Sure Start Torbay-** Sure Start is the Government's programme to deliver the best start in life for every child by bringing together: early education, childcare, health and family support. Sure Start centres are community-based projects, which ensure; a better start in life for all young people in the SureStart area; improved quality and level of support for parents; better opportunities in life for both children and parents.
- **The Ten Year Plan for Transport (2000)** – the governments strategy for integrated transport.
- **Torbay Community Plan-** has eight themes: Making Torbay a safer place; Improving health and social care in Torbay; Improving access to good-quality affordable homes; Improving Torbay's economy - towards a prosperous Torbay; Valuing our environment; Placing learning at the heart of our community; Developing Torbay's culture; Creating 'sustainable' communities.
- **Torbay Local Plan-** The Torbay Local Plan is an important influence on shaping Torbay's future, taking into account Government and other strategic guidance. The plan was adopted with modifications on 5th April 2004. It is the legal basis for determining planning applications.
- **Torbay Safer Communities Plan-** The Safer Communities Torbay Team was established as a result of the Crime and Disorder Reduction Act 1998, whereupon it was deemed that nationally the police and local authority were both jointly responsible for reducing crime and disorder in local areas.
- **Torbay Tourism Strategy** - strategy which identifies the issues facing the tourism industry in Torbay and sets a clear agenda to ensure Torbay and the English Riviera brand is recognised as a leading resort, with a sustainable future.
- **Viewpoint:** Torbay Council's resident opinion panel and survey.

