



July 2006

**Great Parks, Paignton:
Phase 2 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 Great Parks Phase 2 Planning Brief which sets out the planning principles for the development of Phase 2 of the area for residential purposes.

This report provides a comparison of the sustainability implications of different approaches to developing the site. 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 Great Parks Planning Brief from 31st July to 25th August 2006.

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

Prepared by:

**Strategic Planning Group
Environmental Policy Section,
Community Services
Torbay Council
3rd Floor Roebuck House
Abbey Road
Torquay
TQ2 5TF**

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For further information regarding this appraisal of 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 developing the Great Parks, Phase 2 site in Paignton.
- 1.2 The Planning Brief is a Supplementary Planning Document to the Torbay Local Development Framework. It sets out detailed guidance on the implementation of the Phase 2 Great Parks housing proposals in the Adopted Torbay Local Plan 1995-2011, Policies H1.11, H1.12 and H1.13.

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 9: Great Parks, Paignton Planning Brief¹. This provides a focused look at issues which relate specifically to the Great Parks 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 Great Parks Phase 2 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 ways of developing the Phase 2 element of the site. It will identify any possible significant positive or negative effects of either 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: Constrained/ Phased Approach*
 - *Option 2: Work to Great Parks Planning Brief and existing Agreements*
 - *Option 3: Expedient updating of the existing scheme*
 - *Option 4: Sustainable communities approach*
- 3.3 These options are documented further in Box 1. Option 1 represents a continued adherence to existing Local Plan housing phasing policy. Appraisal of this option provides a comparison (of sustainability) between the proposed options and the situation under the currently Adopted

¹ The title of this SPD has been amended since the publication of the LDS and relevant SA scoping work and now reads 'Great Parks, Paignton: Phase 2 Planning Brief'. The scope of the document remains unchanged.

Torbay Local Plan where phasing policy H1A does not allow any further development on Greenfield sites where potential remains on brownfield areas.

Box 1: Options considered for the Great Parks Planning Brief:

Option 1: Constrained/ Phased Approach: If the Council opts to pursue a constrained approach in its LDF Core Strategy, it could delay the development of Great Parks until such a time as monitoring indicated it was needed (in strict adherence to Phasing Policy H1A). However this approach contravenes emerging Government Guidance (particularly in PPS3) and would do nothing to provide affordable housing, or enable the development of other community facilities at Great Parks.

Option 2: Work to Great Parks Planning Brief and existing Agreements: This approach would simply rely on the Adopted Torbay Local Plan, Great Parks Planning Brief and S106 agreements. However (unlike the constrained approach) it would not seek to restrict or delay the commencement of Phase 2 of the Great Parks development taking place. The brief contains a robust framework for layout and landscaping. However it is somewhat out of date in terms of affordable housing (20-25% social housing is sought by the Great Parks Agreement) and other sustainable development matters.

The S106 Agreements are complicated and do not fully resolve infrastructure difficulties. Persevering with these may therefore stifle development.

Option 3: Expedient updating of the Existing Scheme: This would update the 1994 Brief and S106 Agreement to meet the Council's normal requirements for affordable housing, public transport contributions etc.

This approach may allow some increase in housing numbers from the Local Plan targets in line with modern density requirements (i.e. 35-50 per hectare). However the layout of the Brief would remain much as per the 1994 brief and the design of development is likely to be relatively conventional. The Local Centre (S11.2) would need to be provided, possibly through S106 Obligations.

Option 4: Sustainable communities approach: This approach would seek to develop at higher densities and try to embrace more fully current sustainability standards. In particular a larger mixed use development could be promoted to enable the local centre. The scheme could consider the possibility of being carbon neutral for example by off site planting, passive solar alignment etc.

Such a development would be more expensive than a more conventional layout and may only be achievable through public funding or providing affordable housing as intermediate (low cost market housing) rather than social rented.

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 each option are broad it is difficult at this stage to establish the exact impact of some of the options, particularly in regard to very specialised sustainability issues (For example measures to protect species and incorporation of sustainability infrastructure into design, landscapes measures). Where this is the case a '?' has been inserted in the matrix.
- 5.2 Once a preferred option is chosen and a site layout developed and more detailed guidance available, a full and more detailed appraisal will be carried out which will determine the distribution of impacts amongst different social groups or sustainability issues.
- 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 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: Constrained/ Phased Approach:

Under this option the site may not be developed if sufficient brownfield sites are available elsewhere. This would hold advantages of retaining the landscape, nature conservation and historical value of the site. The concentration of development in brownfield sites, as advocated under this option holds greater potential for sustainable transport due the more central location of these sites.

However there are a number of concerns surrounding this option including:

- The unlikely provision of community facilities at Great Parks (including local shops, health centre, school and recreational areas) which should have been developed as part of Phase 1 development but have not yet been built. This could have serious implications for the ability of the Phase 1 residents to develop a community and would increase the need to travel to other areas to meet needs.
- Large sites such as this at Great Parks offer greatest potential to provide affordable housing, which can often be economically unviable on small brownfield sites. Should this site not be developed then potential affordable housing units would be lost.
- The alternative of concentration on brownfield sites would be less likely to incorporate sustainable design features such as energy efficiency, sustainable drainage, water efficiency measures and provision of waste facilities due to economic viability issues.

Option 2: Work to Great Parks Planning Brief and Existing Agreements:

Many sustainability issues are covered in the 1994 Brief (e.g. healthcare, sustainable transport infrastructure, local centre and landscaping) however concern remains over whether these issues will actually be translated into actions. Phase 1 development which was completed under the 1994 Great Parks Planning Brief, has omitted to address a number of sustainability issues included in the Brief, for example the need to provide community infrastructure (healthcare, shops) from the outset and use of locally distinctiveness materials.

There are a number of areas of concern with this option including:

- This option will not provide the same level of affordable housing as modern standards require. The brief also sets out that these units be clustered which is now deemed to encourage social tensions (modern preference is for pepper potting)
- Likely difficulties in establishing a community if past experience is to continue and community infrastructure is not provided (e.g. open space provision, health centre, school)
- A continued under-provision of community facilities under this option could cause many to travel to meet their basic needs.
- No consideration given to heritage assets on the site

- The need for sustainable design features is not specified under this option (for example sustainable drainage, renewable energy, energy efficiency, water conservation, recycling of building material or provision of householders waste recycling infrastructure)

Option 3: Expedient Updating of the existing scheme:

This option is advantageous in bringing the 1994 Great Parks Planning Brief up to date increasing the potential yield of affordable housing units and public transport contributions and increasing the awareness of the need for sustainable drainage. This option which advocates high densities will provide high yields of housing to meet local needs. Under this option the local centre is more likely to come forward with the associated benefits of creating strong and vibrant communities. This will reduce the need to travel elsewhere to meet local needs.

Key areas of concern relating to this option includes:

- The unlikely development of the Health Centre
- No specific consideration of heritage assets
- No mention of a number of sustainable design issues such as water conservation, recycling of construction material or provision of householder waste infrastructure

Option 4: Sustainable Communities approach:

This option proposes a mixed use approach to development at Great Parks in order to maximise opportunities for the creation of sustainable communities. Whilst this option will not yield such a high amount of affordable housing units (due to the need to provide other sustainability infrastructure) this option has a number of other key advantages:

- Good provision of community infrastructure (health centre, local centre, school and recreational infrastructure). This increases local accessibility to essential day to day services reducing the need to travel and strengthening community cohesion.
- Good sustainable transport infrastructure (for walking and cycling) and open space provision will assist in creating healthy lifestyles.
- High densities under this option assist in meeting housing demand
- Possible provision of employment through 'live-work' schemes
- Greatest opportunities to incorporate sustainable design (e.g. energy efficiency, sustainable drainage, water conservation).

- 6.2 The above represents 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 Great Parks 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 are indicated in italics*. Potential cumulative effects relating to the options for the Great Parks Planning Brief include:

- Fragmentation of urban and rural habitats: Maintenance of the network of hedgerows and field boundaries is 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 Great Parks which currently acts as a natural infiltration area in time of high rainfall. Increased hard surfaces in areas such as Great Parks 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/ 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. Great Parks 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 in Torbay and those dependent on Torbay's distinctiveness for income*).
- Transport patterns: The layout and amount of community facilities provided will 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 Great Parks 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 free transport in the future (cycling, walking) and worldwide (due to global impacts of increased carbon emission))*).

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 Great Parks 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 Great Parks 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

		Great Parks Planning Brief Options				
		Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach	
High Level objectives	SA Framework	What appraisal will look for				
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 would be of benefit to those already living in the Great Parks area as the countryside will remain undeveloped, certainly in the short term. However the local centres is unlikely to be developed.	? Living conditions and pleasant surroundings under this option are largely dependent on the implementation of the Section 106 agreements by developers relating to, in particular health provision, recreational and landscape mitigation measures.	? As option 2	+ The mixed use approach advocated under this option is likely to create more pleasant living environments that meet people's need ensuring sufficient provision of public open space, landscaping etc.
	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.	- This option is unlikely to achieve the health centre proposed in CF14.	- As option 1.	? The achievement of the health centre is doubtful.	+/? May allow the successful development of a health centre (CF14) and local centre (S11.2)
	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	+/- A concentration of development in urban areas rather than at Great Parks will provide good opportunities for use of sustainable transport in new town centre developments. This option is unlikely to provide open space at R6.2/ R7.2	? The extent to which the Planning Brief will promote healthy lifestyles will depend on the extent to which walking and cycling infrastructure are provided (through Section 106 Agreements) and the availability of local shops and services to encourage walking instead of driving.	+ The provision of open space would be required as a planning obligation.	+ Under this option the promotion of walking and cycling infrastructure will be an integral part of the development. Open space and access to the countryside could be incorporated into the development.
	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.	- If Phase 2 of Great Parks was not developed it is unlikely that the health facilities anticipated as part of Phase 1 (but not yet built) will be provided.	- Although the Great Parks Planning Brief makes reference to the need for a health centre on this site this has not yet been provided. There is also concern that plans to create super surgeries will further reduce the chances of developing local facilities such as that proposed at Great Parks.	- As option 2	+ This option promotes mixed use development which could encourage the development of a local health centre

SA Framework		Great Parks Planning Brief Options			
High Level objectives	Sub-objective Does the policy/ proposal...	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
2. Support communities that meet people's needs	2.1 Help make suitable housing and affordable for everyone (to address a significant shortfall of affordable housing and projected increase in population)	<p>- This option would delay Phase 2. If Phase 2 development does not go ahead then this will also mean an associated loss of potential for affordable housing provision. This is significant given the severe shortage of affordable housing units in Torbay.</p>	<p>- The 1994 Planning Brief outlines the need for 20-25% of all residential units to be social housing in both phases and that this social housing can be clustered into groups of 40 units.</p> <p>A continuation under this would result in a lower than usual supply of affordable units and possible compounding of social problems associated with clustering of social units</p>	<p>++ A high yield of housing can be obtained under this option as a result of higher densities.</p> <p>This option provides excellent opportunities for increasing the threshold for affordable housing in line with modern standards.</p>	<p>+/- A high yield of housing can be obtained under this option as a result of higher densities.</p> <p>Whilst this option provides opportunities for higher levels of housing generally, the requirements for other sustainability infrastructure may limit the amount of affordable housing that can be requested unless significant public subsidy could be obtained to deliver/ add value to the provision of affordable housing. The high density nature of the proposed developments however will naturally yield a number of low cost market houses in the form of flats.</p>

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	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.	<p>?</p> <p>If Phase 2 of Great Parks was not developed it is unlikely that the education facilities which were supposed to be developed in parallel with Phase 1 will ever be developed. Present indicators are that they will not be needed.</p>	<p>?</p> <p>The 1994 Planning Brief outlines the need for a primary school to serve the needs of the Phase 1 and Phase 2 development. The brief states that this should have convenient and safe access from surrounding areas including a place for buses to stop. It also states that this should be provided at an early stage in the development. However this has not yet been provided. The agreement indicates that if not needed for education the school site should be used for private housing.</p> <p>The future likelihood of the school being developed will be dependent on the anticipated re-organisation of the schools in Foxholes adjacent to the site and is likely to only proceed if there is a recognised need for additional school places at a time when there is a contraction in demand for primary school places.</p> <p>The current assessment from Children's Services is that a school site will not be needed.</p>	<p>?</p> <p>The current assessment from Children's Services is that a school site will not be needed. However it is not clear whether the increased density of development at Great Parks and adjoining areas will generate significant additional need for education facilities</p>	<p>?</p> <p>Under this option the development of the school here will, in many respects be dependent on the anticipated re-organisation of the schools in Foxholes adjacent to the site and is likely to only proceed if there is a recognised need for additional school places at a time when there is a contraction in demand for primary school places.</p> <p>This option is most likely to generate a need for a new school site in the longer term</p>

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	2.3 Reduce crime and fear of crime	Development that designs crime out, e.g. by providing passive surveillance, avoiding 'dead' spaces and times.	~	- No reference is made within the planning brief for crime-preventative design to be implemented. This is particularly important given the high fear of crime in Torbay. The brief envisages clusters of social rented housing, which could lead to concentration of deprivation.	? Policy CF2 of the local plan would require crime prevention measures to be incorporated into the development.	? Policy CF2 of the local plan would require crime prevention measures to be incorporated into the development.
	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.	- A lack of Phase 2 development will mean that the community facilities which were supposed to (but have not yet been) provided in parallel to the sites development are unlikely to come forward. This will not assist in promoting stronger and more vibrant communities.	- The 1994 Planning Brief has indicated that the Council intended that the site become a community not just a housing estate and that the local school, shopping, leisure and other community facilities be easily accessible by an integrated network for footpaths. However thus far the Planning Brief has not been strong enough to make these changes happen and it is questionable whether this can be provided in the future.	+ The increased likelihood of the local centre and facilities coming forward under this option increases opportunities to create stronger and more vibrant communities.	++ The increased likelihood of the local centre coming forward under this option increases opportunities to create stronger and more vibrant communities. This option would provide an opportunity for a positive planning approach to acquire a wider range of community facilities.
	2.5 Increase access to and participation in cultural activities	Cultural facilities integral with development. Development of 'environment-based' visitor attractions that do not damage the resource they are based upon.	- This option will do little to improve access to and participation in cultural activities as a halt on development will lessen the chances of provision recreational facilities on the site.	+ The Planning Brief outlines the requirement for provision of a play area and informal recreation area.	- As Option 2	? No specific reference made to the provision of cultural facilities. However recreational facilities are likely to be incorporated into a sustainable communities scheme.

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
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.	~ Unlikely to have an impact on the diversification of the economy.	~ The Planning Brief has been compiled with a focus on housing and makes no reference to provision of employment, other than that associated with the local centre.	- As Option 2	+ This option may provide opportunities for employment through the mixed use approach as well as possibly introducing live-work schemes.
	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.	- If Phase 2 were not to be developed this would result in no local services being provided. The lack of local provision of services for residents of Phase 1 could have a detrimental impact on people's cost of living where travel is required to obtain basic services.	- The lack of local provision of services could have a detrimental impact on people's cost of living where travel is required to obtain basic services.	+ The increased likelihood of a local centre being developed under this option would help people afford a comfortable standard of living by reducing the need to travel. The higher level of affordable housing possible under this option are also beneficial in helping those on lower income afford a house.	+ The increased likelihood of a local centre being developed under this option would help people afford a comfortable standard of living by reducing the need to travel.
	3.3 Reduce poverty and income inequality		- As above	- As above	+ As above	+ As above

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	3.4 Meet local needs locally	Maintenance and enhancement of businesses meeting local needs. Encouragement of farmers' markets and farm shops.	- The Local Centre is unlikely to be developed under this option resulting in the residents of Phase 1 having poor access to local services.	? The Great Parks Planning Brief highlights the need for development of a local school and local shops (to ideally include a pharmacy, post office and health centre) within the Great Parks site. This is critical as the development in Great Parks thus far is physically separated from existing local shops and schools by the busy King's Ash Road. However so far this has not yet been achieved. The other physical infrastructure requirements in the Great Parks Agreement may make achievement of these facilities not viable.	+ The local centre is more likely to be viable under this option assisting people in meeting local needs locally.	+ This option would provide a clearer framework that would allow a local centre to be planned for. The local centre is more likely to be provided under this option assisting people in meeting local needs locally.
	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.	N/A	N/A	N/A	N/A
	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

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	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.	N/A	N/A	N/A	+ This option may offer greatest opportunities to incorporate energy efficient design and sustainable drainage.
	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
	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.	N/A	N/A	N/A	N/A
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.).	+ Following the constrained approach in the Core Strategy and concentrating development in Brownfield areas can be beneficial in encouraging sustainable transport such as cycling and walking where developments are more central.	- The 1994 planning brief states that the development should not appear dominated by the highway and sets out clear requirement for footpaths and cycle paths as an alternative to the private car. However the current lack of provision of local services and shops will inevitably encourage many into their cars to meet their needs.	-/+ As Option 2 but with increased opportunity for encouraging public transport.	+ The promotion of sustainable transport methods will be an integral part of this development under this option.

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	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
	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 will not help existing residents of phase 1 access basic services easily, safely or affordably because it is unlikely that community services and facilities will be developed without Phase 2 coming forward.	- The 1994 Brief outlines the need for a community primary school and local shops (including a surgery) within the development to be connected to the local footpath network. So far this has not been provided. Also see objective 3.4	+Under this option the increased chance of developing the local centre will assist in provision of local services and help people to access basic services easily, safely and affordably.	+Under this mixed use option there is greatest opportunity for people to be able to access a range of services easily, safely and affordably.
	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.	+Following the constrained approach in the Core Strategy and concentrating development in brownfield areas can be beneficial in encouraging sustainable transport such as cycling and walking where developments are more central.	+The 1994 Planning Brief states the need for developers to provide bus bays. The brief highlights the need for the developers to provide footpaths to serve the need for direct links as well as for recreational purposes. However although footpaths exists the Great Parks Valley is not particularly accessible for walkers.	++ Under this option there will be greater potential for public transport contributions.	+The promotion of sustainable transport methods will be an integral part of this development under this option.

SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
5. Maintain and improve environmental quality and assets	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
	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	<p>+</p> <p>This option will be beneficial in protecting the nature conservation value of the site under which Phase 2 would fall</p>	<p>?</p> <p>The 1994 Planning Brief recognises the ecological value of the Great Parks Lakes area to the west of the development. Care is required to ensure that drainage is managed in such a way that these lakes are not polluted or that the natural balance of these ponds are not impacted upon.</p> <p>Further ecological survey work is required to determine the ecological value of the site (for example, to cirl bunting populations)</p>	<p>?</p> <p>As Option 2</p>	<p>?</p> <p>At present this option does not detail the need for protection and enhancement of species.</p>
	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.	<p>+</p> <p>This option is beneficial in conserving agricultural land at Great Parks by encouraging development onto brownfield sites elsewhere.</p>	<p>-</p> <p>The 1994 Planning Brief outlines the need for a diversity of densities with a preference for higher densities around the local centre, school and bus routes.</p> <p>A lack of specified densities could result in lower densities than could be achieved elsewhere. However the brief recognises the need for family homes.</p>	<p>+</p> <p>This option may provide opportunities to increase densities in comparison with option 2 in order to meet modern density requirements.</p>	<p>++</p> <p>This option would seek to increase densities in comparison with option 2 in order to meet modern density requirements.</p> <p>Higher density could be promoted as a way of enabling the local centre.</p>

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High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	5.3 Protect and enhance landscape and townscape	Location and design of development to respect and improve character and settlement setting.	+ This option is beneficial in protecting the landscape surrounding Great Parks.	+ The 1994 Brief outlines the need to respect the local landscape features including respecting the sloping contours of the Luscombe Valley and retaining important tree lines and hedges as foils to the new development	+ As Option 2	? At present this option does not detail the extent to which the option would help protect and enhance landscape and townscape. There is a danger that higher density development could impact on the AGLV.
	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.	+ This option is beneficial in protecting the diversity and local distinctiveness surrounding Great Parks	+/- The Great Parks Planning Brief specifies the need to create a sense of place respecting strong topographic features. There is limited information within this brief on the need for use of locally distinctiveness materials and this has resulted in phase one lacking local character. A continuation under this planning brief will result in phase 2 development of similarly little character.	+/- As option 2	? At present this option does not detail the extent to which diversity and local distinctiveness will be considered in design.
	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	+ This option is beneficial in protecting historical assets surrounding and adjacent to Great Parks	--- No mention is made of the need to maintain or enhance cultural or historic assets. In particular the site includes several monuments (detailed in the scoping report). A continuation of development under this brief could result in loss/ damage to these historic assets.	--- As Option 2	? This option does not detail any plans to maintain and enhance cultural and historic assets

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High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	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.	<p>?</p> <p>If Phase 2 development didn't go ahead this would protect the water storage capacity of the site and would not worsen flooding downstream,</p> <p>However it should be recognised that Great Parks development opportunities or an integrated approach to sustainable development which may not be so easy or cost effective on small Brownfield sites.</p>	<p>---</p> <p>The 1994 Great Parks Planning Brief outlines the potential use of the former Great Parks Lakes as a permanent surface water balancing facility to serve not only the local development but also the Ring Road and this is covered in the planning agreements.</p> <p>A continuation under this brief would not recognise the Governments intention that sustainable drainage be incorporated where possible to reduce runoff and associated flooding problems downstream.</p> <p>A continuation under the 1994 Great Parks Planning Brief would therefore not address the increase risk of flooding downstream as a result of increased hard surfaces on the site. This is significant as surface water flooding is already problematic downstream impacting on areas such as King's Ash Road, Totnes Road and Dartmouth Road.</p>	<p>+</p> <p>There may be limited scope for sustainable drainage under this option.</p>	<p>++</p> <p>This option provides opportunities to require the use of sustainable drainage systems to manage surface water flow and prevent worsening of flooding downstream caused by increasing surface water.</p>

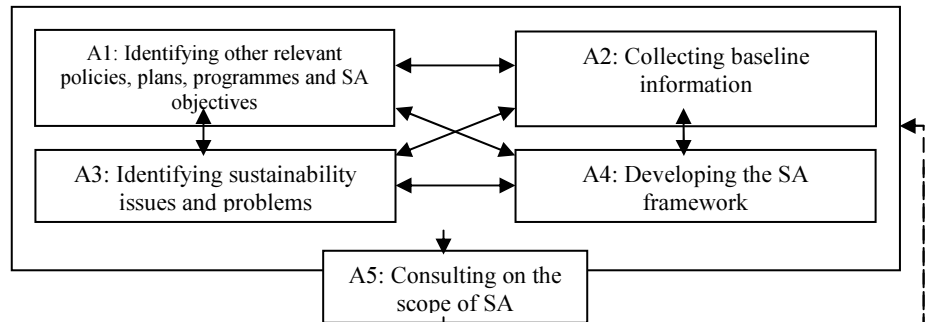
SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	5.7 Minimise habitat fragmentation and provide opportunities for new habitat creation or restoration		+ This option provide opportunities to minimise habitat fragmentation	+/? The 1994 Planning Brief makes reference to the importance of retaining field boundaries as wildlife corridors as well as for their landscaping benefits. Further survey work could assist in ensuring those hedgerows of greatest ecological importance are retained as part of Phase 2 development. Assessment will need to be made about the impact on cirl buntings.	+/? As option 2	? This option does not specifically mention the extent to which habitats fragmentation will be prevented.
6. Minimise consumption of natural resources	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.	- It is unlikely that incorporation of renewable energy/ energy saving design will be economically viable in small infill developments that this option would prefer.	--- No reference is made within the Brief of the need to incorporate renewable energy and energy saving processes into the site development. The need for such measures (even as simple as careful site layout to maximise solar gain) is essential to ensure that these houses can be sustainable and cost effective in the long run.	+ There may be limited scope for energy saving design requirements such as passive solar under this option.	++ This option highlights the possibility of being carbon neutral through off site planting and design aspect for example passive solar alignment.

SA Framework		Great Parks Planning Brief Options			
High Level objectives	Sub-objective Does the policy/proposal...	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	6.2 Keep water consumption within local capacity limits (taking account of climate change)	- It is unlikely that incorporation of water saving devices will be economically viable in small infill developments that this option would prefer.	-- Whilst the brief highlights the need for infrastructure to enable greater water supply to the site there is no consideration of the need to incorporate water saving measures into the design of the buildings. This is of increasing importance given the predicted severe reduction in mean average summer precipitation that we will be experiencing in the short and long term.	+ There will be a need to provide some sustainable drainage measures.	+ Under this option design considerations will account for the need to conserve and reuse water.
	6.3 Minimise consumption and extraction of minerals	- It is unlikely that reuse of old material in new construction will be economically viable in small infill developments that this option would prefer.	- No mention of the possibility within the Brief of using recycled materials on the site.	- As option 2	? This option does not specify plans to recycle material on site.
	6.4 Reduce waste not put to any use	- Small infill sites offer less opportunities for sufficient space and infrastructure for waste recycling bins.	- No mention of the need to ensure sufficient space for waste recycling bins and possible communal facilities.	+/? This option would be likely to seek to encourage recycling.	+/? As option 3, however the option description is insufficiently detail to determine the extent that waste management will be accounted for.
	6.5 Minimise land, water, air, light, noise and genetic pollution	+/- This option will protect the site from land, water, air and light pollution but may worsen such pollution in built up areas where development will be redirected.	- No mention within the brief of the need to minimise water, air, light or noise pollution. Water pollution is of particular relevance in light of the need for sustainable drainage systems to deal with surface water runoff.	- As option 2	? The option description is insufficiently detailed to determine the extent to which water, air, light and noise pollution will be considered.

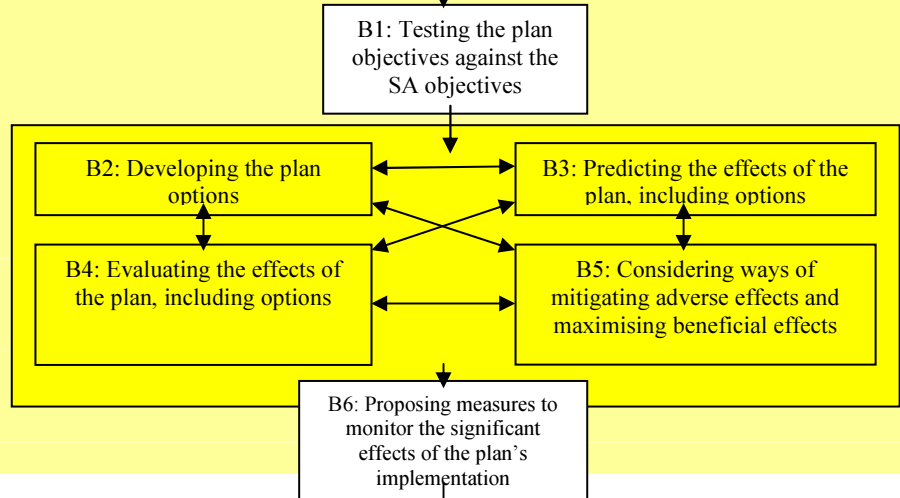
SA Framework		Great Parks Planning Brief Options				
High Level objectives	Sub-objective Does the policy/ proposal...	What appraisal will look for	Option 1: Constrained/ Phased Approach	Option 2: Work to Great Parks Planning Brief	Option 3: Expedient updating of the existing scheme	Option 4: Sustainable Communities approach
	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')

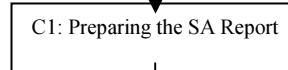
Stage A: Setting the Context and SA Objectives, establishing the baseline and deciding on the scope



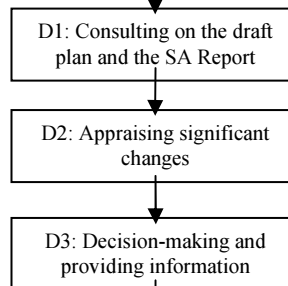
Stage B: Developing and refining options and assessing effects



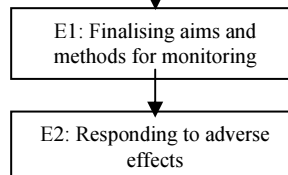
Stage C: Preparing the Sustainability Appraisal Report



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:

- Ensure provision of a range of good quality, sustainable design and affordable housing which meets the needs of a range of social groups giving everyone an opportunity to a decent home.
- 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
- Promote development of a diverse range of good quality cultural activities which are accessible to all
- 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
- 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

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
- Strike a balance between the demand for all mineral resources and the need to protect the environment
- 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