



July 2006

**Yalberton Road, Paignton:
Planning Brief**
Supplementary Planning Document

Sustainability Appraisal
Pre-Regulation 17 Draft

**Health • Social inclusiveness • Accessibility
• Heritage • Biodiversity • Economy
Education • Culture • Resources • Safety
Community • Environment • Health • Social
inclusiveness • Accessibility • Heritage
Biodiversity • Economy • Education •
Culture • Resources • Safety • Community
Environment • Health • Social inclusiveness
Accessibility • Heritage • Biodiversity**

Torbay Local Development Framework 2005 - 2016

Purpose of this document:

This report sits alongside the Pre Regulation 17 Draft Yalberton Road Planning Brief which sets out the planning principles for the development of the site in Paignton for employment purposes.

This report provides a comparison of the sustainability implications of possible different uses on the Yalberton site (i.e. a combination of employment, retail and housing). This paper has been compiled for information purposes to assist in making an informed decision on the best option to take forward.

We Want Your Views!

The Strategic Planning Group welcomes feedback on this report, particularly in regard to your views on the following:

- Have all the impacts of each of the options been correctly assessed in Appendix A?
- Are there any impacts which have been omitted from the appraisal matrix in Appendix A?
- Are there any further cumulative impacts which have not been identified?

The consultation period extends in parallel to the Pre-Regulation 17 Draft Yalberton Road Planning Brief from 31st July to 25th August July 2006.

To comment on this report please write to the address below or e-mail sa@torbay.gov.uk.

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For further information regarding this issues and options paper or to request an alternative format or language please contact the Strategic Planning Group Tel: (01803) 208857.

Hard copies of this document will be made available at the Torbay Council Offices (Torquay Town Hall, Roebuck House, or any of the Council Libraries and Connections Offices in Torquay, Paignton or Brixham).

The report can also be accessed via the internet: www.torbay.gov.uk/ldf

1. Introduction:

- 1.1 As part of the new Planning and Compulsory Purchase Act 2004 a Sustainability Appraisal (SA) must be produced alongside each Development Plan Document (DPD) and Supplementary Planning Document (SPD) in the Local Development Framework (LDF). The purpose of this process is to ensure that due consideration is given to the social, economic and environmental implications of the plan under consideration. This document considers the potential impacts of implementing different options for development under the Yalberton Road Planning Brief SPD.
- 1.2 The Yalberton Road Planning Brief sets out the planning principles for the development of the site for employment purposes. The site is allocated in the Adopted Torbay Local Plan 1995-2011 for employment purposes under Policy E1.16 (C). At 16.6 hectares, it is the largest single employment land allocation in the Adopted Local Plan.
- 1.3 The aims of the Yalberton Road Planning Brief include to:
 - Contribute to the promotion of sustainable regeneration and employment in Torbay.
 - Give detailed guidance to potential developers on sustainable planning principles underpinning implementation of an employment park at Yalberton Road
 - Address legitimate amenity, environmental, transport and other planning concerns
 - As far as is possible, gain community ownership of the proposed development

2. Sustainability Appraisal work carried out so far:

- 2.1 The sustainability appraisal process runs parallel to the evolution of each Local Development Document (LDD). The scoping report represents the first stage (Stage A – see Appendix B for SA stages) of the SA process and is available to view at www.torbay.gov.uk/ldf (click on sustainability appraisal). There are two scoping documents which are relevant to this SPD:
 - Part 1 – provides context to the sustainability appraisal process and overarching information relevant to all the Local Development Documents under consideration. This document contains a review of sustainability objectives contained within existing plans, policies and programmes and outlines a baseline study of sustainability issues in Torbay. It also sets out a Sustainability Appraisal Framework through which each plan will be tested for sustainability.
 - Part 2- See Chapter LDD 10: Yalberton Road, Paignton Planning Brief. This provides a focused look at sustainability issues which relate specifically to the Yalberton Site.
- 2.2 The consultation period (March – April 2006) for the above documents is now complete. The consultation responses have been considered and where appropriate the SA framework has been updated. It is anticipated that these consultation responses will be summarised as part of the full SA report in the next stage of the SA process.

3. This report...

- 3.1.1 This report stands parallel to the Pre-Regulation 17 stage of the planning process for the Yalberton Road Planning Brief. This report is part of Stage B (See Appendix B) in the SA process and aims to compare the sustainability implications of a number of different possible uses for the site. It will identify any possible significant positive or negative effects of each option, assisting in deciding on the most appropriate option to take forward. The full detailed appraisal is included in Appendix A and a summary of key findings is included in Section 6.
- 3.1.2 It is important to recognise that these options are evolving and may be amended as a result of ongoing consultation associated with the Issues and Options paper and Sustainability Appraisal. This Appraisal considers the sustainability implications of the following 4 options:
 - *Option 1:* Employment uses only (Business as Usual)
 - *Option 2:* Retail enabling development
 - *Option 3:* Residential enabling development
 - *Option 4:* Possible Hybrid Option following a mixed use approach

- 3.3 These options are documented further in Box 1. Option 1 represents the ‘Business As Usual’ scenario. Appraisal of this option provides a comparison (of sustainability) between the proposed options and the situation under the currently Adopted Torbay Local Plan where use is restricted to employment only.

Box 1: Options considered for the Yalberton Planning Brief:

Option 1: Employment Use only: This would restrict uses to B1/B2/B8 and allows no enabling development. Gap funding would need to come through public subsidy. However, if the site remained undeveloped, this would be viewed as conserving the long term land bank

Option 2: Retail enabled development: An element of retail (probably non-food bulky retail) would be allowed in order to provide necessary revenue to pump prime the employment land. Depending on the scale of the proposal, this could be a departure from the Adopted Local Plan and conflict with PPS6

Option 3: Residential enabling development: an element of residential development would be allowed to provide the necessary revenue to pump prime the employment land. It is likely that the Council’s usual affordable housing requirements would have to be reduced in order to generate sufficient revenue to allow the employment land to be implemented. However, some affordable housing may be feasible. This approach could be a departure from the Local Plan.

Option 4: Possible hybrid option: A 4th ‘hybrid’ option could follow a mixed use approach. This tries to achieve as many of the benefits from options 2 and 3 whilst minimising the environmental problems. This is not meant to pre-judge the matter, and it is clear that the mixed use approach cannot alleviate all the policy conflicts. This approach could be a departure from the Adopted Local Plan. However it does allow revenue to pump-prime employment development, whilst also providing residential development as part of a sustainable community.

4. Appraisal methodology:

- 4.1 Each of the options (in box 1) is tested for sustainability using the Sustainability Appraisal Framework objectives outlined in the SA Scoping Report. There are a total of 37 sub-objectives within the framework covering a range of issues including social, economic and environmental.
- 4.2 The appraisal findings are detailed in a matrix in Appendix A. This matrix tests the plan options (across the top) against the SA objectives (listed on the left hand side). This structure has been chosen in order to enable comparison between each of the options. The assessment is based on the following symbols:

++	Clear benefits	--	Clear negative impacts
+	Minor benefits	-	Minor negative impacts
~	No obvious impact	?	Impact cannot be determined

- 4.3 The majority of the assessments made within the appraisal matrix are qualitative and indicate expected trends. Trend identification is based upon discussions, data collection and consultation which occurred during compilation of the baseline data for the scoping report. Where possible, reference has been made to the baseline and any quantitative data within it, to support the assessment made.

5. Limitations:

- 5.1 As the descriptions for the uses under each option are broad it is difficult at this stage to establish the exact impact of that particular use as this can be heavily dependent on the uses within each use class. For example ‘General industrial’ (B2) can cover a host of different uses, each with potential differing impacts.
- 5.2 The location of the different elements of the development on the site can also heavily influence the impacts on different social groups or sustainability issues. Once a preferred option is chosen and a site layout developed, a full and more detailed appraisal will be carried out which will determine the distribution of impacts amongst different social groups or sustainability issues. Where impact prediction is difficult as a result of this, this is noted in the table in Appendix A.

- 5.2 Uncertainty also exists where data gaps are apparent, for example in regard to the agricultural grading of the land and the biodiversity value of the land. Further survey work is necessary to determine this in order to ensure that due consideration is given to these areas in planning the site layout and design.

6. Key Findings:

- 6.1 The full detailed appraisal matrix for all the options is included in Appendix A. A brief outline is given below of the sustainability implications of each option.

Option 1: Employment Use only: This option is beneficial in providing much needed jobs within a broad range of employment opportunities assisting in diversifying the economy and providing full time and year round employment. Its close proximity to the college provides opportunities for training to help address the shortage of skilled workers. These factors together will assist in raising income levels and improve quality of life, in particular increasing people's ability to afford housing.

Key areas of concern under this option include:

- Noise and disturbance to the local residents
- Levels of pollution associated with industrial process
- High levels of hard surfaces and need for sustainable drainage system
- Limited opportunities for passive surveillance as the activities are likely to be concentrated during daytime hours.
- Possible detrimental impact on the landscape associated with the possible construction of large industrial shed- like units which may be required for industrial processes.

This option has some very positive sustainability impacts and many of the negative impacts can be addressed through preventative measures. However the progression of this option on this site in the past has been severely hampered by economic feasibility associated with the low- value of employment land. This has resulted in the development of options 2, 3 and 4 which include an element of retail or housing to make the site more economically viable.

Option 2: Retail Enabling development: Under this option the majority of the site will remain under employment use but retail will be incorporated to ensure that the site is economically viable. This option is advantageous in that it is more likely to come forward for development assisting in providing the much needed year round employment opportunities outlined above under option 1. The draw created by a large, established store could benefit adjacent businesses trading in the remaining area of the site.

However there are a number of areas of concern raised in relation to introduction of an element of retail. These include:

- Noise and disturbance to local residents, particularly in relation to additional traffic generated and deliveries
- The nature of the retail units (bulky retail) is such that it is likely to encourage private car use to access the site rather than sustainable transport (e.g. public transport, walking or cycling)
- Limited opportunities exist for passive surveillance of the site as operations are likely to be limited to daylight hours
- Whilst the use provides employment, it does little to diversify the economy or improve skills of the employees. It is also likely to provide part time, low paid positions and will not assist in retaining young skilled workers in Torbay
- The buildings associated with bulky retail use are likely to be large scale and are likely (without careful control) to conflict with the character of the nearby countryside.
- Car parking provision associated with bulky goods retail will increase hard surface coverage and would require consideration of sustainable drainage systems.
- Care required regarding the mix of retail units permitted to avoid damaging impacts on the vitality and viability of Paignton town centre.

Option 3: Residential enabling development:

This option offers a proportion of housing within the site boundary. This is advantageous in helping to meet the local demand for housing in Torbay, in particular in close proximity to employment opportunities and the college site, reducing the need to travel. Residential use also assists in providing opportunities for passive surveillance, helping to address fear of crime issues (depending on site layout). The gardens associated with residential use also provide opportunities for natural infiltration and habitats to enhance biodiversity.

There are some areas of concern relating to the incorporation of residential elements within the site, in particular the exposure of new residents within the site and existing residents adjacent to poor living environment (surrounded by commercial units) and possible disturbance (e.g. noise and light pollution). The other concern relates to the removal of land from employment use and the detrimental effect this would have on the range of employment opportunities (and associated training) provided.

Option 4: Possible Hybrid Option:

This option is difficult to assess due to the unknown proportion, type and layout of each use within the site. This option is beneficial in providing a number of residential units to assist in the addressing the housing issues within Torbay. The mix of uses is beneficial in offering a good variety of employment opportunities and services which can feed off each other to meet local and wider need.

Concern remains however over the disturbance to local residents of the uses involved (both existing residents and new ones). The land take from employment purposes for retail and residential also raises concern over the ability of the site to provide new, well paid, year round jobs. The site, with this mixed use will increase the number of car journeys going to and from the site.

- 6.2 The above is only a simplified summary. The detail which lies behind this summary is included in the main matrices in Appendix A which, where possible, makes reference to the nature of the impacts in terms of their short-term / long-term nature, their magnitude and where appropriate their geographical scale. These impacts will be covered in more detail in the appraisal of the preferred option.

7. Secondary, cumulative, synergistic impacts:

- 7.1 The SEA Directive requires that consideration is given to the secondary, cumulative and synergistic effects of the plan. It is one of the advantages of carrying out a strategic assessment that the combined effects of different measures can be more effectively identified. The definition of each of these terms is outlined below (as indicated in the ODPM SEA Guidance (2005)):

Secondary/ indirect effects:

There are a number of effects which are not a direct result of the plan but occur away from the original effect or as a result of a complex pathway.

Cumulative effects:

These arise where several developments each have an insignificant effect but together have a significant effect.

Synergistic effects:

The effects interact to produce a total effect greater than the sum of the individual effects. Synergistic effects often happen as habitats, resources or human communities get close to capacity.

- 7.2 The above three effects are often categorised as 'cumulative effects'. In terms of the Yalberton site a number of cumulative effects have been identified throughout the appraisal of options. These have been identified through the matrices appraisal, overlay GIS mapping and expert opinion (through early consultation). The extent to which these cumulative effects will be felt

under each option is considered in further detail in the main appraisal matrix. *The receptors (those who will feel the impacts) are indicated in italics.* Potential cumulative effects relating to the options for the Yalberton Road Planning Brief include:

- Fragmentation of urban and rural habitats: This is particularly relevant in regard to the Yalberton site which has an important role linking urban habitats around Clennon Valley to the countryside via a wildlife corridor which runs along the southern boundary of the site. Maintenance of the network of hedgerows and field boundaries is also important in maintaining shelter and migration routes for local species. Disturbance of these corridors can have a detrimental impact on wildlife outside of the immediate area of the site. Continued fragmentation of some habitats may cause eventual local loss of that species as habitats become too small or isolated to support them. The impact of fragmentation under each option is considered under sub-objective 5.7 and will be largely dependent on the size, type and layout of the buildings on the site. *(Receptors: species dependent on links to other habitats for survival).*
- Flooding: Incremental development can, and is having a significant cumulative impact on surface water flooding in Torbay as a result of a gradual increase in the amount of hard surfaces being created. This issue is highly relevant to Yalberton which currently acts as a natural infiltration area in time of high rainfall. Increased hard surfaces in areas such as Yalberton could create new flooding issues in areas in the lower surface water drainage catchments where there is insufficient capacity to take the increase in runoff caused by increasing number of hard surfaces. This will be considered in further detail once the Strategic Flood Risk Assessment for Torbay has been finalised. The impact on flooding under each option is considered under sub-objective 5.6. *(Receptor: Those living and working in areas susceptible to flooding downstream).*
- Landscape/ Townscape: The visual impact of development is another important consideration in Torbay's rural and urban environment given the areas high landscape and townscape value and its importance for the economy. Yalberton's peripheral location means that design and layout is integral to ensure it does not have a negative impact on the adjacent Area of Great Landscape Value. The impact on landscape under each option is considered under sub-objective 5.3. *(Receptor: those living and working near the Yalberton Site and those dependent on Torbay's distinctiveness for income).*
- Transport patterns: The uses promoted at Yalberton have a significant impact on the amount and type of transport going to and from the site and will determine local transport patterns for a significant number of years. The Yalberton Planning Brief must recognise the importance of developing in a way which provides opportunities to use sustainable transport both now and in the future. The impact on transport under each option is considered under objective 4. *(Receptor: Local (access to free transport in the future (cycling, walking)) and worldwide (due to global impacts of increased carbon emission)).*
- Economy: One of Torbay's fundamental problems lies in its need to diversify the economy and encourage inward investment providing year round and full time satisfying employment opportunities which encourage and develop and a skilled labour force. This is fundamental in improving local incomes levels and assisting addressing other quality of life issues within the Bay. There are few suitable sites available in Torbay for employment, so those that exist, such as the Yalberton site, require careful planning to ensure the site is promoted in a sustainable manner whilst maximising opportunities to diversify the local economy. The impact on the economy under each option is considered under objective 3. *(Receptors: Local people, particularly those on a low income).*

8. Inconsistencies between alternatives and other relevant plans, programmes or policies:

- 8.1 It is important, as required by the SEA Directive, that inconsistencies between alternatives and other relevant plans, programmes or policies are considered. At the scoping stage a number of sustainability objectives were derived from a review of plans, policies and programmes. Those of greatest relevance to the Yalberton Road Planning Brief are listed in Appendix C. All of these have been closely integrated into the very detailed list of SA sub objectives. As such, the appraisal matrix is thought to be of sufficient detail to determine the

extent to which these sustainability issues from plans, policies and programmes have been addressed.

9. Next Steps...

- 9.1 The responses from this consultation will be taken on board and will feed into the decision making process to determine the preferred option. A draft Yalberton Road Planning Brief SPD will be compiled based on the preferred option for consultation purposes. In parallel with this a draft full Sustainability Appraisal will be prepared which will provide a detailed assessment of the sustainability implications of the chosen option. This report, Stage C in the SA process, will include a summary of the SA process (including scoping, identification of Issues and Options) and a detailed appraisal of the preferred option. Details will also be provided on possible mitigation and monitoring. At the end of the process a statement will be published to indicate how consultation and the sustainability appraisal has informed the SPD process.

Current and future stages within the SA process are highlighted in Appendix B.

If you wish to comment on this report please see contact details inside the front cover.

Appendix A : Detailed appraisal matrix

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective <i>Does the policy/proposal...</i>	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
1. Improve Health	1.1 Improve health and wellbeing	Development that contributes to positive wellbeing, through (e.g.) pleasant surroundings and living conditions, freedom from noise and pollution, and enabling lifestyles free from stress, anxiety and exhaustion.	+/- This option could help address stress and anxiety associated with poor employment opportunities. However for local people living and working in the immediate area there is a risk of declining living environment associated with noise and increasing traffic generated from employment use of a previously undeveloped area of land.	-/+ This option could improve stress and anxiety associated with poor employment opportunities. However for local people living and working in the immediate area there is a risk of declining living environment associated with noise and increasing traffic generated from inclusion of retail development.	+/- The element of residential use that this option proposes represents least disturbance to existing local residents from noise and industry related disturbances. However careful landscaping and control of activities would need to be enforced to ensure that the new residents within the site were not exposed to poor living conditions.	+/- This option raises potential for disturbance of existing residents and new residents within the site from industrial/ retail activities located onsite.
	1.2 Reduce health inequalities	Development that avoids exposing poorer people to (e.g.) more pollution or noise, and that give all access to leisure and recreation.	+/- As above. Leisure and recreation are not considered as part of this site	+/- As above. Leisure and recreation are not considered as part of this site	+/- As above. Leisure and recreation are not considered as part of this site	+ As above. Leisure and recreation are not considered as part of this site. This option could incorporate limited recreational facilities
	1.3 Promote healthy lifestyles, especially routine daily exercise	Patterns of development that make walking and cycling easy and attractive as routine methods of transport	+/- The Planning Brief outlines sustainable transport requirements for each option including provision of lit and direct footpaths and cycle ways and infrastructure. This encouragement of cycling and walking provides opportunities for routine daily exercise to reach places of employment. The extent and nature of walking/ cycling infrastructure will determine the level of such routine daily exercise. Under this option there would be limited funding available for extensive sustainable transport infrastructure, as if developed employment only use will be marginal in its economic viability.	-/+ Under retail use this site still has potential and finance to encourage employees to travel to work by foot/cycle. However under bulky retail use it is unlikely that customers will access the site on foot/ cycle due to the nature of the goods.	+ A proportion of residential use alongside employment is beneficial in providing good opportunities for routine daily exercise to access employment.	+ This mixed use approach provides opportunities for walking/ cycling providing jobs/ retail locally.

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective <i>Does the policy/proposal...</i>	What appraisal will look for	Option 1: Employment only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	1.4 Allow for adequate provision of health services (in particular to address the high proportion of elderly residents)	Allocations that accommodate premises which meet the needs of the health services. Increasing populations and high proportion of elderly, places pressure on the health service.	N/A	N/A	N/A	N/A
2. Support communities that meet people's needs	2.1 Help make suitable housing available and affordable for everyone (to address a significant shortfall of affordable housing and projected increase in population)	Match of housing to households; cost of appropriate housing relative to disposable incomes especially for less well off people; whether people are forced to move away from their chosen communities or workplaces to afford housing.	~ No housing (affordable or otherwise) will be provided under this option.	~ No housing (affordable or otherwise) will be provided under this option.	++ This option provides opportunities to provide housing units including a small number of affordable units.	+ This option provides opportunities for a small number of residential units including the possibility of a small number of affordable units.
	2.2 Give everyone access to learning, training skills and knowledge	Quality and accessibility of schools, colleges, libraries. Encouragement for a diversity of choice of employment, particularly in the more deprived parts of the region, and educational and other service provision (e.g. Centres of Excellence for Skills) as part of regeneration efforts.	++ Torbay has a severe need for life long learning to address a shortfall in skilled staff and improve opportunities for higher income levels. Whilst none of the options considered include a school/ college the site is in close proximity to South Devon College and so provides opportunities for learning on the job. Option 1 provides a good range of opportunities for this due to its mixed employment basis.	+ This option provides opportunities for a variety of training opportunities associated with employment use as well as retail in association with the adjacent college. However the range of skills gained will be more limited than option 1 as retail forms a component of the site.	+/- This option still provides opportunities for adjacent training at the college. However as a proportion of the land is allocated as residential the number and range of employment opportunities and associated training is limited in comparison to the other options.	+ This option still provides opportunities for adjacent training at the college. As the mix of uses is greater than option 1, 2 and 3 it offers the greatest variety of different employment opportunities and associated training.

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	2.3 Reduce crime and fear of crime	Development that designs crime out, e.g. by providing passive surveillance, avoiding 'dead' spaces and times.	- Fear of crime is a significant problem within Torbay. The SPD sets out for all options the need to balance landscaping the screen and soften the development with the need to create safe, open plan spaces. Option 1 offers the least opportunities for passive surveillance with the site likely to be empty in the evening.	- This option again offers the limited opportunity for passive surveillance as the site will not be in use in evening hours	+ The inclusion of residential units provides opportunities for passive surveillance through day and night but this is dependent on the layout and the type and extent of screening within the site.	+ The residential element of this option provides opportunities for 24 hour surveillance. However this is dependent on the indivisibility between the residential and employment element of the site.
	2.4 Promote stronger and more vibrant communities	Patterns of development that allow people to meet more needs within local communities and reduce the need to travel. Support for local trading schemes.	+ This option will assist in providing local employment opportunities for local residents assisting in strengthening local communities. Provision of local employment opportunities will assist in slowing down out migration of young people and create mixed and balance communities.	- This option with a retail function in addition to other employment uses, provides limited opportunity for community strengthening as the type of retailing proposed (bulky non-food) will be set up for those with transport rather than meet day to day local need.	- This option does not assist directly in providing for local need other than directly for housing itself.	++ This option provides greatest opportunity to meet local need as it provides the widest range of uses and there is more likely to meet local need, reducing the need to travel.
	2.5 Increase access to and participation in cultural activities	Cultural facilities integral with development. Development of 'environment-based' attractions that do not damage the resource they are based upon.	~	~	~	~

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
3. Develop the economy in ways that meet people's needs	3.1 Promote diversification of the economy to provide a range of satisfying job opportunities.	Allocations that provide premises for a range of different employment needs Availability of employment that people find attractive; whether people can make a sufficient income without having to do unattractive work; whether people who want to work outside the cash economy can do so. Promotion of more sustainable year-round tourism, particularly in coastal and market towns.	<p>+</p> The allocation of all of the land on the site specifically for employment use provides greatest opportunities for a wide range of employment types. However the serious viability issues may stop the development coming forward.	<p>+/-</p> Whilst this option provides employment opportunities they a number of these are for low skilled retail use and will do little to address the need for better job opportunities in Torbay in order to retain young people.	<p>+/-</p> The residential element of this option reduces the potential range of employment opportunities even more so than option 2.	<p>+/-</p> This option, which includes retail and residential limits the amount of land available to provide good quality and mixed employment opportunities.
	3.2 Help everyone afford a comfortable standard of living	Whether lower incomes are enough to buy a reasonable standard of living – taking account of (e.g.) housing and travel costs. Avoidance of kinds of economic development that (e.g.) raise housing costs or make people on lower incomes have to spend more on (e.g.) car travel or buying services commercially that used to be public or mutual.	<p>+</p> Assist in enabling people to afford a comfortable standard of living by raising income levels through improved range and income level of employment opportunities offered.	<p>-</p> The retail element of this option provides limited opportunities to increase income levels. However employment on other areas of the site may assist in redressing this balance.	<p>-/+</p> This option provides least opportunities to increase income levels by accessing a more diverse range of jobs. However it will provide some affordable housing and employment uses in other areas which may redress the balance.	<p>+/-</p> This option, which includes retail and residential limits the amount of land available to provide new, well paid jobs.
	3.3 Reduce poverty and income inequality		<p>+</p> As above.	<p>-</p> Out of town retailing will benefit those with access to cars at the expense of those without. This would be particularly serious if development of retail units at Yalberton road had a harmful effect on the vitality and viability of Paignton town centre.	<p>-/+</p> As above.	<p>+/-</p> As above.
	3.4 Meet local needs locally	Maintenance and enhancement of businesses meeting local needs. Encouragement of farmers' markets and farm shops.	<p>+</p> This option provides greatest opportunities to meet local need locally and encourage a range of services.	<p>-</p> Whilst partial retail use may meet a small amount of local need its focus on bulky retail will limit its ability to meet a range of local needs.	<p>-</p> The use of part of the land for residential purposes limits the range of local needs that can be met by the site.	<p>+</p> This option of mixed use provides good opportunities to provide for a range of local needs, and to develop residential uses as part of a sustainable community.

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	3.5 Increase the circulation of wealth within the region	Promotion of local and regional markets in goods and services. Development of greater integration within key economic sectors of the region. Encouragement to local businesses, especially micro and SMEs that adopt sustainable practices.	+ This option provides good opportunities for development of a range of business units for a range of different needs including micro and SMEs. This is important in Torbay which suffers from a poor range of employment opportunities.	+/- The retail element of this option improves opportunities to increase the circulation of wealth. The location of a number of retail stores could also raise the profile of the business units adjacent assisting in networking and increasing circulation of wealth. However see objective 3.3 regarding Paignton town centre.	- This option, whilst it will provide finance necessary to make the site economically viable will not necessarily increase opportunities for circulation of wealth.	+/- This combined approach has the advantage of integrated uses (and associated opportunities or networking) but has the disadvantage of land take for residential which limits the number of employment opportunities on the site.
	3.6 Harness the economic potential of the coast in a sustainable way	Integrated approaches to coastal management that provide for climate change to take its natural course where possible, careful planning of port and coastal town development, that delivers jobs that feed off but do not damage the environment, and by keeping the 'wild' stretches 'wild'.	N/A	N/A	N/A	N/A
	3.7 Reduce vulnerability of the economy to climate change and harness opportunities arising	Economic patterns that avoid unnecessary dependence on long distance trade and travel. Visitor and recreation developments that will encourage people to stay/visit the South West rather than go further afield.	+ The location of this site, whilst not in the centre of town is adjacent to existing industrial uses and residential areas and has potential for a good range of sustainable transport although it is inevitable that private transport will be a necessary part of the site functioning.	+/- The location of retail use here is likely to increase the number of journeys by car, particularly if it is for bulky food items. However the number of long distance journeys may decrease where retail provision is made on site that could only previously be provided in larger centres such as Exeter or Plymouth.	~ Partial residential use is unlikely to have an impact on the vulnerability of the site to climate change.	~
	3.8 Contribute to the regeneration and quality and diversity of the tourism industry	Development which assists in regenerating and diversifying the tourism industry.	N/A	N/A	N/A	N/A

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	3.9 Reduce reliance on seasonal and part time work within Torbay.	Development patterns which assist in creation of year round employment with options for fulltime positions.	++ Torbay has a serious problem with high level of part time and seasonal work and the associated low and uncertain income. In theory this option provides greatest opportunities to increase chances of year around and full time positions.	? This option will provide a number of year around employment positions however it will not necessarily provide full time or well particularly well paid posts.	- The use of part of the site for residential will reduce the potential for full time and part time posts simply as a result of the land taken out of employment use.	- The proportion of land taken for residential and retail reduces opportunities for creation of full time and year around employment on this site.
4. Provide access to meet peoples needs with least damage to communities and the environment	4.1 Reduce the need/ desire to travel by car	Development patterns that reduce the need to travel, such as ensuring that people can live closer to their work. Avoid developments that generate further road traffic. Improvement of alternatives to the car. Promotion of 'non car' options for tourism. Policies that progressively reduce parking provision and road space. Policies that encourage more efficient use of car travel (e.g. car sharing, fuel efficient cars, etc.).	+/- The location of this site, whilst not in the centre of town is adjacent to existing industrial uses and residential areas and has potential for a good range of sustainable transport although it is inevitable that private transport will be a necessary part of the site functioning.	--- The retail element of this development, especially given it's bulky nature is likely to generate additional transport coming in and out of the site.	- The location of residential units onsite is likely to increase the number of journeys going to and from the site throughout the day. However there is also potential for people to live close to their work, either directly on this site or on adjacent employment site thus reducing the number of daily short car journeys.	+/- The combination of different uses offers opportunities to reduce the number of journeys by networking within and on adjacent site. However in reality all the uses on this site are likely to increase the number of car journeys.
	4.2 Reduce the need/ desire to travel by air	Develop alternatives, especially fast rail links and direct sea links to Eire, France and Spain. Any extra air capacity in the South West should be offset by reductions elsewhere e.g. Heathrow. Avoidance of development that encourages air travel. (Conflict with encouraging visitors from overseas and tourists).	N/A	N/A	N/A	N/A

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	4.3 Help everyone access basic services easily, safely and affordably (in line with projected population increase)	Distance to, and ease of accessing, schools, shops, places of work and recreation. Quality of local services: having a school within walking distance of housing is less use if all families who can, send their children elsewhere. Encourage greater use of ICT.	This option provides opportunities for local residents to access a number of specialist services and local employment opportunities. However it will not increase access to everyday needs such as health, education or local shops as these uses do not fall within the specified use classes under this option.	This option provides opportunities for local residents to access a number of specialist services and local employment opportunities. However due to the bulky nature of the retail proposed here it is unlikely that this will benefit local residents visiting the site on foot.	The location of residential units on the site will not increase access to local services although it will provide those new residents on the site with access to specialist services and employment opportunities provided by adjacent industrial uses.	The hybrid option provides opportunities to assist meeting the needs of local people in terms of specialist services offered by the industrial estate as well as bulky good retail and by providing access to local employment opportunities. It will not however assist in meeting local need in regard to local shops, schools or recreation.
	4.4 Make public transport, cycling and walking easier and more attractive	Provision of bus routes and stops, and safe, attractive and direct routes for cyclists and walkers. Patterns of development that support their use, e.g. short distances to local services, concentration of amenities in town centres served by radial bus routes. Improvement of urban, inter-urban and rural public transport services.	A high proportion of the traffic surrounding this site is local providing a good opportunity for non-car transport. The planning brief states that, whichever option is chosen provision should be made for cycle, bus and walking infrastructure.	A high proportion of the traffic surrounding this site is local providing a good opportunity for non-car transport. The planning brief states that, whichever option is chosen provision should be made for cycle, bus and walking infrastructure.	A high proportion of the traffic surrounding this site is local providing a good opportunity for non-car transport. The planning brief states that, whichever option is chosen provision should be made for cycle, bus and walking infrastructure.	A high proportion of the traffic surrounding this site is local providing a good opportunity for non-car transport. The planning brief states that, whichever option is chosen provision should be made for cycle, bus and walking infrastructure.
	4.5 Encourage a switch from transporting freight by road to rail or water	Encouragement of local goods and services. Provision of improved port and rail facilities, including inland waterways, and interchanges that will lead to reduced road freight traffic, not more.	N/A	N/A	N/A	N/A

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
5. Maintain and improve environmental quality and assets	5.1 Protect and enhance habitats and species (taking account of climate change)	Protection not only of designated areas, but of wildlife interest everywhere. Especially strengthening of links between 'wild' areas to increase adaptation to climate change	? Survey work is required to determine if the site has significant biodiversity interest within its boundary. No part of the site is designated for its nature conservation value although a Local Wildlife Site abutting the extreme north west corner of the site should be considered when looking at the layout/ uses (particularly industrial) on the adjacent part of the site. The fields and hedgerows currently provide an important habitat for local wildlife. Wildlife corridors are considered under objective 5.7.	? Impact on the site is currently unknown and is dependent on the layout of the site and consideration of wildlife features as identified from required survey work. Retail use is likely to have lesser impact on the ecology of the site than, for example, industrial use however the size and location of the retail units required will determine the significance of this impact particularly in regard to fragmentation. (Wildlife corridors are considered under objective 5.7.)	+ Impact on the site is currently unknown and is dependent on the layout of the site and consideration of wildlife features as identified from required survey work. An element of residential use is likely to be beneficial to local biodiversity creating semi-natural spaces for local wildlife.	? The layout of this mix of uses will determine the extent to which biodiversity features are retained and enhanced. See comment under Option 1, 2 and 3.
	5.2 Promote the conservation and wise use of land	Avoiding development that leads to the permanent loss of bio-productive soils, taking into account their contribution to sustainable food production, biodiversity, flood storage, groundwater recharge, etc. Encourage development that strengthens links between urban and rural lives, and supports farmers' sustainable stewardship of rural land.	? The agricultural grading of the land at Yalberton is unknown. Therefore comments regarding loss of bio-productive land can not be made. Comments regarding flood water storage are considered under sub objective 5.6.	? The agricultural grading of the land at Yalberton is unknown. Therefore comments regarding loss of bio-productive land can not be made. Comments regarding flood water storage are considered under sub objective 5.6.	? The agricultural grading of the land at Yalberton is unknown. Therefore comments regarding loss of bio-productive land can not be made. Comments regarding flood water storage are considered under sub objective 5.6.	? The agricultural grading of the land at Yalberton is unknown. Therefore comments regarding loss of bio-productive land can not be made. Comments regarding flood water storage are considered under sub objective 5.6.
	5.3 Protect and enhance landscape and townscape	Location and design of development to respect and improve character and settlement setting.	- All development options are likely to infringe upon the landscape surrounding Torbay.	- Due to the nature of bulky goods retail this option is likely to result in large scale buildings which are not characteristic of the local area.	+ This option, depending on the scale of housing proposed has the potential to have least impact on the landscape. However this is dependent on the location of the residential element within the site.	? The impact of this option on the landscape is dependent on the scale, mix and location of the different elements which will make up the site.

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	5.4 Value and protect diversity and local distinctiveness including rural ways of life	Policies should avoid 'suburbanising' the countryside. Farmers and other land workers should be enabled to live in the countryside.	As above	As above	As above	As above
	5.5 Maintain and enhance cultural and historical assets	Protection of culturally and historically significant assets and qualities. Not just designated sites and buildings, but also non-designated such as locally valued features and landmarks	?	?	?	?
	5.6 Reduce vulnerability to flooding, sea level rise (taking account of climate change)	New development and infrastructure should not be built in areas at risk. Relocation and managed retreat may be the best option.	-	-	+	?

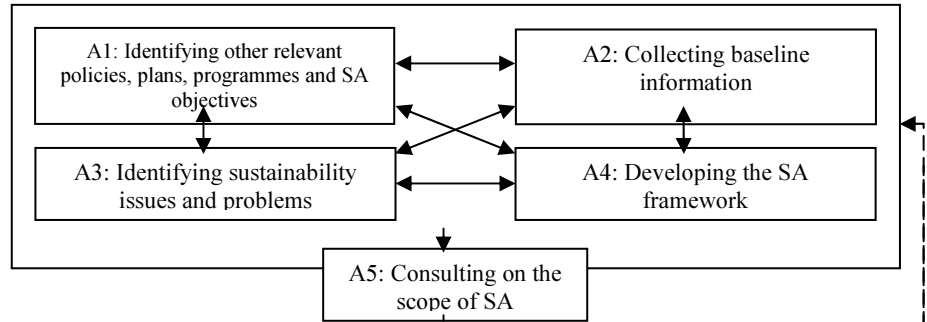
SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
6. Minimise consumption of natural resources	5.7 Minimise habitat fragmentation and provide opportunities for new habitat creation or restoration		+ Under this option the Local Plan specifies a planting belt running across the site to break up the visual impact of the development and enhance wildlife. The site is also connected to a wildlife corridor which must be maintained as an essential link from Clennon Valley to the wider countryside. In respect of this the Local Plan proposes a tunnel be built under Brixham road to maintain that link.	- The site and location of the retail units being considered will determine the extent to which wildlife corridors could be maintained across the site.	+ Gardens associated with this residential element offer opportunities for habitat creation and stepping stone for migrating species.	? The impact on fragmentation of habitats is dependent on the mix, scale and location of units.
	6.1 Reduce non-renewable energy consumption and carbon dioxide emissions	Designing buildings to use natural lighting, ventilation and capture the sun's heat. Use of renewable energy where appropriate.	? The ability of the site to reduce non-renewable energy consumption is dependent on design of the buildings involved. The brief specifies that for any option the development should, as far as is compatible with other landscape constraints adopt energy efficient design e.g. passive solar layout.	? The ability of the site to reduce non-renewable energy consumption is dependent on design of the buildings involved. The brief specifies that for any option the development should, as far as is compatible with other landscape constraints adopt energy efficient design e.g. passive solar layout.	? The ability of the site to reduce non-renewable energy consumption is dependent on design of the buildings involved. The brief specifies that for any option the development should, as far as is compatible with other landscape constraints adopt energy efficient design e.g. passive solar layout.	? The ability of the site to reduce non-renewable energy consumption is dependent on design of the buildings involved. The brief specifies that for any option the development should, as far as is compatible with other landscape constraints adopt energy efficient design e.g. passive solar layout.
	6.2 Keep water consumption within local carrying capacity limits (taking account of climate change)	Minimise water consumption, maximise use of rainwater / grey water.	? The brief recommends the adoption of sustainable drainage systems on the site. However no specific mention is made of the need to recycle water. Under the large scale units required for employment use there is great potential for the collection of rainwater.	? The brief recommends the adoption of sustainable drainage systems on the site. However no specific mention is made of the need to recycle rainwater.	? The brief recommends the adoption of sustainable drainage systems on the site. However no specific mention is made of the need to recycle water.	? The brief recommends the adoption of sustainable drainage systems on the site. However no specific mention is made of the need to recycle water.

SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	6.3 Minimise consumption and extraction of minerals	Greatest possible reuse of old material in new construction; provision for reuse and recycling.	N/A	N/A	N/A	N/A
	6.4 Reduce waste not put to any use	Provision for composting, digestion, recycling in new development.	+/- The Local Plan specifies that waste minimisation measures should be incorporated into construction methods. The brief does not specify the need for on-site recycling facilities. This is particularly important for employment sites which have the potential to generate large amounts of waste. Under Use Class B2 this site could hold potential for development of an 'Energy From Waste' (EFW) plant. However this would have to be further debated in the emerging Municipal Waste Strategy and is likely to require a detailed Environmental Impact Assessment.	+/- The Local Plan specifies that waste minimisation measures should be incorporated into construction methods. The brief does not specify the need for on-site recycling facilities which is particularly important in light of the large amounts of packaging (especially cardboard) involved in retail. As retail site consideration could perhaps be given to the potential for the provision of public recycling facilities.	+/- The Local Plan specifies that waste minimisation measures should be incorporated into construction methods. The brief does not specify the need for on-site recycling facilities. Residential units should be designed with sufficient space for storage of recycling bins	+/- The Local Plan specifies that waste minimisation measures should be incorporated into construction methods. The brief does not specify the need for on-site recycling facilities

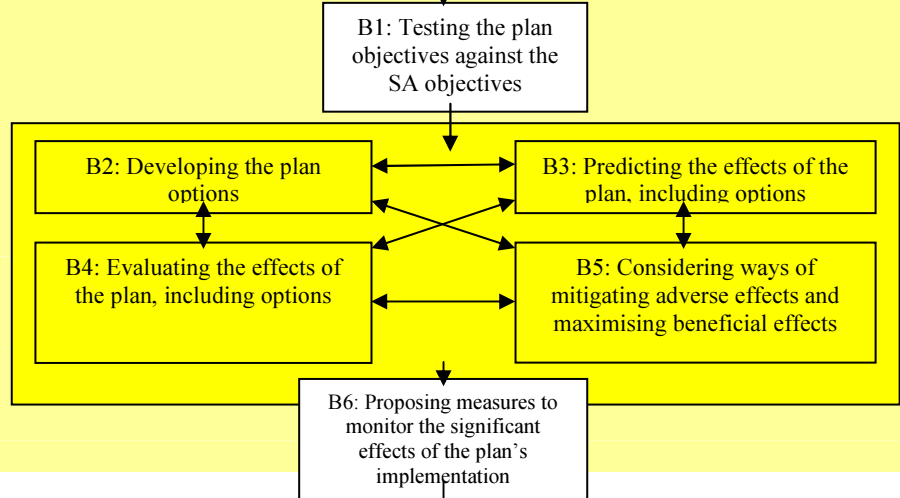
SA Framework		Yalberton Road Planning Brief SPD Options				
High Level objectives	Sub-objective <i>Does the policy/proposal...</i>	What appraisal will look for	Option 1: Employment Use only	Option 2: Retail enabling development	Option 3: Residential enabling development	Option 4: Possible hybrid options
	6.5 Minimise land, water, air, light, noise and genetic pollution	Development that minimises diffuse as well as point source pollution. Approaches to transport that will reduce traffic emissions.	Employment use provides the greatest likelihood of pollution from water, air, light and noise sources. The extent of this pollution will depend on the type of processes involved (particularly in regard to B2 (General Industry)) N/A	Retail use raises particular concern over light (signage and car parking lighting) and noise pollution (from deliveries)	The main concern regarding the residential element of a site is the need to protect these new residents from, in particular, potential light and noise pollution.	The extent of pollution from employment, retail and residential use will depend upon the extent and specific type of use involved. ?
	6.6 Maintain and enhance the quality of Torbay's beaches and coastal waters	Development that does not damage but embraces the quality of Torbay's beaches and coastal water.	N/A	N/A	N/A	N/A

Appendix B: Relationship between the SA tasks (extract from ODPM (2005) 'Sustainability Appraisal of Regional Spatial Strategies and local Development Documents')

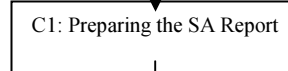
Stage A: Setting the Context and SA Objectives, establishing the baseline and deciding on the scope



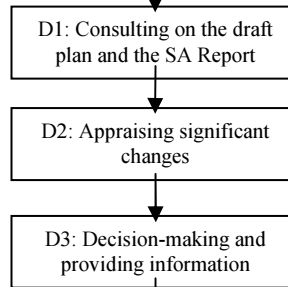
Stage B: Developing and refining options and assessing effects



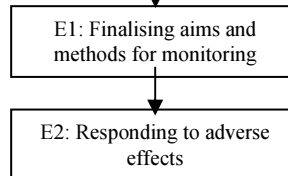
Stage C: Preparing the Sustainability Appraisal Report



Stage D: Consulting on the draft plan and the Sustainability Appraisal Report



Stage E: Monitoring implementation of the plan



The Sustainability Appraisal work associated with this Issues and Options stage are shaded for ease of reference

Appendix C: Relevant plans, policies and programmes review

As part of the scoping stage a broad range of plans, policies and programmes were reviewed in order to identify sustainability objectives which should be considered during plan formulation. The identification of these objectives has assisted in creating a set of Sustainability Appraisal Objectives by which this plan will be tested.

1. Improve Health:

- Tackle health inequalities and the issues which lie behind them to become more socially inclusive
- Provide infrastructure to encourage routine daily exercise
- Improve mental health and wellbeing

2. Support communities that meet people's needs:

- Provide everyone with opportunities for education and training both within schools and through life long learning
- Reduce crime and incorporate crime prevention measure to promote sustainable communities.
- Recognise importance of developing vibrant communities where everyone is able to be involved in decision making promoting social inclusion and ownership of local living environments
- Recognise the social, environmental and economic value of open spaces
- Ensure provision of sufficient infrastructure on the projected increase in population (see population)

3. Developing the economy in ways that meets people's needs

- Provide the infrastructure to assist in diversifying the economy, encouraging development of local businesses as well as encouraging inward investment
- Address concern over cost of living derived from housing, travel costs and loc income (see reduce the need to travel)
- Assist in regeneration of disadvantaged communities providing people with tools with which to increase income levels and improve their local environment
- Encourage mixed use developments which enhance vitality and viability of local and town centres and provides a good range of facilities and services

4. Provide access to meet people's needs with least damage to communities and the environment:

- Discourage the level of car use
- Assist in locating day-to day facilities (e.g. shopping, leisure and jobs) in locations easily accessible by walking/ cycling to a variety of groups
- Manage development patterns to make fullest use of public transport
- Give priority to public transport, cyclist and pedestrians over car users
- Ensure accessibility for the disabled
- Promote and integrated approach to transport and land use planning to increase the efficiency of transport systems
- Ensure sufficient provision of footpaths and cycle routes within new and existing developments
- Encourage freight transport by rail/ sea to alleviate traffic congestion

5. Maintain and improve environmental quality and assets

- Raise awareness of, and protect biodiversity value of designated and non designated sites and their interconnectivity
- Promote sustainable patterns of development making better use of previously developed land
- Manage soils in recognition of their non-renewable nature
- Protect and enhance landscape features and characteristics
- Ensure retention of diversity and distinctiveness in building design and development patterns

- Protect, enhance and raise awareness of historic assets and their social, economic and environmental value in Torbay
- Recognise and manage flood risks (fluvial, coastal and surface water) and plan development to minimise it

6. Minimise consumption of natural resource:

- Recognise the need to provide renewable energy, generate discussion on how this can be achieved and assist in meeting targets for renewable energy generation
- Promote water efficiency and protect water resources
- Recognise the need for sufficient infrastructure to encourage and raise awareness of the need for sustainable waste management (recognition of the waste hierarchy, proximity principle and self sufficiency)
- Minimise levels of land, air, water, light, noise pollution