



TORBAY LOCALPLAN

SUSTAINABILITY APPRAISAL REPORT

December 2015



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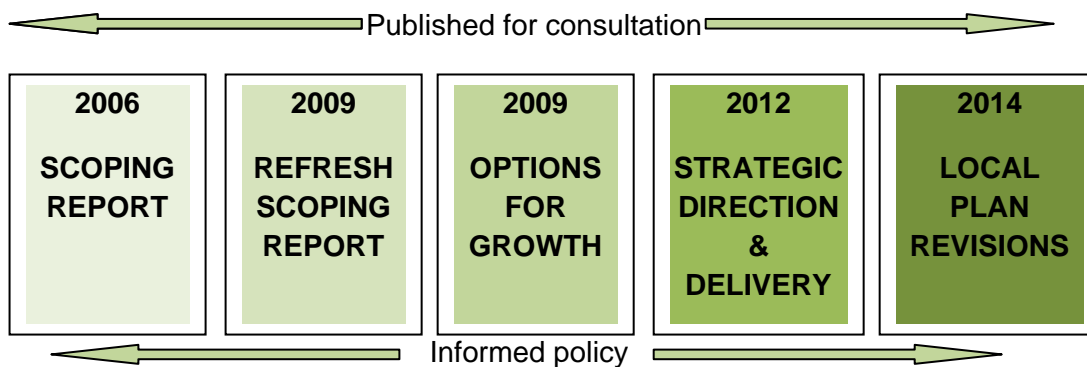
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SUMMARY OF SUSTAINABILITY APPRAISAL UNDERPINNING THE LOCAL PLAN

Robust assessment

Robust sustainability appraisal has lead and informed production of the Torbay Local Plan. At each stage of production the Local Plan has been assessed against a range of high level objectives and criteria. These include the way in which the Local Plan improves health; supports communities that meet people's needs; develops the economy; provides better access; maintains and improves environmental quality; and minimizes consumption of natural resources.

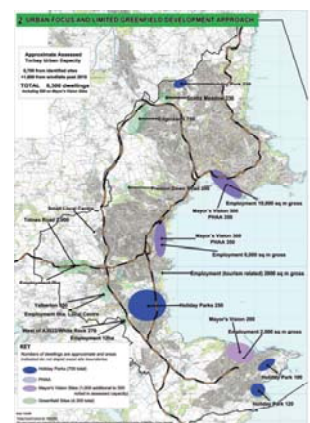
The sustainability appraisal process



Options for growth

The 2009 options for growth assessment considered five broad locations / options, as well as a 'do nothing' option, namely:

1. **Constrained development** – no development outside the built up area other than sites already allocated in the Local Plan (1995 – 2011)
2. **Urban focus, limited Greenfield** – most development within the urban area, with limited new Greenfield development
3. **Mixed Greenfield** – up to 6,700 homes on a mix of sites outside the urban area (with 8,300 inside)
4. **Single urban extension** – covering most of West Paignton, including Collaton St Mary, containing 6,700 homes and 13 ha of employment space.
5. **Northern Torbay** – Most new development on the northern side of Torquay.



Preferred option

Whilst Option 4 was the most sustainable in terms of location, it was considered to be undeliverable due to huge infrastructure costs and had significant landscape impact. Option 2, as the second best performer, was selected as the preferred option for growth. The sustainability assessment of the Draft Torbay Local Plan (Sept 2012), which set the preferred option out in detail, described it as providing

“particularly strong benefits to the economy.....it’s holistic approach.....will ensure wide-reaching benefits for society and the environment.”

The positive and negative impacts of the preferred option included:

+ve	-ve
Affordable housing provision	Increased car ownership / use
Increase in employment space	Pressure on land from new homes
Reduction in out-commuting	Loss of natural habitat
Good design and quality of new buildings	Harm to landscape
Access to services	Increased water and energy consumption
Range of health benefits	Pressure on services and amenities

Continuing improvements

The draft and submission versions of the Local Plan have refined and improved the Local Plan’s performance against ongoing sustainability appraisal, including measures to enhance the positive impacts and reduce the negative impacts. Positive impacts include high quality public realm, sustainable construction, sustainable urban drainage, biodiversity enhancement.

Scale of growth

More work has been done to assess the impacts (positive and negative) of the three growth scenarios, which were considered as part of the work to refresh the Strategic Housing Market Assessment and Strategic Housing Land Availability Assessment.

Scale / impact / score	Low	Medium	High
Jobs	+2,000	+5,300	+12,300
Homes	Up to 8,000 new	Up to 10,000 new	+15,000
--	0	0	12
-	19	5	8
-/+	1	1	0
+	4	21	6
++	6	3	4

This shows that the ‘constrained, balanced growth’ approach of 5000-5,500 new jobs and 8,900 new homes, as set out in the draft Plan and submission versions of the Plan, performs much better than either of the other two options against sustainability criteria and for Torbay.

1. BACKGROUND

1.1 Introduction

- 1.1.1** The principles of ‘sustainable development’ are central to the planning system. A common definition of sustainable development is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”¹. A presumption in favour of sustainable development is at the heart of national planning policy.
- 1.1.2** Sustainability appraisal is a systematic process undertaken during the preparation of a plan or strategy. Its role is to assess the extent to which the emerging policies and proposals will help to achieve sustainable development. The process is an opportunity to consider options in which the plan can contribute to improvements in environmental, social and economic conditions, as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. By doing so, it can help make sure that the proposals in the plan are the most appropriate given the reasonable alternatives.
- 1.1.3** Under the Planning and Compulsory Purchase Act 2004, Sustainability Appraisal (SA) is a mandatory element of the Local Development Documents required by section 19 of the Act. Section 39 of the Act requires that the authority preparing a Local Plan must do so “with the objective of contributing to the achievement of sustainable development”. Sustainability Appraisal must meet the requirements of the European Union’s Strategic Environmental Assessment (SEA) Directive 2001/42/EC. The National Planning Policy Framework (NPPF) also requires that a Sustainability Appraisal, incorporating the requirements of the SEA Directive, should be integral to the plan making process.

1.2 The Torbay Local Plan

- 1.2.1** The Local Plan deals with different aspects of planning in Torbay and covers the period up to 2032 and beyond. It aims to regenerate Torbay and increase economic prosperity in a sustainable manner. The Plan includes matters that relate not only to the use of land but also to other things such as funding and infrastructure (roads, schools, water supply, climate change, etc). For this reason it is called a 'spatial plan'. There is more information on the Local Plan at www.torbay.gov.uk/new-local-plan.
- 1.2.2** The Torbay Local Plan has been prepared in parallel with three Neighbourhood Development Plans, for Torquay, Paignton and Brixham, which collectively cover the whole of Torbay. These three Plans will help to deliver the overall growth strategy for Torbay set out in the Local Plan, and in order to do so will include a range of predominantly urban area housing and employment site allocation proposals.

1.3 The Structure of this Document

- 1.3.1** Throughout its development, the Local Plan (previously known as the Core Strategy) has been assessed at various points to determine its impacts on social, economic and environmental aspects. This Report has been compiled to summarise the sustainability

¹ Brundtland Report 1987

appraisal work that has been carried out so far, and to show how sustainability has been accounted for as the Local Plan has evolved in the planning progress.

1.3.2 Following this introductory section, the document is sub-divided into a further ten sections:

Section 2: outlines key stages of the sustainability appraisal process, the compliance with the SEA Directive and who was consulted, when and how.

Section 3: summarises the Scoping Report.

Section 4: reviews the Reasonable Alternatives

Section 5: provides the scope for future amendment needed following the public consultation in 2012

Section 6: sets out the sustainability appraisal of the Spatial Strategy and Policies for Strategic Direction

Section 7: sets out the sustainability appraisal of the Strategic Delivery Areas

Section 8: sets out the sustainability appraisal of the Policies for Managing Change and Development in Torbay

Section 9: outlines the key findings of the sustainability Appraisal.

Section 10: sets out the monitoring framework.

Section 11: provides an indication of the next steps.

2 APPRAISAL METHODOLOGY

2.1 Sustainability Appraisal Key Stages

- 2.1.1** The SA process is underpinned by the requirements of the EU Strategic Environmental Assessment Directive and the approach adopted for this Sustainability Appraisal Report follows the Government on-line National Planning Practice Guidance. The Government's 'Practical Guide to the Strategic Environmental Assessment Directive 2005', which is set out in the Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks, although now superseded, provides a good basis and a well understood methodology for carrying out Sustainability Appraisal.
- 2.1.2** The Sustainability Appraisal process has five main stages (A-E). Stage A sets the context, establishes the baseline and decides on the scope. Stage B develops and refines options and assesses effects, Stage C relates to preparing the SA report. Stage D deals with consulting on the SA Report and finally Stage E monitors the significant effects of implementing the Local Plan policies. The SA process works in parallel with the preparation of the Local Plan and links across at all stages. A simplified version of the SA methodology is illustrated in Figure 1.
- 2.1.3** The SEA Directive provides a means of ensuring that due consideration has been given to environmental issues during the preparation and adoption of strategic level plans. Table 1 comprises a list of the SEA Directive requirements and an indication of how the requirements have been met within the SA process.
- 2.1.4** Each stage of the Local Plan was appraised against the SA Framework of objectives developed in the scoping stage. Policies and proposals were appraised using the following symbols to indicate the levels of impacts. The majority of the assessments made within the appraisal matrix is qualitative and indicate expected trends. The assessment also makes reference, where possible, to the nature of the impact in terms of their duration, magnitude and where appropriate geographical scale.

++	Clear benefits	--	Clear negative impact
+	Minor benefits	-	Minor Negative impact
~	Neutral	?	Uncertain

- 2.1.5** The Sustainability Appraisal process uses 31 sustainability objectives to assess the likely effects of a policy or proposal within the Local Plan. This Sustainability Appraisal Framework has been subject to consultation and agreement at the scoping stage and reflects the NPPF as well as local circumstances in Torbay. The three aspects of sustainable development (social, economic and environment) have been treated evenly i.e. the weight given to different sustainability objectives is equal. The possibility of attaching different weightings to sustainability objectives would favour one aspect of sustainable development over others, which would be contrary to the NPPF principle of achieving sustainable development (paragraph 7). Consistency in judgment on the significance of impacts of different policies and proposals against sustainability objectives is particularly important to provide a balanced assessment.

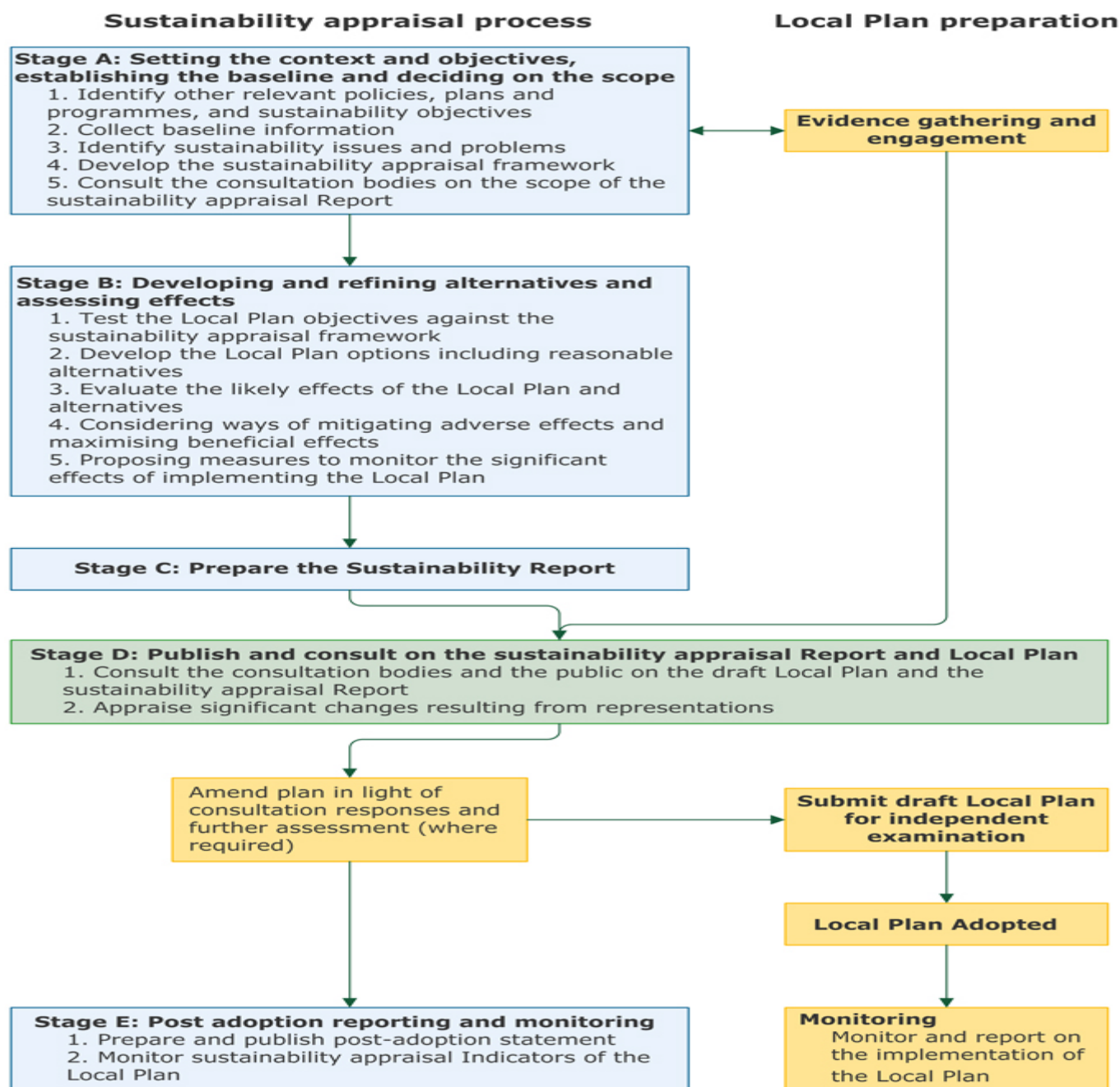


Figure 1 Sustainability Appraisal Key Stages

Source: National Planning Practice Guidance²

² <http://planningguidance.planningportal.gov.uk/blog/guidance/strategic-environmental-assessment-and-sustainability-appraisal/>

Table 1 the Strategic Environmental Assessment Directive Requirements Checklist

SEA Requirement	Where the requirement has been met
Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated (Art. 5(1)). The information to be given (subject to Art. 5(2) and 5(3)) is in Annex 1 of the Strategic Environmental Assessment Directive	This Report
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;	The Scoping Report, Section 3 of this Report and Appendix 2
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	The Baseline Report and Section 3 of this Report.
c) The environment characteristics of areas likely to be significantly affected;	The Scoping Report and Section 3 of this Report
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	The Scoping Report and Section 3 of this Report.
e) The environmental protection objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;	The Scoping Report and Section 3 of this Report.
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscapes and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects);	Sections 4, 6, 7 & 8 of this Report and Appendices 5-8
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	Sections 4, 6, 7 & 8 of this Report and Appendices 5-8
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;	SA of the Growth Options Report and Section 4 of this Report.
i) a description of measures envisaged concerning monitoring in accordance with Article 10;	The Scoping Report, Section 10 of this Report and Appendix 4
j) a non-technical summary of the information provided under the above headings.	A non-technical summary has been prepared and is available separately.
The report shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in the process to avoid duplication of the assessment (Art. 5(2)). Art. 5(3) of the Strategic	This Report.

SEA Requirement	Where the requirement has been met
Environmental Assessment Directive sets out that relevant information available on environmental effects of the plans and programmes obtained at other levels of decision-making or through other Community legislation may be useful for providing the information referred to in Annex 1 of that Directive.	
Consultation: <ul style="list-style-type: none"> •authorities with environmental responsibility, when deciding on the scope and level of detail of information to be included in environmental report (Art. 5(4)). 	The draft Scoping Report was sent to the statutory consultees (Environment Agency, Natural England, and English Heritage) and other selected bodies (listed in Section 8 of the Scoping Report).
<ul style="list-style-type: none"> •authorities with environmental responsibility and the public shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and accompanying environmental report before the adoption of the plan or programme (Art. 6 (1), 6 (2)). 	All iterations of the SA, including this version, have been subject to consultation.
<ul style="list-style-type: none"> •other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Art. (7)). 	N/A
Taking the environmental report and the results of the consultations into account in decision-making (Art. (8)).	All iterations of the SA, including this version.
Provision of information on the decision: When the plan or programme is adopted, the public and any countries consulted shall be informed and the following made available to those so informed: <ul style="list-style-type: none"> •the plan or programme adopted; •a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report pursuant to Article 5, the opinions expressed pursuant to Article 6 and the results of consultations entered into pursuant to Article 7 have been taken into account in accordance with Article 8, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and •the measures decided concerning monitoring (Art. 9 and 10). 	A sustainability statement will be published containing this information when the Local Plan is adopted.
Monitoring of significant environmental effects of the plan's or programme's implementation (Art. 10).	Ongoing, through the Authority's Monitoring Report.
Quality assurance: environmental reports should be of a sufficient standard to meet the requirements of the Strategic Environmental Assessment Directive (Art. 12).	Completion of this self-assessment.

2.2 Consultation

2.2.1 Consultation forms an important component of the planning system. The way in which the Council consults on planning documents is detailed in the **Statement of Community Involvement**. The key points of the consultation carried out for the previous stages of the SA are detailed in the section below. Appendix 1 considers the consultation responses in further detail and outlines how they have been addressed.

2.2.2 The consultation on the Scoping Report extended for a five week period during May and June 2009. The Scoping Report was made available to statutory consultees, a number of stakeholders and key Council officers. A good level of response was received (36%) which resulted in a number of amendments to the Scoping and Baseline Reports.

2.2.3 The consultation on the Sustainability Appraisal of the Core Strategy Growth Options took place over an eight week period from September to November 2009. Following changes in the Council's Development Plan programme, the draft Sustainability Appraisal was made available between September and November 2012. Both SA Reports were made available alongside the Core Strategy/Local Plan to the statutory consultees, a number of stakeholders, Council officers and the public. A limited number of responses were received for each, which resulted in a number of amendments to the SA Report.

2.2.4 Hard copies of the SA and associated Non-Technical Summary and Appendices were made available alongside the Proposed Submission version of the Local Plan on the Council website in parallel to the Local Plan from 24 February to 7 April 2014.

2.3 Links to other Assessments

2.3.1 The SA process provides opportunities to consider the need for other important assessments such as Habitats Regulations Assessment (HRA), Health Impact Assessment (HIA) and Equality Impact Assessment (EqIA). The following sections provide background information on these assessments and where they sit in relation to the sustainability appraisal process.

Habitats Regulations Assessment

2.3.2 Habitats Regulations Assessment is required by the Habitats Directive (92/43/EEC). Land use plans may require the undertaking of a HRA of their implications for European Sites. The purpose of HRA is to assess the impacts of a land use plan against the conservation objectives of a European site and to ascertain whether it would adversely affect the integrity of that site, whether alone or in combination with other plans and projects.

2.3.3 The assessment encompasses the two European sites present within Torbay boundaries (South Hams SAC and Lyme and Torbay Marine SAC) and four further European sites within the 20km buffer zone of Torbay's boundaries. The Habitats Regulations Assessment Report, which accompanies the Local Plan, is available on the Council website.

Equality Impact Assessment

2.3.4 The need for an Equality Impact Assessment of the Local Plan arises from the Equality Act 2010, which states that the Council must have 'due regard' for equality to the way that it provides services and make decisions. The Council is required to undertake an Equality Analysis of the Local Plan policies and proposals in order to ensure that different groups are not unfairly disadvantaged or discriminated against, and everyone has fair access to information and services. An Equality Analysis of the Local Plan has been completed and the findings were fed into the current version of the Local Plan.

3 SCOPING REPORT SUMMARY

- 3.1.1** The Scoping Report represents the first stage of the SA process. It sets out the baseline information on Torbay, identifies plans and policies influencing the production of the Local Plan, outlines the current sustainability issues in Torbay and sets out the sustainability framework. This section provides a brief summary of the outcome of the Scoping Report.

3.2 Other Relevant Policies, Plans and Programmes

- 3.2.1** The SEA Directive requires provision of information on the plan relationship with other relevant plans, policies and programmes (PPPs). Plans, policies, strategies and guidance were reviewed and subdivided into international, national, regional and local levels and they were also grouped under the SEA Directive topics. The review however went beyond those documents specifically mentioned in the SEA Directive to include social and economic strategies, plans and programmes that were considered to be relevant to the Local Plan.
- 3.2.2** In March 2012 the Coalition Government published the National Planning Policy Framework (NPPF), which sets out planning policies for England and how these are expected to be applied. A number of plans and policies that were identified as being of relevance during the initial scoping stage have consequently been reviewed and updated at the Proposed Submission Plan.
- 3.2.3** It should be noted that the list of Plans, Policies and Strategies is unlikely to be exhaustive as they are reviewed, updated and replaced regularly. Appendix 2 includes a brief description of the overall purpose of each of the PPPs, and outlines their objectives and targets, as well as the implications arising from the plans, policies and strategies that have been used to inform the key sustainability issues to be considered in the Local Plan.

3.3 Baseline Summary

- 3.3.1** The baseline survey covers the social, environmental and economic characteristics of Torbay. These include the SEA topics such as air quality, biodiversity, climatic factors, cultural heritage and landscape, energy, material assets, population and human health, transport, waste, water and soil and also include economic development and social inclusion. The Baseline Report is available on Torbay Council's website.

3.4 Sustainability Issues and Problems

- 3.4.1** The identification of key sustainability issues facing Torbay provides useful data to inform the Local Plan and the SA process. Sustainability issues were subdivided into social, economic and environmental issues. The analysis of the baseline information has led to the identification of the following key issues for each element of sustainability in Torbay.

Social Issues

- 3.4.2** Torbay's population structure has a distinct older person bias as it continues to be a popular retirement destination. An increase in the 65 and over age group is expected from around 30,000 people currently (22%) to around 50,000 (30%) by 2029. This has implications for

health care and service provision as well as increasing pressures for single person households.

- 3.4.3** Torbay has historically suffered from outward migration of qualified people due to low earnings in the area; students who attend university rarely return to the area. Torbay also has the lowest success rate in the South West Region for persons aged 19 and over undertaking work based learning.
- 3.4.4** Torbay has a very serious need for affordable housing; the average house price is 10 times the average earning, compared to a national ratio of about 7 times and South West ratio of just under 9 times. Homelessness is also an issue in Torbay.
- 3.4.5** The average density in Torbay is 21.1 persons per hectare, ranging from 1 to 10 people per hectare in rural fringes surrounding the towns, to concentrations in excess of 90 people per hectare in parts of Ellacombe (Torquay) and Roundham and Hyde (Paignton). This can be compared to 1.1 persons per hectare in Devon, 2.1 in the South West Region and 3.6 in England and Wales.
- 3.4.6** Torbay's relative position within the national model of deprivation shows a negative direction. The relative position has continued to worsen and has moved from 119 in 2004 to 75 in 2007, to 61 in 2010 to 46 in 2016. Torbay performs particularly poorly in terms of living environment deprivation and has relatively high income and employment deprivation, which reflect high economic inactivity and the number of benefits claimants within Torbay, together with low levels of household income.
- 3.4.7** The rate for alcohol related deaths in Torbay is slightly higher than national levels and significantly higher than the South West level. Torbay has a higher estimated smoking prevalence of 28% compared to the estimated prevalence of 27% in England.
- 3.4.8** Fear of crime in Torbay is a significant issue; as many as 55.6% of respondents believe that there is more crime in Torbay now compared to three years ago. Particular issues which were highlighted as of concern include people being drunk/ rowdy in public places, safety of young children, rubbish lying around, vandalism and misuse of drugs.

Economic Issues

- 3.4.9** Torbay has a lower than England and Wales average proportion of fulltime workers and a higher rate of part-time workers in employment. The economy of Torbay is largely dependent upon the tourism industry; this has led to a largely seasonal, low wage economy. Employment in the manufacturing industry is low compared to other centres of similar size and there is currently a shortage of readily available sites for light industry.
- 3.4.10** Torbay has been identified as having below average access to a car and greater than average need to access health and social services. Access to GP services, especially by the elderly can be difficult.

Environmental Issues

- 3.4.11** Torbay contains a number of sites designated for their environmental importance at local, national and/or international levels. These include a Special Area of Conservation (SAC) and the South Devon Area of Outstanding Natural Beauty (AONB). There is a wealth of native species, many of which are protected under European and national legislation. Torbay's

coastal location makes it vulnerable to the effects of climate change, including increased flooding and rising sea level

- 3.4.12** Farmland in Torbay is under pressure from development, recreation and changes in farming practices and this poses a threat to wildlife that depends on the farmland habitat. Due to the scarcity of high quality agricultural land, care should be taken to ensure that such areas are identified and protected when considering development proposals. Torbay contains a high quality landscape, which requires protection and enhancement to keep its locally distinctive areas.
- 3.4.13** Air quality in Torbay is generally good. However, there are two Air Quality Management Areas in Hele Road (Torquay) and Bolton Cross (Brixham). Paignton town centre is also classified as a potential AQMA. Traffic is likely to continue to be the major source of air pollution in Torbay. Congestion rate is relatively high particularly during summer months.

3.5 The Sustainability Appraisal Framework

- 3.5.1** An overarching Sustainability Appraisal Framework has been identified as a means of describing, analysing and comparing sustainability effects of the Local Plan. This Framework comprises a set of Sustainability Appraisal objectives, with which to test the Plan throughout its evolution, and sustainability indicators with which to measure the effects of the Plan in the future.
- 3.5.2** The Framework has been revised during various iterations of the document. Representations received during consultation have led to some objectives being recommended, and others being removed or amended. The SA objectives have also been checked against the guidance to delivering sustainable development contained within the NPPF.
- 3.5.3** The Sustainability Appraisal Framework comprises a two tier structure of 6 broad 'High level objectives', explained by 31 more specific sub-objectives outlined in Table 2 below.

Table 2 Sustainability Appraisal Framework

High level objectives	Sub-objective	What Appraisal will Look for
1. Improve health	1.1 Improve health of all communities in Torbay	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.
	1.2 Reduce health inequality	Development that avoids exposing poorer people to (e.g.) more pollution or noise, and that gives access to leisure and recreation for all.
	1.3 Promote healthy lifestyles	Patterns of development that make walking and cycling easy and attractive as routine methods of transport.
2. Support communities that meet people's needs	2.1 Help make suitable and affordable housing available to everyone	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.
	2.2 Provide everyone with opportunities for education and training	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.
	2.3 Reduce crime and fear of crime	Development that designs crime out, e.g. by providing passive surveillance, avoiding 'dead' spaces and times.

High level objectives	Sub-objective	What Appraisal will Look for
	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.
	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.
	2.6 Provide the required infrastructure and services in line with the rate of population increase	Infrastructure should be provided in consistent with meeting communities' needs, safety and amenity.
3. Develop the economy in ways that meet people's needs	3.1 Give everyone in Torbay access to work opportunities	Availability of a variety of employment opportunities that different people find attractive and that provide sufficient income; 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.
	3.2 Reduce poverty and income inequality	Whether lower incomes are enough to buy a reasonable standard of living – taking account of housing and travel costs. Avoidance of kinds of economic development that raise housing costs or make people in lower incomes have to spend more in car travel or buying services commercially that used to be public mutual.
	3.3 Meet local needs locally	Maintenance and enhancement of businesses meeting local needs. Encouragement of farmers' markets and farm shops.
	3.4 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'.
	3.5 Reduce the 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 in/visit Torbay rather than go further afield.
	3.6 Contribute to the regeneration and quality and diversity of the tourism industry	Development which assists in regenerating and diversifying the tourism industry.
4. Provide access to meet people's 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 reduces parking provision and road space. Policies that encourage more efficient use of car travel (e.g. car sharing, fuel efficient cars, etc.).
	4.2 Help everyone access basic services easily, safely and affordably	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.
	4.3 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
	4.4 Encourage a switch from transporting freight	Encouragement of local goods and services. Provision of improved port and rail facilities, including inland waterways,

High level objectives	Sub-objective	What Appraisal will Look for
	by road to rail or water	and interchanges that will lead to reduced road freight traffic, not more.
5. Maintain and improve environmental quality and assets	5.1 Protect and enhance habitats and species	Protection not only of designated areas, but of wildlife interest everywhere. Especially strengthening of links between 'wild' areas to increase adaptation to climate change.
	5.2 Promote 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.
	5.3 Protect and enhance landscape and townscape	Location and design of development to respect and improve character and settlement setting.
	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.
	5.5 Promote the essential need for green infrastructure	Improving green infrastructure within urban and rural areas is a way of getting more out of green spaces, making them hugely efficient and valuable assets and bringing many benefits to residents.
	5.6 Maintain and enhance the historic environment	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.
	5.7 Reduce vulnerability to flooding and sea level rise	New development and infrastructure should not be built in areas at risk. Relocation and managed retreat may be the best option.
6. Minimise consumption of natural resources	6.1 Reduce non renewable energy consumption and greenhouse gas emissions	Designing buildings to use natural lighting, ventilation and capture the sun's heat. Use of renewable energy where appropriate.
	6.2 Keep water consumption within local carrying capacity limits	Minimise water consumption, maximise use of rainwater / grey water.
	6.3 Minimise consumption and extraction of minerals	Greatest possible reuse of old material in new construction; provision for reuse and recycling.
	6.4 Reduce waste generation and increase materials efficiency	Provision for composting, digestion, recycling in new development.
	6.5 Minimise land, water, air, light and noise pollution	Development that minimises diffuse as well as point source pollution. Approaches to transport that will reduce traffic emissions.

4 SUSTAINABILITY APPRAISAL OF REASONABLE ALTERNATIVES

4.1 Introduction

- 4.1.1** A key element of SA is to identify and appraise alternative approaches (options) to address scale and distribution of growth. The new emerging Local Plan is based on the earlier (uncompleted) Torbay Core Strategy. It has therefore been developed over several years, and involved a number of stages where alternatives have been identified and appraised. These include the Core Strategy "Pre-Draft Issues and Options" (April 2006), and Core Strategy "Vision, Objectives and Options for Growth in Torbay" (September 2009). Additional options were also considered in the post 2009 consultation period in light of consultation responses, and the proposed revocation of Regional Strategies. In the context of the Localism Act, that work led to preparation and publication in September 2012 of a Consultation Draft of the new Torbay Local Plan "A Landscape for Success", which incorporated the preferred option. This section discusses the consideration of options that has fed into the Local Plan.
- 4.1.2** The development and appraisal of options is an iterative process, with options being revised to take account of the sustainability appraisal findings as well as changes to the planning system. This has informed the selection, refinement and publication of the preferred option. A big part of understanding reasonable alternatives and developing the preferred option included active engagement with local communities, primarily through public consultation, workshops and discussions with representatives from community groups.
- 4.1.3** A summary of different stages of assessing alternatives is provided below:

4.2 Regulation 25 Torbay Core Strategy – Pre-Draft Issues and Options (2006)

- 4.2.1** The 'Issues and Options' document published in April 2006 set out three possible broad approaches to accommodating the predicted development over the next 20 years. In summary, the three approaches were:
- Option 1: Constrained Development Approach
- Option 2: Urban Regeneration Approach
- Option 3: Urban Extension
- 4.2.2** Each option was designed to meet, as a minimum, the growth rate outlined for Torbay in the Draft Regional Spatial Strategy (RSS) of 500 dwellings per year. Each option differed in its approach in terms of the type and location of development brought forward, with some options providing in excess of the Draft RSS target. A fourth option, 'Business As Usual' was considered in order to enable comparison (of sustainability) between the proposed options and the situation if the Council continued under the current Adopted Local Plan growth rate.

This option was considered as a requirement of the SEA Directive and was not considered in the main Issues and Options paper as it would not have met the requirements of the Planning and Compulsory Purchase Act 2004 and would not be in conformity with the RSS.

4.2.3 The full sustainability appraisal is available on the Council's website.

4.3 Regulation 25 Core Strategy –Vision, Objectives and Options for Growth in Torbay (2009)

4.3.1 The Vision, Objectives and Options for Growth document, published in September 2009, was produced to reflect the recent change in the planning framework. The former Secretary of State's Proposed Changes to the South West Regional Spatial Strategy (RSS) now required Torbay to provide 15,000 new homes and 10,100 jobs between 2006 and 2026. Torbay Council had no objection to the jobs target, but objected to the 15,000 homes target. However, the Council took the government's advice to prepare its Core Strategy using the level of growth set out in the RSS Proposed Changes document and accordingly the sustainability appraisal was published alongside the Core Strategy Regulation 25 Consultation in 2009. It set out five possible broad approaches for growth in Torbay over the next 20 years. In summary, the five approaches were:

Option 1: Constrained Development Approach

Option 2: Urban focus and limited greenfield development approach

Option 3A: Mixed greenfield approach

Option 3B: Single urban extension approach

Option 3C: Northern Torbay approach

4.3.2 The Options were tested against the Sustainability Appraisal Framework to determine their potential to give rise to significant effects and highlight the sustainability implications of each option. The SA has also considered 'Business As Usual' that represents the current situation. A summary of the potential strengths and weaknesses of each approach is set out below:

Option 1: Constrained development approach

4.3.3 Option 1 performed poorly against most of the social and economic objectives and relatively well against the environmental objectives. It was considered to be the least sustainable among the five options. This Option has proposed development in four holiday parks, two of which are in Brixham at the border of South Hams Special Area of Conservation (SAC) at Berry Head. This might affect the integrity of the SAC; a Habitats Regulations Assessment (HRA) would be required if this Option is put forward as the Local Plan Preferred Spatial Option.

Option 2: Urban focus and limited greenfield development approach

4.3.4 Option 2 performed well against social and economic objectives and scored better than Option 1 against environmental objectives. It was considered to be the second strongest Option in terms of sustainable development. This Option proposed development in four holiday parks, two of which are in Brixham as in Option 1 above. This might affect the integrity of South Hams SAC at Berry Head as well as the quality of the Area of Outstanding

Natural Beauty (AONB). A HRA would be required if this Option is put forward as the Local Plan Preferred Spatial Option.

Option 3A: Mixed greenfield approach

4.3.5 This Option performed well against the economic objectives. It could provide significant benefits in terms of job opportunities. However, it had considerable cumulative environmental impacts including landscape degradation and loss of flora and fauna. This Option came in third place when ranking options in terms of achieving sustainable development.

Option 3B: Single urban extension approach

4.3.6 The Option scored highly with regards to economic and social objectives. There were likely significant benefits in terms of health, job opportunities and community improvements but it had the potential to cause considerable negative environmental impact. There were also concerns over the level of infrastructure required to ensure the deliverability of development of this scale. Developing large greenfield sites may have been more acceptable once all brownfield capacity had been exhausted. This Option was the strongest in terms of sustainable development.

Option 3C: Northern Torbay approach

4.3.7 The Option performed relatively well against the economic and social objectives. However, it had considerable cumulative environmental impacts. Particularly it would affect a number of Local Wildlife Sites (LWS) in the north of Torbay. This Option also had the potential to increase inequalities between the three towns by concentrating the growth in Torquay and neglecting Paignton and Brixham for the next 20 years. It was the second least sustainable Option.

4.3.8 Table 3 below provides a summary comparison of the five approaches and the full sustainability appraisal is available on the Council's website.

4.4 Mitigation Identified in the Sustainability Appraisal

4.4.1 The SA also identified a range of necessary mitigation measures that were reflected in the policy wording drafted for preferred options. The following list includes some of the recommendations that were proposed and subsequently included in developing the Draft Local Plan:

- Promote car sharing, home working, and integrated public transport;
- Improvement of pedestrian access and cycle routes in Torbay;
- Strict control on planning decisions that cause loss of employment land;
- Incorporate biodiversity features in new and existing buildings including green roofs, green walls, tree planting, nesting boxes etc;
- Strict control on planning decisions that affect locally designated areas;
- Avoid development in flood zone 2 and 3 where possible;
- Incorporating sustainable drainage systems in all proposed development;
- Strengthen controls with concise policy formulation to prevent any degradation to protected historic sites and buildings as a result of any proposed development;
- Requirement of a high standard of sustainable urban design;
- Introduction of a system whereby financial contributions are requested from smaller developments instead of on-site affordable housing provision;

- Incorporate water efficiency measures in all new and existing buildings;
- Consider opportunities for energy efficiency improvements, implementation of CHP, on-site renewables etc;

4.5 Consultation Draft Torbay Local Plan "A Landscape for Success" (2012) (Preferred Option)

- 4.5.1** The preferred way forward has not only been selected through the SA process, but the options have also been subject to an appraisal against the vision and objectives developed in consultation with local people; an appraisal against planning policy comprising the NPPF; and discussions with the representatives of Neighbourhood Forums and Community Partnerships in Torbay.
- 4.5.2** Since the publication dates of 2006 and 2009 for the two previous Core Strategy documents, a number of changes have taken place in the national and local planning context. The Localism Act came into effect in 2011, the draft National Planning Policy Framework was published with a view to replacing all Planning Policy Statements/ Guidance Notes, the Duty to Co-operate became a legal requirement and details of production of Neighbourhood Planning were set out. At the local level new Mayor and Council Members were elected. A draft of the National Planning Practice Guidance has also been produced.
- 4.5.3** Responses to the Core Strategy Regulation 25 Consultation indicated that Option 1 (the Constrained Development Approach) was the most popular approach. However, the approach was found to be undeliverable in planning terms. Following a workshop in 2010 with the Council's key stakeholders, Councillors and community representatives, the option taken forward to the 'Preferred Option' stage was Option 2 "Urban focus and limited greenfield development approach". Option 2 was considered to be the most deliverable approach in planning terms and the second most sustainable option to balance the competing economic, social and environmental issues.
- 4.5.4** The Government's proposals to abolish centralised house building targets and the Regional Spatial Strategy was welcomed by Torbay, since this allowed the Council to revisit its long held view that a lower growth rate was a more sustainable approach to development in Torbay (as set out in the RSS). Accordingly the Council has supported a lower growth rate (8,900) in its emerging Torbay Local Plan, which sought to balance the pressing need for housing with the significant environmental and infrastructure constraints. The proposed growth rate would have less negative environmental impacts. In the case of the Totnes Road area, for example, the growth rate has been reduced by 50% to reduce pressure from development on habitats and species and sensitive landscape in the area.
- 4.5.5** To identify the most sustainable scale of growth in Torbay, three scenarios (8,000, 10,000 and 15,000) were assessed against sustainability appraisal objectives. The 10,000 scenario has fewer negative impacts than the two other scenarios. Table 4 provides a comparison of the three levels of growth that led to the 2012 Preferred Option.
- 4.5.6** The jobs number has further been reduced from 15,000 to 5,000-5,500 as a response to the public consultation in 2012 and the outcome of the Torbay refreshed Requirement Assessment Study (2013). The Local Plan employment policies have undergone further SA and the findings of this assessment have been fed into the Local Plan Submission version.

Table 3 Summary of Appraisal of Options for Growth Set out in the Core Strategy (2009)

Core Strategy Options SA Sub-Objectives	Option 1	Option 2	Option 3A	Option 3B	Option 3C	Comments
1.1 Improve health of all communities in Torbay	+	+	++	++	+	Access to a decent and affordable housing is one of the wider determinants of health and therefore generally all options will have a positive impact on health. Option 3B has the potential for more significant positive impacts due to increased likelihood of delivery of family housing as well as increased urban open space, which will have additional health benefits.
1.2 Reduce health inequality	-	+	+	++	+	
1.3 Promote healthy lifestyles	+	+	-	+	-	
2.1 Help make suitable and affordable housing available to everyone	++	++	++	++	++	All the options will result in delivery of affordable housing as required to meet the future demand.
2.2 Provide everyone with opportunities for education and training	+	+	-	++	-	
2.3 Reduce crime and fear of crime						
2.4 Promote stronger and more vibrant communities	+	-	-	+	+	Options 1 and 2 could help to maintain physical accessibility of existing schools. Option 3B would generate the need for new schools in the long term. Options 3A & 3C are likely to increase pressure on existing schools.
2.5 Increase access to and participation in cultural activities	-	+	-	-	+	
2.6 Provide the required infrastructure and services in line with the rate of population increase						All options raise concerns regarding over-intensive development and loss of cultural assets including space for cultural events.
3.1 Give everyone in Torbay access to work opportunities	+	+	+	+	+	All options will provide for 10,000 jobs during the plan period and would also bring temporary positive benefits to the economy through local job creation at construction stage.
3.2 Reduce poverty and income inequality	+	+	+	+	+	
3.3 Meet local needs locally	+	+	-	+	+	
3.4 Harness the economic potential of the coast in a sustainable way	-	-	+	+	+	Options 3A, 3B and 3C will prevent loss of office floor space to housing which will improve the quality of the space. Option 3B however, will bring more regeneration benefits than the other three options.
3.5 Reduce the vulnerability of the economy to climate change and harness opportunities arising	-	-	-	-	-	
3.6 Contribute to the regeneration and	--	-	+	++	-	

Core Strategy Options SA Sub-Objectives	Option 1	Option 2	Option 3A	Option 3B	Option 3C	Comments
quality and diversity of the tourism industry						
4.1 Reduce the need /desire to travel by car	+	+	-	-	-	Delivery of housing within the built up area will enable people to make sustainable transport choices more easily due to proximity to sustainable transport, whereas housing delivered on the urban fringe may lead to more journeys made by car due to the location and would require significant investment in public transport.
4.2 Help everyone access basic services easily, safely and affordably	+	+	-	+	+	
4.3 Make public transport, cycling and walking easier and more attractive	++	++	-	-	+	
4.4 Encourage a switch from transporting freight by road to rail or water						
5.1 Protect and enhance habitats and species	-	-	-	--	-	Option 1 promotes development located entirely within the built up area, which involves development of brownfield sites some of which will be of biodiversity value (e.g. ULPA's). The Option will result in town cramming which could have negative impact on historic environment, townscape and provision of green infrastructure.
5.2 Promote conservation and wise use of land	-	+	-	-	-	
5.3 Protect and enhance landscape and townscape	-	+	-	-	--	
5.4 Value and protect diversity and local distinctiveness including rural ways of life	+	+	-	-	+	
5.5 Promote the essential need for green infrastructure	--	+	+	++	+	Option 2, 3A and 3C involve development of greenfield sites. There are likely to be some adverse impacts on biodiversity of these sites, even if they are of low ecological interest. Option 3B includes delivery of housing in greenfield land. The loss of greenfield land has the potential to have an adverse impact on biodiversity, the significance of which can only be determined once the assessment of the ecological value of the site has taken place.
5.6 Maintain and enhance the historic environment	--	+	+	+	-	
5.7 Reduce vulnerability to flooding and sea level rise	--	--	+	+	-	
6.1 Reduce non renewable energy consumption and greenhouse gas emissions	?	?	?	?	?	All options will result in increase in water and mineral consumption and increased waste at construction and operational stages of development. All options will result in an increase in urbanised areas and could therefore increase the risk of surface water flooding and groundwater pollution. Option 3C will exacerbate existing air quality issues in Northern Torbay.
6.2 Keep water consumption within local carrying capacity limits	-	-	-	-	-	
6.3 Minimise consumption and extraction of minerals	-	-	-	-	-	
6.4 Reduce waste generation and increase materials efficiency	-	-	-	-	-	
6.5 Minimise land, water, air, light and noise pollution	-	-	-	-	-	

Table 4 the Scale of Growth of the Preferred Option

Options SA Framework	8,000	10,000	15,000	Comments
1.1 Improve health of all communities in Torbay	+/-	+	+	Access to a decent and affordable housing is one of the wider determinants of health and therefore all options will have a positive impact on health.
1.2 Reduce health inequality	+	+	+	The low level of growth avoids town cramming and loss of urban open space. However, it reduces the opportunities for regeneration of living environment deprivation which is a significant issue in Torbay.
1.3 Promote healthy lifestyles	+	+	+	
2.1 Help make suitable and affordable housing available to everyone	+	+	++	
2.2 Provide everyone with opportunities for education and training	-	+	+	The highest level of growth would result in the delivery of the greatest amount of affordable housing as required to meet the future demand for housing and therefore has the strongest positive impact on this objective. The low and medium growth options (8,000 & 10,000) would deliver affordable housing below the assessed level of local housing requirements.
2.3 Reduce crime and fear of crime	?	?	-	The extent to which crime reduction measures implemented in design depend on individual applications. The risk of over intensive development in urban areas could facilitate potential for social disruption and crime.
2.4 Promote stronger and more vibrant communities	+	+	-	
2.5 Increase access to and participation in cultural activities	-	+	++	Provided local services are not lost to housing, the low and medium growth would provide long term benefits for creation of strong communities. The high growth raises concerns regarding over-intensive development and loss of cultural assets including space for cultural events.
2.6 Provide the required infrastructure and services in line with the rate of population increase	-	+	++	The highest level of growth will provide the greatest scope for New Homes Bonus and therefore benefit communities in Torbay.
3.1 Give everyone in Torbay access to work opportunities	-	+	+	The low level of growth could provide minor improvement in viability of local businesses and commercial activities. The medium growth should lead to an increase in economic activity, through increased employment opportunities arising from development. The high growth will bring opportunities for in-migration of population who may bring with them new employment opportunities and skills.
3.2 Reduce poverty and income inequality	-	+	++	
3.3 Meet local needs locally	-	+	-	The low growth is unlikely to allow people to meet their needs in the local communities. The medium growth increases viability of local businesses. The high level of housing could displace alternative uses, creating areas of housing with little provision.
3.4 Harness the economic potential of the coast in a sustainable way	+	+	-	The low growth could exacerbate housing inequality and poverty. It however will provide more opportunities for development of tourism related facilities in coastal and urban locations.
3.5 Reduce the vulnerability of the economy to climate change and	+	+	-	

Options SA Framework	8,000	10,000	15,000	Comments
harness opportunities arising				
3.6 Contribute to the regeneration and quality and diversity of the tourism industry	+	-	-	
4.1 Reduce the need /desire to travel by car	-	+	-	The majority of development is likely to be located within the built up area and therefore will be located in good proximity to local transport and other services. However, development located in the urban fringe would not have good access to local services to meet the needs of the local communities.
4.2 Help everyone access basic services easily, safely and affordably	+	+	-	
4.3 Make public transport, cycling and walking easier and more attractive	+	+	-	
4.4 Encourage a switch from transporting freight by road to rail or water				A greater amount of housing results in an increase in car ownership and potential journeys made both within the built up area and on the urban fringe. In addition, the low level of growth may increase the risk of out commuting for work, further adding to air quality issues.
5.1 Protect and enhance habitats and species	++	+	--	The location of development is likely to have more impact on biodiversity than the actual amount delivered. However as a general principle, the denser the housing development the less opportunities there are for incorporating biodiversity into the design.
5.2 Promote conservation and wise use of land	++	+	-	
5.3 Protect and enhance landscape and townscape	++	+	-	
5.4 Value and protect diversity and local distinctiveness including rural ways of life	+	-	--	The low and medium growth could provide opportunities to conserve soil by developing brownfield sites and allowing limited development in greenfield sites, in contrast to the high growth that could cause permanent loss of bio-productive soil.
5.5 Promote the essential need for green infrastructure	+	+	+	
5.6 Maintain and enhance the historic environment	++	+	-	
5.7 Reduce vulnerability to flooding and sea level rise	-	-	--	High growth option will increase the number of hard surfaces and has the potential to worsen the surface flooding issue in Torbay.
6.1 Reduce non renewable energy consumption and greenhouse gas emissions	?	?	?	
6.2 Keep water consumption within local carrying capacity limits	-	-	--	
6.3 Minimise consumption and extraction of minerals	-	-	--	Delivery of housing associated with all options will result in an increase in consumption of energy. The greater the amount of housing delivered the higher the potential for negative impact. However, it is recognised that new developments offer the best opportunity to integrate renewable energy into building design. In addition the low growth scenario is unlikely to reach the scale necessary for development of medium and large scale renewable energy schemes, although opportunities may exist for small scale renewable schemes.

Options	8,000	10,000	15,000	Comments
SA Framework				
6.4 Reduce waste generation and increase materials efficiency	-	-	--	Whilst the low level of growth will have the least implications for water consumption, extraction of minerals and waste generation these have still been marked as negative as there will still be certain requirements in this area.
6.5 Minimise land, water, air, light, noise and generic pollution	?	?	?	<p>A greater amount of housing results in an increase in car ownership and further adding to air quality issues.</p> <p>The assessment of the pollution objective is difficult, it assumed that the higher the growth level the higher the pollution level. Lower tier plans is expected to provide more accurate assessment.</p>

4.6 Sustainability Appraisal of Reasonable Alternatives for Future Growth Areas

- 4.6.1** The purpose of this section is to check that, given the levels of growth have reduced from the Issues and Options stage, the Local Plan continues to identify the right locations for strategic growth. The Strategic Housing Land Availability Assessment (SHLAA) as well as the Core Strategy Issues and Options work have been used as the basis for identifying possible areas. A total of 11 alternative areas have been identified and examined against the SA framework. In many cases, areas were excluded because there are concerns regarding their deliverability or on sustainability grounds.
- 4.6.2** Overall the sustainability assessment has shown that the alternative Future Growth Areas in Torquay perform better than those in Paignton and Brixham, albeit marginally in some cases. It may be possible to mitigate some of the potential adverse impacts and areas of uncertainty raised through careful masterplanning but not all of the impacts can be mitigated.
- 4.6.3** Greenfield sites tend to score less well than other sites in relation to the environmental objectives. Some have particular constraints such as flood risk or impacts on designated landscapes. Yalberton Valley and West Collaton St Mary areas score slightly worse than other areas partly, but not exclusively, because they are relatively distant from the urban edge and local services.
- 4.6.4** Details of a number of Future Growth Areas, as well as the excluded areas, and the reasons why these alternative sites were not taken forward are outlined in Table 5. A summary of the appraisal is shown in Table 6 and the full appraisal matrixes are shown in Appendix 7. As a result of the sustainability assessment the following Future Growth Areas were identified.
1. Edginswell, Torquay
 2. Paignton North and West including Collaton St Mary, Paignton
 3. Brixham Road, Paignton
- 4.6.5** The Future Growth Areas are the same as the areas identified at the Issues and Options stage and, as such, remain as the chosen locations for growth.
- 4.6.6** It should be acknowledged that development proposals would still be assessed against relevant Local Plan policies, which have been through SA and found to have generally positive impact.

Table 5 Summary of Sustainability Appraisal of Alternative Future Growth Areas

Future Growth Area	SA Comments	Potential as Future Growth Area
Edginswell, Torquay	Although on the edge of an urban area, this area is accessible and within close proximity to key services, with positive scoring for reducing the need to travel. Affordable housing, employment and infrastructure objectives all receive significantly positive scores. There are negative impacts concerning biodiversity and agricultural land. On balance the area should be included in the Future Growth Area list.	Yes
Torquay Holiday Park	Although development of the area will have limited environmental impacts, it would result in loss of holiday accommodation and associated employment	Whilst the site remains in

Future Growth Area	SA Comments	Potential as Future Growth Area
	opportunities and therefore would impact negatively on the tourism industry, which in turn could have negative impacts on Torbay's economy. In addition access infrastructure would be required to accommodate the suggested number of new dwellings. The quantity of significant negative social and economic scoring of this site by far outweighs the positive environmental scoring.	tourism use it should not be taken forward for any other development.
Torquay Golf Club	Development of the site could negatively affect this facility's ability to function as a golf course. There is a negative impact on landscape because the site lies within an area classified as AGLV. There are also negative impacts concerning environmental quality and assets. This negative scoring removes the possibility of the site to be included in the Future Growth Area list.	No
Broadly Drive, Torquay	The site lies between two watercourses, Hollicombe Stream and Cockington Stream. Although both are ordinary watercourses, development of the site could increase hard surface in the area, which would increase the risk of flooding. The site is also adjacent to Scadson Woods LNR, Scadson Plantation, Ten Acre Brake LWS and Cockington Court CWS. The site scores minor positive on social and economic objectives in comparison to other areas.	No
Paignton North and West including Collaton St Mary, Paignton	This area is fairly accessible and within close proximity to key services, with positive scoring for reducing the need to travel. Affordable housing, employment and infrastructure objectives all receive significantly positive scores. There are significant negative impacts concerning biodiversity, agricultural land and flood risk objectives. Due to the large size of the area (about 800ha), there is scope for sensitive parts to be avoided and for mitigation works to be undertaken re flood risk and biodiversity. On balance and compared with other sites with similar environmental constraints, the area should be included in the Future Growth Area list.	Yes
Land around Falcon Park and Totnes Road, Paignton	The area lies within the AGLV and it is particularly sensitive to change due to its relationship to the land that falls away into South Hams being visually exposed to the nearby AONB. The lack of connection between the areas has particular implications in terms of achieving a modal shift in transport and the access to services and facilities. There are other significant negative impacts concerning biodiversity and agricultural land objectives. There are positive scores, the most significant being for affordable housing and flood risk objectives; however the quantity of significant negative impacts for this area by far outweighs the positive impacts.	No
Brixham Road, Paignton	This area is fairly accessible and within close proximity to key services, with significant positive scoring for reducing the need to travel. Affordable housing, employment and infrastructure objectives all receive significantly positive scores. There are negative impacts concerning biodiversity and agricultural land objectives, however a large part of the area is brownfield land. The large-scale development opportunities that the area offers would make it possible to provide biodiversity offsetting. Balancing the negative concern regarding environmental impacts and compared with other areas with similar environmental constraints, the area should be included in the Future Growth Area list.	Yes
Yalberton Valley and SW White Rock, Paignton	The whole area lies within AGLV and there is limited visibility to Yalberton Valley from the AONB. The area is distant from local services, and therefore development of the area would increase the need to travel by car. Development of the area could also result in loss of large areas of Grade 2 and 3a agricultural land. There are other significant negative impacts concerning biodiversity and flood risk objectives. It would be difficult to accommodate any significant development without harm to the area's intrinsic character, and in particular the distinctive historic hedgerow patterns and small lanes. There are positive scores, the most significant being for affordable housing; however the quantity of significant negative impacts for this area by far outweighs the positive impacts.	No
South of White Rock, Paignton	The area lies within AGLV and it is highly sensitive to change. Most of the area is open to views from the AONB to the west and south. Development of	No

Future Growth Area	SA Comments	Potential as Future Growth Area
	the area will involve loss of large areas of Grade 1, 2 and 3a agricultural land. The northern part of the area is designated as Long Term Environmental Monitoring Program (LEMP). There are other significant negative impacts concerning environmental objectives. There are positive scores, the most significant being for affordable housing and accessibility; however the quantity of significant negative impacts for this area by far outweighs the positive impacts.	
Copythorne Road, Brixham	A small site (3.23ha) that lies in an area with a number of environmental constraints. It is situated within South Devon AONB and the whole site classified as Grade 2 agricultural land. It is also a greenfield land within an area of Brixham Limestone that does form part of the New Local Plan Mineral Safeguarding Area and there are other biodiversity constraints. Due to high negative scoring the site should not be considered as a Future Growth Area.	No
Wall Park, Brixham	This area is fairly accessible and within close proximity to key services, with significant positive scoring for reducing the need to travel. It is however within South Devon AONB and it forms an important buffer between the edge of Brixham and the National Nature Reserve (NNR) at Berry Head. The landscape of the southern part of the area is highly sensitive to change; the camp area is of medium sensitivity to change. The area would be acceptable in sustainability terms as a Future Growth Area, if development is limited to the brownfield land only and excludes the best and most versatile agricultural land.	Yes

Table 6 Alternative Future Growth Areas Matrix

Sub-objectives	Edginswell	Torquay Holiday Park	Torquay Golf Club	Broadley Drive	Collaton St Mary	W. Collaton St Mary	E. Yalberton	Yalberton Valley	S. White Rock	Copythorne	Wall Park
1.1 Improve health of all communities in Torbay	?	?	?	?	?	?	?	?	?	?	?
1.2 Reduce health inequality	?	?	+	?	?	?	?	?	?	?	-
1.3 Promote healthy lifestyles	+	+	+	+	+	+	+	+	+	+	+
2.1 Help make suitable and affordable housing available to everyone	++	+	+	+	++	++	++	++	++	+	++
2.2 Provide everyone with opportunities for education and training	+	+	+	+	+	+	+	+	+	+	+
2.3 Reduce crime and fear of crime	+	+	+	+	+	+	+	+	+	+	+
2.4 Promote stronger and more vibrant communities	+	+	+	+	+	+	+	+	+	+	+
2.5 Increase access to and participation in cultural activities	?	?	--	?	?	?	?	?	?	?	?
2.6 Provide the required infrastructure and services in line with the rate of population increase	++	-	++	++	++	+	++	-	++	-	++
3.1 Give everyone in Torbay access to work opportunities	++	--	+	+	++	+	++	+	+	+	++
3.2 Reduce poverty and income inequality	++	+	+	+	++	+	++	+	+	+	+
3.3 Meet local needs locally	+	+	+	+	+	--	+	--	+	+	+
3.4 Harness the economic potential of the coast in a sustainable way	~	~	~	~	~	~	~	~	~	~	~

Sub-objectives	Edginswell	Torquay Holiday Park	Torquay Golf Club	Broadley Drive	Collaton St Mary	W. Collaton St Mary	E. Yalberton	Yalberton Valley	S. White Rock	Copythorne	Wall Park
3.5 Reduce the vulnerability of the economy to climate change and harness opportunities arising	-	-	-	-	-	-	-	-	-	-	-
3.6 Contribute to the regeneration and quality and diversity of the tourism industry	~	++	~	~	~	+	~	++	~	~	~
4.1 Reduce the need /desire to travel by car	++	+	+	+	++	--	++	--	+	+	++
4.2 Help everyone access basic services easily, safely and affordably	++	+	+	+	++	--	++	--	+	+	++
4.3 Make public transport, cycling and walking easier and more attractive	?	?	?	?	?	?	?	?	?	?	?
4.4 Encourage a switch from transporting freight by road to rail or water	~	~	~	~	~	~	~	~	~	~	~
5.1 Protect and enhance habitats and species	--	++	--	--	--	--	--	--	--	--	--
5.2 Promote conservation and wise use of land	--	++	++	-	--	--	--	--	--	--	--
5.3 Protect and enhance landscape and townscape	-	+	-	-	-	--	-	--	--	--	--
5.4 Value and protect diversity and local distinctiveness including rural ways of life	-	++	-	--	-	--	-	--	--	--	--
5.5 Promote the essential need for green infrastructure	++	++	++	++	++	++	++	++	++	++	++
5.6 Maintain and enhance the historic environment	-	-	-	-	-	-	-	-	-	-	+

Sub-objectives	Edginswell		Torquay Holiday Park		Torquay Golf Club		Broadley Drive		Collaton St Mary		W. Collaton St Mary		E. Yalberton		Yalberton Valley		S. White Rock		Copythorne		Wall Park	
5.7 Reduce vulnerability to flooding and sea level rise	-		-		-		--		--		++		++		--		-		-		++	
6.1 Reduce non renewable energy consumption and greenhouse gas emissions	+	-	-	+	+	-	+	-	+	-	+	-	+	-	+	-	+	-	+	-	+	-
6.2 Keep water consumption within local carrying capacity limits	-		-		-		-		-		-		-		-		-		-		-	
6.3 Minimise consumption and extraction of minerals	?		?		?		?		?		?		?		?		?		?		?	
6.4 Reduce waste generation and increase materials efficiency	-		-		-		-		-		-		-		-		-		-		-	
6.5 Minimise land, water, air, light and noise	-		-		-		-		-		-		-		-		-		-		-	

5 SCOPING THE NEED FOR FURTHER ASSESSMENTS

5.1.1 The Local Plan policies have been refined and new policies were included following the comments received during the previous consultation (2012) as well as to incorporate findings of recently updated studies or strategies. Table 7 below shows a scoping exercise that was carried out on all of the Local Plan policies to highlight the main changes and to determine whether the revised policies needed further appraisal. Appendix 3 shows which policies did or did not require further assessment in more detail.

5.1.2 A final sustainability appraisal has been undertaken on policies which have undergone changes significant enough to require re-assessment against the SA Framework in order to assess the impacts. Policies that did not require further assessment were found to be largely unchanged or the changes that did take place did not affect the impacts previously identified in the Sustainability Appraisal of the draft Local Plan (2012). New policies added to the Proposed Submission version were also assessed against the SA Framework.

Table 7 Scoping the Need for Further Sustainability Appraisal of the Local Plan

Local Plan Proposed Submission Version (2013)	Local Plan Consultation Draft (2012)	Further SA required following consultation?
Policy SS1 - Growth Strategy for a prosperous Torbay	SD1- Growth Strategy for a Prosperous Torbay	Yes
Policy SS2 - Future Growth Areas	N/A	Yes
Policy SS3 - Presumption in favour of sustainable development	SD2- Presumption in favour of sustainable development	No
Policy SS4 -The economy and employment	E1 - Employment	Yes
Policy SS5- Employment space	E2- Employment space	Yes
Policy SS6 - Strategic transport improvements	TA2- Strategic Transport Improvements	Yes
Policy SS7 - Infrastructure, phasing and delivery of development	IF1- Infrastructure, phasing and delivery of development	No
Policy SS8 - Natural environment	EN1- Natural Environment	Yes
Policy SS9- Green infrastructure	EN2- Green Infrastructure	No
Policy SS10 - Conservation and the historic environment	HE1 - Conservation and the historic environment	No
Policy SS11 - Sustainable communities	SC1- Sustainable Communities	Yes
Policy SS12 - Housing	H1- Housing Provision	No
Policy SS13 - Five year housing land supply	H2 Five Year Housing Land Supply	No
Policy SS14 – Low carbon development and adaptation to climate change	N/A	Yes
SDT1 - Torquay	SDT1- Torquay	Yes
SDT2 - Torquay Town Centre and Harbour	SDT2 -Torquay Town Centre and Harbour	Yes
SDT3 - Torquay Gateway	SDT3 -Torquay Gateway	Yes
SDT4 - Babbacombe and St Marychurch	SDT4 - Babbacombe and St Marychurch	No
SDP1 - Paignton	SDP1 - Paignton	Yes
SDP2 - Paignton Town Centre and Seafront	SDP2 - Paignton Town Centre and Seafront	Yes
SDP3 - Paignton North and Western Area	SDP3 - Paignton North and Western Area	No
SDP4 - Clennon Valley Leisure Hub	SDP4 - Clennon Valley Leisure Hub	No

Local Plan Proposed Submission Version (2013)	Local Plan Consultation Draft (2012)	Further SA required following consultation?
SDB1 – Brixham peninsula	SDB1 - Brixham	Yes
SDB2 - Brixham Town centre and Waterfront	SDB2 - Brixham Town centre and Waterfront	Yes
SDB3 - Brixham Urban Fringe and Area of Outstanding Natural Beauty	SDB3 - Brixham Urban Fringe and Area of Outstanding Natural Beauty	No
Policy TC1 - Town Centres	TC1 - Town Centres and Retail	No
Policy TC2 - Torbay retail hierarchy	TC2- Local and Neighbourhood Centres	Yes
Policy TC3 - Retail development	TC3 - Retail Development	Yes
Policy TC4 - Change of retail use	TC4 - Changes of retail use within centres and elsewhere	Yes
Policy TC5 - Evening and night time economy	TC5 - Evening and night time economy	No
Policy TO1 - Tourism, events and culture	T1 - Tourism, events and culture	Yes
Policy TO2 - Change of use of tourism accommodation and facilities	T2 - Change of use of tourism accommodation and facilities	No
Policy TO3 - Marine economy	E3 - Marine economy	Yes
Policy TA1 - Transport and accessibility	TA1: Transport and Accessibility	No
Policy TA2 - Development access	IF3 - Development Access	No
Policy TA3 - Parking requirements	IF4 - Parking Requirements	No
Policy IF1 - Information and communications technology	IF2 - Information and communications technology	No
Policy C1 - Countryside and the rural economy	C1- Countryside, Strategic Green Wedges and the Rural Economy	No
Policy C2 - The coastal landscape	C2 - The Coastal Landscape	No
Policy C3 - Coastal change management	N/A	Yes
Policy C4 - Trees, hedgerows and natural landscape features	N/A	Yes
Policy C5 - Urban Landscape Protection Areas	EN3 - Urban Landscape Protection Areas	No
Policy NC1 – Biodiversity and geodiversity	NC1- Biodiversity and Geodiversity	Yes
Policy HE1 - Listed Buildings	N/A	Yes
Policy H1 - Applications for new homes	H3 - Applications for New Homes	No
Policy H2 - Affordable housing	H4 - Affordable Housing	Yes
Policy H3 - Self build affordable housing and exception sites	N/A	Yes
Policy H4 - Houses in Multiple Occupation (HMOs)	H5- Houses in Multiple Occupation (HMOs)	No
Policy H5 - Sites for travellers	H6 -Sites for gypsies and travellers	No
Policy H6 - Housing for people in need of care	H7 - Housing for people in need of care	No
Policy DE1 - Design	DE1- Design	No
Policy DE2 - Building for Life	DE2- Building for Life	Yes
Policy DE3 - Development amenity	DE3- Development amenity	No
Policy DE4 - Building heights	DE4 - Building heights	Yes
Policy DE5 - Domestic extensions	N/A	Yes
Policy DE6 - Advertisements	N/A	Yes
Policy SC1 - Healthy Bay	SC3- Healthy Bay	No
Policy SC2 - Sport, leisure and recreation	SC2- Sport, Leisure and Recreation	Yes
Policy SC3 E4 - Education, skills and local labour	E4 - Education, skills and local labour	No
Policy SC4 - Sustainable food production	N/A	Yes
Policy SC5 - Child poverty	SC4 - Child Poverty	No
Policy ES1 - Energy	EG2- Designing for low carbon development and climate change	Yes
Policy ES2 - Renewable and low carbon infrastructure	EG3- Renewable and low carbon infrastructure	No
Policy ER1 – Flood risk	ER1- Flood Risk	No
Policy ER2 - Water management	ER2- Water management	Yes

Local Plan Proposed Submission Version (2013)	Local Plan Consultation Draft (2012)	Further SA required following consultation?
Policy ER3 - Contamination	ER3 - Contamination	No
Policy ER4 - Ground stability	ER3 - Ground stability	No
Policy W1 - Waste hierarchy	W1- Waste	No
Policy W2 – Waste audit for major and significant waste generating developments	W2 - Waste Audit for Major Development	No
Policy W3 – Existing waste management facilities in Torbay	W3 - Existing Waste Management Facilities in Torbay	No
Policy W4 – Proposals for new waste management facilities	W4 - Proposals for New Waste Management Facilities	No
Policy W5 – Waste water disposal	W5 - Waste Water Treatment Facilities	Yes
Policy M1 – Minerals extraction	M1 Minerals	Yes
Policy M2 – Maximising the use of secondary and recycled aggregates	M2 - Maximising the Use of Secondary and Recycled Aggregates	No
Policy M3 – Preserving and safeguarding of limestone resources and key local building stone	M3 - Preserving and Safeguarding of Limestone Resources and Key Local Building Stone	No

6 SUSTAINABILITY APPRAISAL OF SPATIAL STRATEGY AND POLICIES FOR STRATEGIC DIRECTION

6.1 Policy SS1 - Growth Strategy for a prosperous Torbay

- 6.1.1** The Policy provides opportunity for regeneration of living environments within the urban area, which will have positive impacts on health and wellbeing and reduce deprivation which is often associated with poor health. The Policy could also provide opportunities for provision of affordable housing to address the local under provision of social rented housing and promote provision of a wide range of house types to meet a variety of needs and reduce housing inequality.
- 6.1.2** The urban focus approach, supported by this policy, will have clear benefits in terms of allowing people to meet more of their needs in their local communities, increasing the viability and accessibility of local businesses and therefore reduce the cost of living through reducing the need to travel. It will also protect diversity and local distinctiveness and avoid suburbanising the countryside.
- 6.1.3** The Growth Strategy will provide a supportive planning framework for job creation (5,000-5,500 new jobs over the plan period). This would have clear benefits in assisting diversification of Torbay's economy. The Policy is likely to have a positive impact on the objectives relating to education provision and increased access to cultural activities.
- 6.1.4** Policy SS1 ensures the need to build resilience to the effect of climate change. However, pressure for development in urban areas could result in development on sites which are at risk of flooding. It could also increase the number of hard surfaces and place additional pressure on surface water drainage system that already at capacity.
- 6.1.5** The growth strategy is based on the principles of sustainable development. This is likely to have a positive impact on of environmental objectives relating to protection of habitats and species and conservation and wise use of land. The Policy promotes a high quality built environment that contributes positively to the historic environment and the landscape setting of the area.
- 6.1.6** The Policy recognises the need to conserve valuable natural resources with specific reference to renewable energy and waste. However, any increase of development will increase the use of water resources. The negative impact can be reduced if greater certainty over the water supply and demand can be established and more stringent water management measurements were to be introduced.

Recommendations

- 6.1.7** The Growth Strategy should ensure that rates of planned development do not exceed the capacity of existing water supply. Addressed under ER2

- 6.1.8** The Policy should provide the opportunity to enhance biodiversity through incorporation of various features. Addressed under NC1
- 6.1.9** The Policy could be strengthened to state development in areas at risk of flooding should be subject to flood risk assessment in accordance with Torbay Strategic Flood Risk Assessment. Addressed under ER1
- 6.1.10** Sustainable Urban Drainage Systems (SUDS) should be incorporated into all new developments. Addressed under ER1

6.2 Policy SS2 - Future Growth Areas for development

- 6.2.1** The Policy will guide the provision of new homes that can incorporate a mix of dwelling types and tenures to encourage mixed communities as well as providing a range of facilities locally. Development on greenfield sites should be capable of meeting requirements for affordable housing provision. There is also an opportunity to design out crime within residential and employment layouts. The Policy will provide infrastructure, including green infrastructure, and could encourage healthier lifestyles through well designed urban environments that encourage walking and cycling.
- 6.2.2** Employment land provided as part of the development should contribute to providing jobs in Torbay. Any education facilities required to serve this new housing could be provided within the wider Strategic Delivery Area. Development of large areas of greenfield could increase the need to travel, however Future Growth Areas are well connected by public transport and other key services, and therefore could reduce the need to travel by car.
- 6.2.3** Overall energy use will increase through growth, however new development offers opportunity to incorporate extensive energy efficiency and micro renewable measures. To be effective in the longer term micro renewable measures will need to be designed at neighbourhood scale. Some potential substantial pressures on water resources, although potential to mitigate by designing in water efficiency measures. Waste creation will increase overall with an increase in households but new development should provide the opportunity to design in resource efficiency measures.
- 6.2.4** The four Future Growth Areas have been assessed individually on their environmental impact in this section below and a detailed assessment is provided in Appendix 7.

Edginswell Future Growth Area, Torquay

- 6.2.5** Most of the Future Growth Area is greenfield land. There is a Greater Horseshoe Bat (GHB) flyway at the northern edge of the site. There are a number of LWSs along the western edge of the area (Torbay Ring Road and Marldon Road) and at the north-east edge of the area. The southern part is within a Great Crested Newt (GCN) consultation zone and there is a cirl bunting breeding territory, with a 250m buffer at the central part of the site. Three locations of other protected and rare species are also recorded within the site. The north-east of the site contains trees with Tree Preservation Orders (TPOs). Development of the area could result in loss of Grade 2 & 3a agricultural land (very good and good).
- 6.2.6** Due to greenfield development there is an inevitable worsening of air quality in particular, there is an AQMA in Teignbridge DC adjacent to the area, however the completion of the South Devon Link Road (SDLR) in 2015 could contribute to impact mitigation.

Recommendations

- 6.2.7** A comprehensive ecological survey should be carried out;
- 6.2.8** High quality agricultural land should be excluded from the Future Growth Area;
- 6.2.9** Development should not be permitted within an area of flood risk;
- 6.2.10** Development and associated infrastructure should not increase runoff to Aller Brook watercourse;
- 6.2.11** Introduction of SUDS in new development should help to minimise the risk of flooding. Addressed under ER1
- 6.2.12** Efficient public transport is essential to reduce negative commuting impact on air quality.

Paignton North and West Area including Collaton St. Mary Future Growth Area, Paignton

- 6.2.13** Most of the area is greenfield land within the countryside Area. The whole area is within a greater horseshoe bat sustenance zone and most of it is within a greater horseshoe bat flyway. Three locations of protected and rare species are also recorded in the northern part of the area. The area also contains trees subject to TPOs in three locations, two of which are to the south of Totnes Road and the third at the north-east of the area. A large area of agricultural land Grade 1 – 3a is contained within the Area.
- 6.2.14** The southern part of the Blagdon valley runs in the middle of the Future Growth Area. The valley is part of the open countryside and at relatively high elevation. The valley is considered to be highly sensitive to development. The area to the west of Yalberton and south of Totnes Road is predominantly rural in character. Parts of the area are already developed and the northern part could accommodate some limited change. The Blagdon area to the north-east has a rural character. The topography and the relatively open landscape character make it difficult to accommodate change.
- 6.2.15** The predominant historic character of the area is medieval enclosures based on strip field, medieval enclosures, post-medieval enclosures and modern enclosures adapting medieval fields.

Recommendations

- 6.2.16** A comprehensive ecological survey should be carried out;
- 6.2.17** High quality agricultural land should be excluded from the Future Growth Area;
- 6.2.18** The design of new development should be carefully controlled and strengthened with a generous green infrastructure that reflects the character of the locality.
- 6.2.19** Development and associated infrastructure should not increase runoff into local watercourses.
- 6.2.20** Introduction of SUDS in new development should help to minimise the risk of flooding. Addressed under ER1

Brixham Road Future Growth Area, Paignton

- 6.2.21** The northern part of the Area is greenfield land within the countryside Area. However, the southern part (the former Nortel site) is brownfield land. The whole area is within a greater horseshoe bat sustenance zone. Three locations of protected and rare species are also recorded in the northern part of the area. The area also contains trees subject to TPOs to the north of the former Nortel site. Agricultural land Grade 2 and 3a is contained within the Area.
- 6.2.22** The Area is open to views from the west and the overall sensitivity is moderate. The northern part of the area (SHLAA sites T843 and T755) is within Area of Great Landscape Value (AGLV). Strategic landscape work to accommodate new development and associated infrastructure is required. This includes enhancement of the existing hedgerow network by planting new hedgerow trees and large scale screen planting to help limit the visual impact from the west. The predominant historic character of the area is post-medieval enclosures, Barton fields and modern enclosures adapting medieval fields.

Recommendations

- 6.2.23** GHB survey will be required and mitigation measures to reduce negative impact on bats should be implemented.
- 6.2.24** High quality agricultural land should be excluded from the Area.

6.3 Policy SS3 - Presumption in favour of sustainable development

- 6.3.1** The Policy has potential to bring about positive impacts through the requirement for the Council to find sustainable solutions, which are likely to achieve positive outcomes against almost all sustainability appraisal objectives.
- 6.3.2** The impact on the objectives relating to reducing car journeys and reducing natural resource consumption was found to be negative. It is unlikely that an increase in development would cause a reduction in car journeys made, reduce natural resource consumption, nor that total mitigation could be achieved. The Policy requirement to find sustainable solutions to enable proposals to be approved may assist to mitigate transport issues but is unlikely to reduce them entirely and therefore a negative and uncertain impact is expected.
- 6.3.3** It should be noted that the 'presumption in favour of sustainable development' does not apply to locations at risk of flooding, protected site under the Bird and Habitats Directives, SSSI, Green Belts, Local Green Space, AONB, Coastal Heritage or within National Park.

Recommendations

- 6.3.4** No changes to the Policy are suggested.

6.4 Policy SS4 – The economy and employment

- 6.4.1** The Policy has significant positive impacts on the economic and social objectives. It also performs reasonably well against the environmental objectives. Access to employment opportunities is one of the wider determinants of health; therefore the Policy is likely to have positive impact on health and wellbeing. The Policy supports mixed use development schemes. Housing would be an element of these schemes which are expected to accord with requirements for affordable housing.

- 6.4.2** The Policy aims to create 5000 - 5,500 net full time equivalent additional jobs by 2030, support local businesses, encourage new businesses to expand and seeks to strengthen the links between local education and training providers and local businesses. This will have a significant positive impact on providing a range of non-seasonal job opportunities. The Policy is likely to contribute to the regeneration and quality and diversity of the tourism industry through a focus on town centre regeneration and strengthen traditional industries such as tourism.
- 6.4.3** The Policy aims to deliver jobs in a sustainable manner by reducing the need to travel, encouraging renewable energy and facilitating access to employment sites by sustainable transport. This is likely to have positive impact such as reducing the cost of living, reducing the contribution to climate change and improving air quality in Torbay.
- 6.4.4** New employment-based development has the potential to harm existing biodiversity on site. It however also provides potential to enhance biodiversity through incorporation of biodiversity features and respect the character and setting of settlements.

Recommendations

- 6.4.5** The Policy should provide opportunities to enhance biodiversity through incorporating biodiversity features into development. Addressed under NC1
- 6.4.6** Employment based development should respect the character and setting of settlements. Addressed under C5

6.5 Policy SS5– Employment space

- 6.5.1** The Policy has positive impacts on the economic and social objectives. It however performs poorly against the environmental objectives. It seeks to allow mixed-use developments and live/work units, which could have positive impacts to meet housing needs including affordable housing. It would also contribute towards creating safer communities through encouraging passive surveillance at different times of the day.
- 6.5.2** The Policy supports B class uses and non B class sector which would have significant effect on maintenance and enhancement of local businesses. This is likely to provide a range of different employment opportunities to the residents of the Bay and beyond. It could also provide opportunities for apprenticeships and training for local people.
- 6.5.3** Mixed used developments and live/work units, promoted by this Policy, would have a positive impacts related to reduced car use and therefore would have positive impacts on climate change, air quality in Torbay and reduced travel costs. It is noted that employment sites at Scotts Bridge, Edginswell and West Paignton are currently located near a variety of sustainable transport links. However, there is no requirement for employment-based developments to consider sustainable transport and sustainable transport of freight.
- 6.5.4** There are a number of objectives upon which the Policy could have negative impacts including the potential to increase consumption of energy, demand for water, consumption of minerals and waste generation, harm biodiversity existing on site, and places additional pressure on surface water drainage system.

Recommendations

6.5.5 The Policy should:

- require major employment-based development to respond to the demand for travel they create. Addressed under TA2
- make a reference to sustainable transport of freight. Addressed under TA1
- provide potential to enhance biodiversity through incorporating biodiversity features into development. Addressed under NC1
- ensure higher densities encouraged wherever possible.
- employment based development should respect the character and settlement setting. Addressed under HE1
- SUDS should be incorporated into all new developments. Addressed under ER1
- require employment-based development to meet excellent sustainability standards. Addressed under SS13

6.6 Policy SS6 – Strategic transport improvements

6.6.1 The Policy performs well against most of the sustainability objectives. Sustainable transport would improve air quality and therefore would positively contribute to health and wellbeing and reduce health inequality. The Policy promotes provision of transport infrastructure, such as improvement of transport hubs, water transport, Western Corridor and South Devon Link Road. These features will increase accessibility for tourists and improve the economic prosperity of the Bay, and therefore the Policy is likely to provide non-seasonal job opportunities.

6.6.2 The Policy ensures residents have adequate access to employment, education, retail and community facilities through close proximity to bus stops and/or facilities within walking and cycling distance. This will have a positive impact on meeting local needs locally and reducing travel cost.

6.6.3 The Policy could provide positive opportunities to combine coastal management with increasing environmental awareness through promoting sustainable transport and development of ferry service and related infrastructure between Torquay and Brixham. This would have clear benefits in relation to climate change.

6.6.4 The South Devon link Road will take up greenfield land which is likely to have permanent negative impacts on habitats and species in the area and might also cause habitats fragmentation. The ferry service between Torquay and Brixham could affect the integrity of the Lyme Bay and Torbay Marine SAC. Transport proposals have been fully assessed in the LTP3 SEA and HRA. The ferry service has been subject to a detailed environmental assessment hence mitigation measures have been identified and implemented.

Recommendations

6.6.5 The Policy should:

- require health impact assessment for transport hubs schemes to ensure there are no adverse impacts on adjacent communities. Addressed under SC1
- make a reference to sustainable transport modes of freight. Addressed under TA1

- ensure detailed survey work is carried out for each transport scheme to determine the need of existing species and ensure those needs where possible integrated into development design. Addressed under NC1
- ensure HRA carried out for the ferry service to determine if it has adverse effects on the Marine SAC. Addressed under NC1
- ensure all new development including sustainable transport proposals must incorporate SUDS. Addressed under ER1

6.7 Policy SS7 - Infrastructure, phasing and delivery of development

- 6.7.1** The Policy performs well against most of the sustainability objectives. It requires new infrastructure to encourage healthier lifestyles and provide recreational opportunities by providing for walking, cycling and other recreational opportunities, which would have positive implications for health for all communities in Torbay and promote healthy lifestyles.
- 6.7.2** Community Infrastructure Levy (CIL), s106 and other funding mechanisms, supported by this Policy, will provide key infrastructure needed to achieve regeneration and the creation of prosperous and sustainable communities. They will also provide employment, education and public transport infrastructure. The Policy requires new infrastructure provided to be consistent with meeting communities' needs, safety and amenity.
- 6.7.3** The Policy could provide positive opportunities to combine coastal management with increasing environmental awareness through requiring infrastructure to be provided in the most environmentally sustainable way possible to minimise the contribution to wider climate change, and to build in resilience to future events. Flood protection within the built up area, as required by the Strategic Flood Risk Assessment, is among the key elements of infrastructure required by this policy.

Recommendations

- 6.7.4** No changes to the Policy are suggested.

6.8 Policy SS8 – Natural environment

- 6.8.1** The Policy is likely to have significant positive impacts on the objectives concerned with preserving local sites, which includes sites of open space, and protecting the AONB, as well as improving health with recognition of the role of open space in maintaining good physical and mental health.
- 6.8.2** The Policy is likely to have significant positive impacts on the objectives related to biodiversity, green infrastructure, landscape and townscape protection, conservation and wise use of land, minimising water pollution and enabling adaptability to climate change across all timescales (short/medium/long term).
- 6.8.3** The assessment found the Policy had potential to be negative for the objective concerned with the provision of affordable housing. This is due to the limited land availability in Torbay and conflicting needs over land use.

Recommendations

6.8.4 No changes to the Policy are suggested.

6.9 Policy SS9– Green infrastructure

6.9.1 The Policy performs well against most of the sustainability objectives. It will have a significant positive impact on improving health for all communities in Torbay. Access to open space and the wider countryside provide greater opportunities for activity which is good for physical and mental health.

6.9.2 Integrating a GI network into planning would provide opportunities for environmental education for young people and increase access to and participation in cultural activities. Access routes and green corridors promoted by this Policy would have a significant impact on encouraging walking and cycling and consequently reduce the need to travel by car and therefore contribute to climate change adaptations.

6.9.3 The Policy would have significant positive impacts on objectives related to landscape and townscape, biodiversity and reduce vulnerability to flooding.

Recommendations

6.9.4 No changes to the Policy are suggested.

6.10 Policy SS10 - Conservation and the historic environment

6.10.1 The Policy seeks to ensure that heritage assets are safeguarded for the future and where possible enhanced. This is likely to enhance townscape adding value to regeneration and form part of the visual and tourist appeal of Torbay. This would have a significant positive impact on the quality and diversity of the tourism industry and could provide job opportunities.

6.10.2 The historic environment is an important source of education. Therefore the Policy would have a positive impact on education and would also have significant positive impact on increased access and participation in cultural activities through acting as a stimulus to economic and tourist activities.

Recommendations

6.10.3 No changes to the Policy are suggested.

6.11 Policy SS11 - Sustainable communities

6.11.1 The Policy performs well against the social and economic objectives and few environmental objectives are affected by this Policy. It would have significant positive impacts on improving health and wellbeing in Torbay. It supports high quality built and natural environment, which are the main determinants of health. It also requires development proposals to ensure people have access to open space, play space and recreation facilities. This is likely to have significant impact on reducing health inequality and promoting healthy lifestyles.

- 6.11.2** The Policy seeks to close the gap between the most and the least advantaged neighbourhoods in Torbay and requires development proposals to create well connected, accessible and safe communities. This is likely to have significant positive impacts on reducing fear of crime in Torbay.
- 6.11.3** The Policy promotes meeting residents' needs locally and reducing their need to travel. This is likely to decrease greenhouse gas emissions and therefore supports the climate change objective and encourages participation in cultural activities and local businesses.
- 6.11.4** The Policy requires development proposals to safeguard and respect the natural and built environment. This is likely to have a positive impact on habitats and species as well as the tourism industry and improve the character and settlement setting and protect culturally and historically significant assets.

Recommendations

- 6.11.5** No changes to the Policy are suggested.

6.12 Policy SS12 – Housing

- 6.12.1** The assessment found that the Policy would have a significant positive effect on the objectives concerned with provision of affordable housing and housing generally, as would be expected. The assessment also found the Policy to have positive impacts on objectives relating to health and wellbeing, with access to housing one of the wider determinants of health and affordability of housing one of the measures of multiple deprivation.
- 6.12.2** The assessment found that housing located anywhere in Torbay has potential to have a negative impact on a number of the objectives, including those relating to biodiversity, air quality, open space, reducing car journeys, water pollution, water consumption, energy consumption, adaptability to climate change and waste.

Recommendations

- 6.12.3** All housing, whether on previously developed land or greenfield land should incorporate features to benefit biodiversity. Addressed under NC1
- 6.12.4** New development should meet the requirement for sustainable construction and design. Addressed under SS13
- 6.12.5** New development should incorporate SUDS in order to reduce water pollution. Addressed under ER1

6.13 Policy SS13 – Five year housing land supply

- 6.13.1** The Policy has no relevance to most of the sustainability objective. It however, provides great opportunity to address local under-provision of affordable housing. Provision of affordable housing will have clear benefits in terms of reducing housing inequality and if development achieves high environmental standards, it would also have the potential to help alleviate fuel poverty.

Recommendations

6.13.2 No changes to the Policy are suggested.

6.14 Policy SS14 –Low carbon development and adaptation to climate change

6.14.1 The Policy is likely to have significant positive impacts on objectives concerned with protecting and enhancing biodiversity, minimising water consumption, improving health, reducing energy consumption, and meeting high environmental standards. A range of other positive impacts are also anticipated including reducing fuel poverty, reducing the vulnerability of the economy to climate change, promoting materials efficiency and waste minimization.

6.14.2 The assessment found the potential for negative impact on the provision of affordable housing, as the cost of providing highly sustainable buildings may conflict with the cost of providing affordable housing, particularly in the current economic climate. However, the Policy is likely to have positive impact in the medium and long term.

Recommendations

6.14.3 In relation to housing viability the Policy should make reference to considering the viability of a scheme and should therefore not have a negative impact on the provision of affordable housing.

6.14.4 A detailed assessment of policies SS1-SS14 is provided in Appendix 5.

7 SUSTAINABILITY APPRAISAL OF THE STRATEGIC DELIVERY AREAS

7.1 SDT1 - Torquay

- 7.1.1** The Policy performs well against objectives related to health, community and the economy. It however performs less favourably against environmental objectives than the other SA objectives. The Policy is likely to have positive impacts on health and wellbeing through increased access to additional leisure facilities and improved walking and cycling routes.
- 7.1.2** Torquay is expected to deliver around 3,955 new dwelling by 2030. The Policy provides potential for a significant increase in the provision of affordable housing, a number of training opportunities and more vibrant communities. The anticipated provision of affordable housing will have clear benefits in terms of reducing housing inequality. Concentration of development in urban areas would also have clear benefits in terms of reducing the cost of living by reducing the need to travel.
- 7.1.3** Provision of around 37,200 sq m employment floorspace over the Plan period will have clear benefits by supporting local businesses, strengthening the diversity of jobs and reducing reliance on seasonal and part time work. The Policy links provision of housing with employment which is likely to reduce long distance travel, supporting the climate change objective. The Policy will contribute to the regeneration, and quality and diversity of the tourism industry through enhancement of tourism role of Babbacombe and St Marychurch and regeneration of the town centre and Torquay Harbour.
- 7.1.4** Torquay hosts a number of nature conservation sites including SSSIs, CWSs, LWSs, LNRs and the Marine SAC. The Policy should ensure there is net gain in biodiversity through development. Re-use of space within buildings for residential accommodation is likely to decrease the pressure on greenfield sites. New development has the potential to increase energy, water and materials consumption and would also create and increase waste during construction and operation stages. There is a potential positive impact towards improving air quality through seeking to promote cycling and walking, however there is an uncertain effect on other forms of pollution, which is largely dependent on the scale and design of development.

Recommendations

7.1.5 Policy SDT1 should:

- make a reference to sustainable transport of freight. Addressed under TA1
- ensure there is net gain in biodiversity through development. Addressed under NC1
- Ensure development at Edginswell Valley has regards to good quality agricultural land. Addressed under SS8
- make reference to protection of historic environment. Addressed under HE1
- promote the avoidance of development in flood risk areas. Addressed under ER1
- require new development to meet the requirement for sustainable construction and design. Addressed under SS13

- ensure that waste is minimised at operation and construction including demolition waste. Addressed under W1

7.2 SDT2 - Torquay Town Centre and Harbour

- 7.2.1** The Policy provides clear benefits to the economic and social objectives. It however performed less favourably against environmental objectives than the other SA objectives. Developing Torquay Town Centre as the largest retail and leisure centre of the Bay and regeneration of Torquay Harbour will have clear benefits in terms of reducing the cost of living by reducing the need to travel outside the Bay and could potentially encourage sustainable transport. The Policy is likely to have significant positive impacts on training in the hospitality and retail sectors and provide a range of different non-seasonal employment opportunities.
- 7.2.2** The Policy supports provision of high quality residential development above commercial properties. This would have a minor positive impact on meeting housing needs in Torbay. Mixed use development promoted by this Policy could facilitate passive surveillance, which would have a positive impact on reducing antisocial behaviour in the area.
- 7.2.3** The Policy would have clear positive impacts on townscape through promoting excellent design. It would also decrease pressure on greenfield sites by supporting development of brownfield sites.
- 7.2.4** Torquay Harbour and some parts of Torquay Town Centre are within flood zone 2 and 3. Therefore, the SA recommends flood risk assessment for development within these flood zones. Surface water run-off is likely to have cumulative negative impacts on bathing water quality and species. The Policy could have significant negative impacts on a number of the environmental objectives related to renewable energy, water consumption, waste generation and extraction of minerals. However, a commitment to sustainable construction and design could offset some of the negative effects.

Recommendations

- 7.2.5** The Policy should make a reference to sustainable transport of freight. Addressed under TA1
- 7.2.6** The SA recommends HRA of all development within the Lyme Bay and Torbay Marine SAC buffer zone. Addressed under NC1
- 7.2.7** Policy SDT2 should make reference to protection of the historic environment. Addressed under HE1
- 7.2.8** Developments in flood risk zones 2&3 should be the subject of flood risk assessment in accordance with the Torbay Strategic Flood Risk Assessment (SFRA) level 2. Addressed under ER1
- 7.2.9** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.3 SDT3 - Torquay Gateway

- 7.3.1** The Policy performed well against objectives related to health, community and the economy. However, it performed less favourably against environmental objectives than the other SA objectives. Access to decent, affordable housing is one of the wider determinants of health therefore health and wellbeing would be improved through implementation of this policy. Creation of a public park on Riviera Way and enhancement of Cockington Country Park would have significant positive impacts on health equality in Torbay. The Policy would also have significant positive impacts on healthy lifestyles, through supporting provision of improved cycling and walking facilities.
- 7.3.2** The Policy recognises that different sections of the community have different housing needs and has a direct reference to provision of family dwellings, with a particular focus on providing affordable dwellings in Scotts Bridge area. If development achieves high environmental standards, then housing provision in this area could also have the potential to alleviate fuel poverty. The Policy links provision of housing with employment and aims to provide services within location that are accessible by sustainable transport, which would support the climate change objective and improve air quality in Torbay.
- 7.3.3** Provision of leisure, bulky retail and office development is likely to provide a range of different non-seasonal employment opportunities and consequently supports training and education in these sectors. The Policy is likely to support micro and Small and Medium Size Enterprises, through provision for uplift in the economic prosperity of Torbay and also by supporting the South Devon Link Road and other improvement to the road network.
- 7.3.4** Some developments are likely to be built on greenfield sites; this would have potential for direct negative impacts on habitats and species on site, and on the amount of land available for farming (e.g. allotments). The Policy area is also adjacent to a number of Local Wildlife Sites (LWS) that require protection
- 7.3.5** The wider environmental impacts of new development would have clear negative impacts without clear commitment to ensure sustainable construction and design and incorporate SUDS and Green Infrastructure into new developments.

Recommendations

7.3.6 New developments should:

- incorporate secured by design. Addressed under DE1
- ensure there is net gain of biodiversity, through incorporating biodiversity features into development. Addressed under NC1
- create new allotments as recommended by the Green Infrastructure Delivery Plan. Addressed under SS9
- restrict development on areas at risk of flooding and incorporate SUDS into New development. Addressed under ER1
- meet the requirement for sustainable construction and design. Addressed under SS13
- ensure waste is minimised at operation and construction including demolition waste. Addressed under W1

7.4 SDT4 - Babbacombe and St Marychurch

- 7.4.1** The Policy provides clear benefits to the economic and social objectives. It however performed poorly against the environmental objectives. It will have significant positive impact on improving health and wellbeing through protection and long-term management of the area's environment and landscape. It is likely to have a minor positive impact on provision of affordable housing. However, mixed use development promoted by this policy would facilitate passive surveillance, which would have a positive impact on reducing anti-social behaviour in the area.
- 7.4.2** The Policy aims to enhance district and local centres in Babbacombe and St. Marychurch, through provision of appropriately scaled retail, leisure and recreational facilities that would provide a range of different employment opportunities and reduce non seasonal jobs. It could also provide training in the hospitality and retail sectors. The Policy would also have clear benefits in terms of meeting local needs, reducing the cost of living and supporting local businesses by reducing the need to travel elsewhere in the Bay and consequently improving air quality in Torbay.
- 7.4.3** The Policy would increase access and participation in cultural activities as well as promoting stronger and more vibrant communities through, promoting long-term management and access to the rural coastal fringe and improved sustainable transport links that could possibly be delivered through the Green Infrastructure coastal access network. This is likely to have positive impact on climate change as well as enhancing habitats and species.
- 7.4.4** The Policy recognises the landscape value of the area steers development away from flood risk areas and also limits development to brownfield sites. This will have clear benefits in terms of protection of landscape and conservation and wise use of land. It however could have significant negative impacts on a number of the environmental objectives but a commitment to sustainable construction and design would offset some of the negative effects.

Recommendations

- 7.4.5** The Policy should make a reference to protection of historic assets in the area. Addressed under HE1
- 7.4.6** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.5 SDP1 – Paignton

- 7.5.1** The Policy provides clear benefits to the economic and social objectives. It however performed less favourably against environmental objectives than the other SA objectives. It is likely to have significant positive impacts on health and wellbeing, through requiring development to meet a high quality of design and appropriate landscaping. Creation of a new Country Park at Great Parks and a new Countryside Access and Enhancement Scheme (CAES) at White Rock would have significant impacts on health equality in Torbay. The Policy would also have positive significant positive impacts on healthy lifestyles, through supporting provision of improved cycling and walking facilities.

- 7.5.2** Paignton is expected to provide 4,290 new dwellings up to 2030. The Policy makes a particular reference to family housing. This would result in a significant increase in provision of affordable housing, which would have clear benefits in terms of reducing housing inequality in Torbay. The Policy also links provision of housing with employment and it also seeks to improve sustainable transport, which would reduce long distance travel, improve air quality and have long-term positive impact relating to climate change.
- 7.5.3** Provision of mixed use development on a number of sites would facilitate passive surveillance. This will have a positive impact on reducing antisocial behaviour in the area.
- 7.5.4** The Policy supports provision of 30,100 sq m (net) of employment floor space, enhances Paignton as a tourism destination and also promotes mixed use developments. This will provide opportunities to strengthen the diversity of jobs, reduce reliance on seasonal and part time work within Torbay and is likely to create a number of training opportunities. The Policy would also have clear benefits to local businesses and farmer's markets, allow people to meet more needs within local communities and increase access to cultural activities.
- 7.5.5** Policy SDP1 promotes greenfield development; this could have significant negative impacts on habitats and species on the sites. The Policy area is also adjacent to a number of designations that require protection, including LNRs, SSSIs, CGSs, LWSs and CWSs. However, it promotes biodiversity enhancement, through creation of a country park and CAES and recognises the benefit of creation of new allotments as recommended by the Green Infrastructure Delivery Plan. The Policy has successfully incorporated the findings of the Green Infrastructure Delivery Plan for the Clennon Valley area into which improvements to walking and cycling routes as well as flood resilience measures will be incorporated.
- 7.5.6** New development would have clear negative impacts on the wider environment without clear commitment to ensure sustainable construction and design. There is an uncertain effect on land, water, light and noise pollution, which is largely dependent on scale and design of development.

Recommendations

7.5.7 The Policy should:

- make a reference to sustainable transport of freight. Addressed under TA1
- steer development away from flood risk areas. Addressed under ER1
- ensure there is net gain in biodiversity, through incorporating biodiversity features into development. Addressed under NC1
- meet the requirement for sustainable construction and design. Addressed under SS13

7.6 SDP2 - Paignton Town Centre and Seafront

- 7.6.1** The Policy performs well against the majority of the SA objectives, especially social and economic objectives. It also performs reasonably well against the environmental objectives.
- 7.6.2** Regeneration of the Paignton Town Centre and the Harbour area, development of the role of Paignton Green as a Coastal Park and improved access for leisure and recreation facilities is likely to have a positive effect on health and wellbeing. The Policy is likely to have a minor positive impact on meeting housing needs in Torbay and it is likely to provide a limited number of affordable housing. Mixed use development proposed by this Policy would

facilitate passive surveillance which will have a positive impact on reducing antisocial behaviour in the area. The Policy is likely to have significant positive impacts on participation in cultural activities and creating vibrant communities, through regeneration of Paignton Town Centre, development of community hubs, transport hubs and public realm enhancement.

- 7.6.3** Redevelopment of the Fish Works and multi-storey car park into mixed employment, leisure and retail development, promoted by this Policy, is likely to provide a range of different non-seasonal employment opportunities and consequently supports training in the hospitality and retail sectors. The Policy is likely to support local businesses and contribute to the regeneration of the tourism industry in Torbay.
- 7.6.4** Redevelopment of Paignton Town Centre and the Harbour and promoting public transport, walking and cycling facilities are likely to reduce long distance travel and private car use, which would support climate change objective and improve air quality in the area. The Policy also has clear benefits on reducing the cost of living by reducing the need to travel outside the Bay.
- 7.6.5** The Policy recognises wise use of land, conservation of historic assets and respects and improves the character of the area. The Policy area is at risk of both coastal and fluvial flooding. However, the Policy recognises the area is in a flood risk zone and suggests a number of possible mitigation measures including a raised sea wall, soft landscaping, flood resistant design and sensitive location of flood vulnerable uses. The Policy has the potential to adversely affect the wider environment without clear commitment to sustainable construction and design.
- 7.6.6** Developments in Paignton Town Centre and the Harbour are within the Lyme Bay and Torbay Marine SAC buffer zone. Therefore a HRA would be required to assess the impact of development on habitats and species of European importance. Development in this area could have negative impact on bathing water quality. The Policy area is within 250m cirl bunting buffer zone. The Policy could have an uncertain effect on noise, and light pollution, which is largely dependent on scale and design of development.

Recommendations

- 7.6.7** The Policy should make a reference to sustainable transport of freight. Addressed under TA1
- 7.6.8** The SA recommends HRA of all developments within Lyme Bay and Torbay Marine SAC buffer zone. Addressed under NC1
- 7.6.9** New development will require cirl bunting survey. Addressed under NC1
- 7.6.10** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.7 SDP3 - Paignton North and Western Area

- 7.7.1** The Policy performs well against the social and economic objective and reasonably well against the environmental objectives. Access to decent affordable housing is one of the wider determinants of health. Health and wellbeing is therefore likely to be improved through implementation of this policy. Creation of a new CAES at White Rock and public open space

would have significant impacts on health equality in Torbay. The Policy would have significant positive impacts on healthy lifestyles through promoting improved accessibility by walking and cycling.

- 7.7.2** The Policy is likely to have a significant positive impact on meeting the housing needs in Torbay with a particular reference to family housing. Also provision of affordable housing would have clear benefits in terms of reducing housing inequality. Mixed use development promoted by this Policy could facilitate passive surveillance, which would have a positive impact on reducing antisocial behaviour in the area. However, new development elsewhere should incorporate secured by design. The Policy is likely to have significant positive impacts with regard to increasing participation in cultural activities and creation of vibrant communities, through improved accessibility and provision of local retail, leisure and recreation facilities and public open space.
- 7.7.3** The Policy aims to provide employment sites, recreation and local retail facilities. This is likely to provide a range of different non-seasonal employment opportunities and enhance local businesses. It also promotes improvement and expansion of South Devon College including provision of a work hub / innovation centre, which would have a significant positive impact on training and education in Torbay.
- 7.7.4** Policy SDP3 supports services within sustainable locations, making a particular reference to improved accessibility by walking cycling and public transport and links provision of housing with employment. These are likely to reduce long distance travel, which will support the climate change objective and improve air quality in the area. It would also have clear benefits in terms of reducing the cost of living by reducing the need to travel elsewhere in the Bay and beyond.
- 7.7.5** Some greenfield sites would be developed, which could have direct negative impacts on habitats and species. The Policy area is adjacent to a number of CWSs and LWSs that require protection. However, the Policy promotes biodiversity enhancement, through creation of a CAES south west of White Rock and restricting development away from the most sensitive areas such as the AONB and wildlife corridors.
- 7.7.6** The Clennon Valley area is at risk of fluvial flooding. The Policy however requires sustainable drainage measures, which would assist in reducing flood risk in the area. The Policy also promotes the use of combined heat and power and other forms of renewable energy. However, the Policy has the potential to adversely affect the wider environment without a clear commitment to sustainable construction and design.

Recommendations

- 7.7.7** The Policy should:
- make a reference to sustainable transport of freight. Addressed under TA1
 - ensure there is net gain in biodiversity, through incorporating biodiversity features into development. Addressed under NC1
 - recognise creation of new allotments and orchard enhancement as recommended by the GI Delivery Plan. Addressed under SS9
 - require a Cirl bunting survey for new development

- ensure new development meets the requirement for sustainable construction and design. Addressed under SS13

7.8 SDP4 - Clennon Valley Leisure Hub

- 7.8.1** The Policy performs well against the social and economic objective and reasonably well against the environmental objectives. It would have significant positive impact on health and wellbeing, through development of the Clennon Valley Leisure Hub, which would promote activities that are good for physical and mental health. It would also reduce health inequality and promote healthy lifestyles.
- 7.8.2** Policy SDP4 would provide social infrastructure, education uses and increase access to and participation in cultural activities. It however does not directly reference designing out crime. The Policy aims to provide leisure, recreation and tourism facilities. This would have a clear positive impact on enhancement of local businesses and could provide year-round tourism and consequently provide job opportunities in the tourism sector.
- 7.8.3** The Policy could provide opportunities to combine coastal management with increasing environmental awareness through promoting green links and flood risk alleviation. This would also promote walking and cycling in the area and therefore benefit climate change and air quality objectives.
- 7.8.4** There are coastal protection zones and SSSI within the Policy area and development in Clennon Valley and Goodrington could potentially have negative impacts on habitats and species on the site. The Policy area is also adjacent to Lyme Bay and Torbay Marine SAC. Where proposed allocations fall within areas identified for curlew buntings, a survey will be necessary to obtain up-to-date information to ensure curlew bunting territories are protected and its habitats restored.
- 7.8.5** There are many opportunities for increased and improved green infrastructure in the Clennon Valley area, including the enhancement of wetland features and associated reduction of flood risk, as suggested by the Torbay Green Infrastructure Delivery Plan.
- 7.8.6** The Policy could adversely affect the wider environment without a clear commitment to sustainable construction and design. The Policy could have an uncertain effect on noise, and light pollution, which is largely dependent on the scale and design of development.

Recommendations

- 7.8.7** New developments should incorporate 'secured by design'. Addressed under DE1
- 7.8.8** The Policy should ensure there is net gain of biodiversity, through incorporating biodiversity features into development. Addressed under NC1
- 7.8.9** Development that is likely to affect the integrity of the Marine SAC would require HRA. Addressed under NC1
- 7.8.10** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.9 SDB1 – Brixham Peninsula

- 7.9.1** The Policy provides clear benefits to the economic and social objectives. It however performs poorly against the environmental objectives. Overall, there should be positive implications for health resulting from the delivery of this Policy. This is due to provision of housing and employment, both of which are wider determinants of health as well as improving access to services through increased retail provision. Access to recreation and leisure facilities, open space and the wider countryside provide greater opportunities for activity that is good for mental and physical health. The Policy would also increase access to and participation in cultural activities, through safeguarding and enhancing the historic character, outstanding natural setting and internationally important biodiversity value of Brixham.
- 7.9.2** The Policy states that 660 new dwelling will be delivered in Brixham over the Plan period. This would lead to a significant increase of affordable housing and would have clear benefits in terms of reducing housing inequality. If development achieves a high environmental standard, it would have the potential to alleviate fuel poverty.
- 7.9.3** The Policy will provide at least 2,700 sq m of employment space and improve retail, tourism and maritime industries. This would provide opportunities to strengthen the diversity of jobs, reduce reliance on seasonal and part time work within Torbay and is likely to create a number of training opportunities. It could also have clear benefits to strengthen local businesses.
- 7.9.4** Provision of 660 new dwellings and 2,700 sq m of employment space could cause significant increase in car ownership in Brixham, unless a large proportion of units are car free or are accompanied by sustainable transport options. The Policy certainly supports a park and ride facility along the A3022 and improvement of water borne transportation which would help to reduce private car use. However, a reference to walking and cycling does not come through particularly strongly in the Policy.
- 7.9.5** Although Policy SDB1 recognises the environmental sensitivity of the area, it promotes a limited number of dwellings to be built on greenfield sites. This would have the potential to have a direct negative impact on habitats and species and on the amount of land available for farming. Developments in Brixham that are likely to affect the integrity of the South Hams SAC or Lyme Bay and Torbay Marine SAC would require Habitats Regulations Assessment.
- 7.9.6** New development could have significant negative impacts on the wider environment without a clear commitment to ensure sustainable construction and design. Air quality is a issue in the area, particularly around Bolton Cross (currently an AQMA) and any increase in traffic from delivery of this Policy could have implications for health. Brixham Harbour, the Strand and Pump Street are within flood zone 2&3 and Higher Brixham Watercourse also has a history of flooding. The Policy should therefore avoid development in flood risk areas where possible.

Recommendations

- 7.9.7** New developments should incorporate secured by design. Addressed under DE1
- 7.9.8** The Policy should include improvement of walking and cycling routes in Brixham as stated in the GI Delivery Plan. Addressed under SS8

- 7.9.9** The Policy should make a reference to sustainable transport of freight. Addressed under TA1
- 7.9.10** The Policy should ensure there is net gain of biodiversity. This could be achieved through incorporating biodiversity features into development. Addressed under NC1
- 7.9.11** The Policy should incorporate GI into development. Addressed under SS8
- 7.9.12** Policy SDB1 should avoid development in flood risk areas. Addressed under ER1
- 7.9.13** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.10 SDB2 - Brixham Town centre and Waterfront

- 7.10.1** The Policy provides clear benefits to the economic and social objectives, and it performed reasonably well against the environmental objectives. Access to decent affordable housing is one of the wider determinants of health. Health and wellbeing therefore are likely to be improved through implementation of this policy. The Policy also would help to reduce health inequality, through provision of recreation and leisure facilities and would have significant positive impacts on healthy lifestyle, through promoting improved accessibility by walking and cycling.
- 7.10.2** The Policy promotes a number of mixed used developments including residential use; it is therefore likely to provide affordable housing and would have clear benefits in relation to reducing housing inequality. It would also facilitate passive surveillance, which would have a positive impact on reducing antisocial behaviour in the area. It is likely to have significant positive impacts with regards to increasing participation in cultural activities and the creation of vibrant communities, through promoting high quality vibrant public realm with active ground floor uses including cafes, bars and restaurants.
- 7.10.3** The Policy aims to provide employment sites, maritime, leisure, retail and restaurant facilities. This would provide a range of different non-seasonal employment opportunities and enhance local businesses and could create a range of training opportunities.
- 7.10.4** The Policy promotes improved walking and cycling facilities to increase permeability of the town centre and the link between housing and employment could reduce long distance travel. This is likely to have long-term positive impact with regards to climate change and improves air quality. Provision of recreation and local retail facilities would have clear benefits in terms of reducing the cost of living by reducing the need to travel elsewhere in the Bay and beyond.
- 7.10.5** The Policy proposes development in brownfield sites in close proximity to the Lyme Bay and Torbay Marine SAC and the South Hams SAC. Developments that are likely to affect the integrity of the SAC or the Marine SAC would require a HRA. The Breakwater Hard is within an Urban Landscape Protection Area (ULPA), therefore development within this area should respect the area's landscape character. The Policy area contains a number of historic assets including a conservation area in Brixham Town, Battery Grounds ancient monument and a number of listed buildings. Where proposed allocations fall within areas identified for cirl buntings, a survey will be necessary, in order to obtain up-to-date information to ensure cirl bunting territories are protected and its habitats restored.

- 7.10.6** Parts of the Policy area are within flood zone 2 & 3. The main flood risk to the area around Brixham Town Centre and Harbour area is as a result of tidal flooding from the English Channel. South Devon and Dorset shoreline Management Plan (SDADSMP) policy for the flood defences in this area is “Hold the Line” (maintain or change the level of protection provided by defences in their present location). The flood risk to Brixham Town Centre is from fluvial flooding, which emanates from the Higher Brixham main river and Lupton watercourse systems.
- 7.10.7** The Policy would have significant negative impacts on a number of the environmental objectives related to renewable energy, water consumption, waste generation and extraction of minerals. However, a commitment to sustainable construction and design could offset some of the negative effects.

Recommendations

- 7.10.8** The Policy should make a reference to sustainable transport of freight. Addressed under TA1
- 7.10.9** Developments that are likely to affect the integrity of the South Hams SAC or the Lyme Bay and Torbay Marine SAC would require an HRA. Addressed under NC1
- 7.10.10** Developments in the Breakwater Hard should respect the area’s landscape character. Addressed under C5
- 7.10.11** The Policy should protect the historic assets in the area. Addressed under HE1
- 7.10.12** Developments in flood risk zone 2&3 should have flood risk assessment in accordance with the Torbay SFRS level 2. Addressed under ER1
- 7.10.13** New development should meet the requirement for sustainable construction and design. Addressed under SS13

7.11 SDB3 - Brixham Urban Fringe and Area of Outstanding Natural Beauty

- 7.11.1** The Policy performs well against objectives related to health, community and the economy and it performs reasonably well against environmental objectives. It is likely to have significant positive impacts on human health and wellbeing. Access to open space and the wider countryside provide greater opportunities for activity, which is good for physical and mental health. The Policy is likely to have a minor positive impact on meeting affordable housing needs.
- 7.11.2** Policy SDB3 aims to enhance and conserve the Brixham urban fringe and improve access to Berry Head National Nature Reserve. This is likely to have significant impact on increasing access and participation in cultural activities and it would also benefit promoting stronger and more vibrant communities, as well as providing year-round tourism and consequently provide non-seasonal job and training opportunities in the tourism sector.
- 7.11.3** The Policy supports sustainable transport, especially Brixham Park and Ride, proposed by the LTP3, which would reduce private car use. However, a reference to walking and cycling does not come through particularly strongly in this Policy.

- 7.11.4** The Policy recognises the environmental sensitivity of the area and aims to protect the outstanding natural setting. However, in the long-term a limited number of dwellings will be built on greenfield sites. This would have the potential to have a direct negative impact on habitats and species. The Policy should ensure there is net gain in biodiversity, through incorporating biodiversity features into development. The Policy area is also in close proximity to the South Hams SAC and the Lyme Bay and Torbay Marine SAC, which would require developments to have a Habitats Regulation Assessment to consider the impact of development on habitats and species of European nature conservation importance. The west part of the Brixham urban fringe is at risk of fluvial flooding therefore Policy SDB3 should avoid development in flood risk areas. Where proposed allocations fall within areas identified for cirl buntings, a survey is necessary to obtain up-to-date information to ensure cirl bunting territories are protected and its habitats restored.
- 7.11.5** The Policy would have significant negative impacts on a number of the environmental objectives related to renewable energy, water consumption, waste generation and extraction of minerals. However, a commitment to sustainable construction and design could offset some of these negative effects. The Policy is likely to lead to an improvement in air quality, through promoting access to the countryside by sustainable means of transport and recognising the Park and Ride facility outside Brixham, but it could have an uncertain effect on water, noise, and light pollution, which is largely dependent on scale and design of development.

Recommendations

- 7.11.6** New development should incorporate secured by design to reduce crime and fear of crime. Addressed under DE1
- 7.11.7** The Policy should include improvement of walking and cycling routes in Brixham Urban Fringe as stated in the GI Delivery Plan. Addressed under SS9
- 7.11.8** The Policy should ensure there is net gain in biodiversity. This could be achieved through incorporating biodiversity features into development. Addressed under NC1
- 7.11.9** Developments that are likely to affect the integrity of the South Hams SAC or/and the Lyme Bay and Torbay Marine SAC would require HRA. Addressed under NC1
- 7.11.10** The Policy should support the potential use the urban fringe for food growing purposes (e.g. allotments). Addressed under SS9
- 7.11.11** The Policy should avoid development in flood risk areas. Addressed under ER1
- 7.11.12** New development should meet the requirement for sustainable construction and design. Addressed under SS13
- 7.11.13** A detailed assessment of Strategic Delivery Areas Policies is provided in Appendix 6.

8 SUSTAINABILITY APPRAISAL OF POLICIES FOR MANAGING CHANGE AND DEVELOPMENT IN TORBAY

8.1 Town Centres and Retailing (Policies TC1-TC5)

Policy TC1 - Town Centres

- 8.1.1** The Policy performs well against the majority of the sustainability objectives. As its aim is principally to promote retail provision in Torbay, the assessment found it has little relevance to a number of the SA objectives.
- 8.1.2** The Policy would have positive impacts on objectives concerned with employment and economic development, as would be expected from a retail policy, as well as the objective concerned with increasing access to services through the protection of the hierarchy of shopping centres and therefore the services they provide.
- 8.1.3** There are a number of objectives upon which the Policy could have a negative impact including the potential to increase risk of flooding, water consumption, energy consumption, and waste generation.

Recommendations

- 8.1.4** The Policy should meet low carbon and sustainable construction standards. Addressed under SS13
- 8.1.5** New developments should incorporate SUDS. Addressed under ER1

Policy TC2 - Torbay retail hierarchy

- 8.1.6** The Policy will have positive impacts on objectives concerned with employment and economic development, as would be expected from a retail policy, as well as the objective concerned with increasing access to services and meeting local need locally and therefore would have positive impact in relation to climate change and air quality in Torbay.

Recommendations

- 8.1.7** The wording of Policy TC2 should ensure town and district centres are serviced with good sustainable transport links to minimise journeys made by car. Addressed under TA1

Policy TC3 - Retail development

- 8.1.8** The Policy sets out criteria for new retail development in Torbay. The assessment found it has little relevance to a number of the SA objectives. It would have positive impacts on objectives concerned with employment and economic development as well as the objective concerned with increasing access to services through the protection of the hierarchy of shopping centres and therefore the services they provide.

Recommendations

8.1.9 No changes to the Policy are suggested.

Policy TC4 - Change of retail use within Centres and elsewhere

8.1.10 The Policy regulates change of retail use in town, district and local centres. The Policy would have positive impacts on objectives concerned with economic development and meeting local needs locally, as would be expected from a retail policy, as well as the objective concerned with increasing access to services, reducing the need and desire to travel by car, ensuring local, district and town centres will be maintained and therefore the services they provide.

Recommendations

8.1.11 No changes to the Policy are suggested.

Policy TC5 - Evening and night time economy

8.1.12 The Policy seeks to enhance the evening and night time economy and therefore has little relevance to the environmental objectives. It would however, have clear benefit for the objective related to reducing crime and fear of crime, allow people to meet more needs within local communities and reduce the need to travel. Town centres, sea fronts and harbours are well connected with public transport and therefore encourage non-car use, provided late night public transport is available.

8.1.13 The Policy would have significant positive impact relating to increased access and participation in cultural activities through acting as a stimulus to economic and tourist activities and therefore providing job opportunities. It would also add vibrancy and a complementary offer to the town centres, sea fronts and harbours, which would maintain and enhance local businesses.

Recommendations

8.1.14 No changes to the Policy are suggested.

8.2 Tourism, culture and marine economy (Policies TO1-TO3)

Policy TO1 - Tourism, events and culture

8.2.1 Policy TO1 performs well against the economic and communities objective. It also performs reasonably well against the environmental objectives. The Policy should lead to significant positive impacts on regeneration of the tourism industry, increased employment opportunities and increased economic activity, through recognition of the role which Torbay's marine environment, maritime heritage and Urban Geopark play in the visitor economy.

8.2.2 The Policy recognises the need to convert outdated and poorly located tourism accommodation into family homes. This is likely to have a positive impact on meeting the housing needs in Torbay. The assessment found there are potential negative impacts against objectives concerned with air quality and journeys made by car, as improved or

increased attractions could result in an increase in people travelling to the area. However the SA recognises the fact that the Policy requires new tourism facilities to be provided in sustainable accessible locations.

- 8.2.3** There are a number of objectives upon which the Policy could have a negative impact including the potential to increase risk of flooding, water consumption and energy consumption. The assessment also found the potential for an indirect negative impact against the objective concerned with the reduction in waste as any increase in visitor numbers is likely to lead to an increase in commercial waste.

Recommendations

- 8.2.4** Ensure measures to promote sustainable transport to and throughout Torbay. Addressed under TA1
- 8.2.5** New tourism facilities must be built to high environmental standard. Addressed under SS13
- 8.2.6** Ensure waste is being minimised at operation and construction stages including demolition waste. Addressed under W1

Policy TO2 - Change of use of tourism accommodation and facilities

- 8.2.7** The Policy aims to maintain and enhance the Core Tourism Investment Areas where possible and therefore would contribute to the regeneration and quality and diversity of the tourism industry in Torbay. It should have positive impacts in relation to maintenance and enhancement of local businesses as well as protection of culturally and historically significant assets.

Recommendations

- 8.2.8** No changes to the Policy are suggested.

Policy TO3 - Marine economy

- 8.2.9** The Policy performs well against most of the sustainability objectives. The Policy requires development and marine activities to take into account noise, vibration, air and water pollution and would therefore have a positive impact on human health and promote health equality. The supporting text indicates that integration of marine activities with terrestrial planning would contribute to vibrant coastal communities, which include consideration of cultural heritage, seascape and local environmental quality. The Policy requires marine activities and development to be resilient to climate change over their lifetime and supports marine projects related to renewable energy generation; the Policy would therefore reduce flood risk in the area.
- 8.2.10** The Local Plan supports marine related projects and initiatives. This would have a significant positive impact on contributing to economic growth and provide a wide range of permanent employment opportunities in long established industries such as fishing and marine transport.
- 8.2.11** The proposed development is located within Torbay Harbours and outside the Marine SAC (with exception of part of Torquay Harbour extension and small part of Paignton Harbour

improvements). They are also within the newly designated Marine Conservation Zone. There are areas of seagrass adjacent to Torquay and Brixham Harbour; Seahorses (protected under the Wildlife and Countryside Act) have been observed in the three harbours; Cetaceans (whales, porpoises and dolphins) are European protected species; could be affected by noise emitted during piling. Other protected mammals such as seals known to present.

Recommendations

- 8.2.12** Development within Torbay Harbours should not adversely affect existing habitats and species. The MMO, NE and EA should be consulted on any work in the three harbours.

8.3 Transport and accessibility (Policies TA1-TA3)

Policy TA1 - Transport and accessibility

- 8.3.1** The Policy will have positive impacts on health objectives through improved walking, cycling and public transport facilities. The modal shift away from private car would have positive impacts in relation to reducing the cost of travel and ensuring residents have adequate access to employment, education, retail and community facilities through close proximity to bus stops and/or facilities within walking and cycling distance.
- 8.3.2** The Policy is likely to have positive effects on SA economic objectives through ensuring free movement around the Bay and the wider sub-region and beyond. It would contribute to regeneration and diversification of the tourism industry, and could provide positive opportunities to combine coastal management with increased environmental awareness through promoting sustainable modes of transport.
- 8.3.3** The Policy performs reasonably well against the SA environmental objectives. Sustainable transport modes, supported by this Policy, will certainly have a cumulative positive effect through reducing carbon dioxide emissions and would also improve air quality in Torbay. The supporting text highlights the need to improve accessibility in a manner that is sensitive to the environment.

Recommendations

- 8.3.4** The Policy should make a reference to sustainable transport of freight. Addressed as a response to SA recommendations.

Policy TA2 - Development access

- 8.3.5** The Policy performs well against most of the sustainability objectives. It requires all forms of development to provide a good standard of access for walking, cycling, public and private transport, which would contribute to positive wellbeing for all residents and reduce health inequality. The Policy seeks to improve accessibility and therefore would allow people to meet more needs within local communities and reduce the cost of travel.
- 8.3.6** The Policy would strengthen the links between rural and urban lives through improving the movement around the Bay and the wider sub-region and beyond, which would contribute to regeneration and diversification of the tourism industry.

- 8.3.7** The Policy requires new development to ensure that potential users can either walk or cycle safely to and from the site. This will encourage modal shift and therefore would have cumulative positive effects through reducing greenhouse gas emissions and improved air quality.

Recommendations

- 8.3.8** No changes to the Policy are suggested.

Policy TA3 - Parking requirements

- 8.3.9** The Policy sets standards for provision of private parking spaces and therefore has little relevance to most of the sustainability appraisal. It could contribute to regeneration and diversification of the tourism industry and vibrancy of town centres. It however makes no reference to car free housing, which could increase parking provision and road space.
- 8.3.10** The Policy requires new development to include provision for electric charging points and provide cycle spaces. This is likely to encourage the use of electric vehicles and cycling and therefore reduce greenhouse emissions and have a positive impact in relation to climate change objectives.

Recommendations

- 8.3.11** The Policy should ensure the overall car parking capacity is not increased.

8.4 Communications (Policy IF1)

Policy IF1 - Information and communications technology

- 8.4.1** The Policy has no relevance to the majority of the sustainability objectives. However, it has significant positive impacts on some of the economic and environment objectives. The Policy would have significant positive impacts on objectives related to reducing the need to travel, creating new job opportunities and supporting local businesses.
- 8.4.2** The Policy requires maximising the use of the existing structures over building new structures. This would preserve the land for other uses such as food production and biodiversity. It would also have a significant impact on protecting existing trees, through requiring underground facilities to be sited and laid to minimise harm to tree roots. The Policy requires telecommunication apparatus and associated structures to minimise the impacts on landscape and townscape. Potential long-term health risks from exposure to signals from masts are still unknown.

Recommendations

- 8.4.3** No changes to the Policy are suggested.

8.5 Countryside, coast and greenspace (Policies C1-C5)

Policy C1 - Countryside and the rural economy

- 8.5.1** The Policy performs well against most of the sustainability objectives. It is likely to have a significant positive impact on health for all communities in Torbay. Access to open space and the wider countryside provide greater opportunities for activity which is good for physical and mental health and would provide opportunities for environmental education for young people.
- 8.5.2** The Policy will encourage diversity of innovation in agriculture and rural business enterprise. This would have a significant positive impact on creating job opportunities. It would also contribute to sustainable food production, meet local needs locally and reduce poverty and income inequality.
- 8.5.3** The countryside and other distinctive landscape features are attractions to tourists and residents alike. Protection of these features could encourage people to stay in or visit Torbay rather than travel further afield. This would have a significant positive impact on climate change and would also enhance the tourism industry in Torbay.

Recommendations

- 8.5.4** No changes to the Policy are suggested.

Policy C2 - The coastal landscape

- 8.5.5** The Policy aims to protect the developed and undeveloped coasts within Torbay, through careful planning. It performs well against a number of the SA objectives. Although it has little relevance to a large number of the SA objectives, it is likely to have significant positive effects.
- 8.5.6** The Policy will have a secondary positive impact on the health objectives due to an anticipated improvement to water-based recreation facilities. It is likely to have significant positive effects and provide facilities for tourism and recreation uses, as well as improvement of public access to the coast.
- 8.5.7** Indirectly the Policy will enhance biodiversity especially in the Lyme Bay and Torbay Marine SAC through protecting the coast and minimising water pollution. It could also minimise flood risk, through restricting development of areas at risk from coastal erosion and land instability.

Recommendations

- 8.5.8** No changes to the Policy are suggested.

Policy C3 - Coastal change management

- 8.5.9** The Policy aims to restrict development proposals in the coastal change management area around Torbay. The Policy performs well against a number of the SA objectives. Although it has little relevance to a large number of the SA objectives, overall it is likely to have significant positive effects.
- 8.5.10** The Policy will have a secondary positive impact on the health objectives due to an anticipated improvement to water-based recreation facilities. It is likely to have significant

positive effects and supports provision of facilities for tourism and recreational uses, as well as improvement of public access to the coast.

- 8.5.11** Indirectly the Policy will enhance landscape and biodiversity especially in the Lyme Bay and Torbay Marine SAC through protecting the coast and minimising water pollution. It would also minimise flood risk, through restricting development proposals that do not meet certain criteria including areas at risk from coastal erosion and land instability.

Recommendations

- 8.5.12** No changes to the Policy are suggested.

Policy C4 - Trees, hedgerows and natural landscape features

- 8.5.13** Protecting trees, hedgerows and ancient woodlands is one of the most cost effective ways to cut down carbon emissions, as well as related benefits, such as preserving biodiversity and enhancing landscape and townscape. Other benefits include reducing flood risk and improving the overall health and wellbeing of the population.

Recommendations

- 8.5.14** No changes to the Policy are suggested.

Policy C5 - Urban Landscape Protection Areas

- 8.5.15** The Policy aims to safeguard locally valued urban landscape, which leads to improved health and general wellbeing. This would have direct benefits for residents and visitors of Torbay. It should have positive implications for healthy lifestyles and health equality, through increased access to open space.
- 8.5.16** The assessment found that the Policy had potential for positive impacts on the objectives relating to environmental education, access to and participation in cultural activities, combined coastal management with increasing environmental awareness, protection and enhancement of habitats and species and enhancement the tourism industry in Torbay. In addition, the Policy would have a significant positive impact on promoting conservation and wise use of land as well as avoiding urbanisation of Torbay's countryside.

Recommendations

- 8.5.17** No changes to the Policy are suggested.

8.6 Nature Conservation (Policy NC1)

Policy NC1 – Biodiversity and geodiversity

- 8.6.1** Protection and enhancement of biodiversity and geodiversity would provide greater opportunities for recreational activities and improve access to open space which is good for physical and mental health. The Policy would also provide greater opportunities for environmental education for young people.

- 8.6.2** Protection and enhancement of biodiversity and geodiversity and promotion of sustainable tourism, supported by this Policy, could have positive impacts for the tourism industry. Increased investment in the tourism sector would consequently provide employment opportunities in the area and would also lead to stronger and more vibrant communities and increase access to and participation in cultural activities.
- 8.6.3** The primary aim of the Policy is to protect and improve terrestrial and marine environments and flora and fauna in Torbay. It also requires development proposals to be focused upon the least environmental damaging sites and achieve a net gain in biodiversity. This would have clear benefits on objectives related to environmental quality and assets such as habitats and species protection, wise use of land and protecting historically significant assets and qualities in Torbay.

Recommendations

- 8.6.4** No changes to the Policy are suggested.

8.7 Historic environment (Policy HE1)

Policy HE1 - Listed Buildings

- 8.7.1** The Policy performs well against objectives related to historic environment, tourism, townscape and cultural activities. The Policy seeks to preserve listed buildings and their settings, or any features of special architectural or historic interest which they possess. This is likely to enhance townscape and landscape, adding value to regeneration and forming part of the visual and tourist appeal of Torbay.

Recommendations

- 8.7.2** No changes to the Policy are suggested.

8.8 Housing (Policies H1-H6)

Policy H1 - Applications for new homes

- 8.8.1** The Policy performs well against most of the sustainability objectives. It is likely to have positive impact on health and promote health equality, through provision of adequate amenity space and good quality housing. Reasonable opportunities for routine daily exercise could be achieved by maximising opportunities for sustainable transport.
- 8.8.2** Affordable housing, promoted by this Policy, will have clear benefits in terms of reducing housing inequality. If development achieves high environmental standards, then housing also have the potential to help alleviate fuel poverty. The Policy also requires new housing development to provide for community safety and crime prevention.
- 8.8.3** The Policy promotes a number of measures that benefit climate change in the long-term. These include the need to avoid harm to biodiversity, minimise the need to travel by a car and promotes a high quality green residential environment.

Recommendations

8.8.4 No changes to the Policy are suggested

Policy H2 - Affordable housing

8.8.5 The Policy has no relevance to most of the sustainability objectives. It however, provides an opportunity to address local under provision of affordable housing. Provision of affordable housing would have clear benefits in terms of reducing housing inequality. For instance affordable housing contributions could be used to achieve infrastructure benefits.

Recommendations

8.8.6 No changes to the Policy are suggested.

Policy H3 - Self build affordable housing and exception sites

8.8.7 The Policy has no relevance to most of the sustainability objectives. It however provides an opportunity to address local under-provision of affordable self-build housing. Provision of affordable housing would have clear benefits in terms of reducing housing inequality.

Recommendations

8.8.8 No changes to the Policy are suggested.

Policy H4 - Houses in Multiple Occupation (HMOs)

8.8.9 Whilst not all occupants of Houses in Multiple Occupation (HMOs) cause problems, some problems can be created by some HMO residents, with amenity being a main concern. Problems can be exacerbated where there are high concentrations of HMOs. Policy H4 however stipulates that the scale and nature of the use must not harm neighbouring amenity. This would have a minor positive impact on health and wellbeing. Provision of a decent residential environment with regard to noise is likely to promote health equality. The Policy could provide reasonable opportunities for routine daily exercise through accessibility by walking and cycling as means of transport.

8.8.10 The Policy could have a negative effect on crime and fear of crime, if the concentration of HMOs exceeds the threshold at which the negative effects of HMOs can materialise. Increased population density associated with the number of residents in HMOs could increase pressures on services (policing, cleansing, highways, planning, and public transport).

8.8.11 The Policy would provide non-self contained residential units to meet residents' needs and create balanced communities and would also reduce the level of homelessness in Torbay. Provision of low cost housing would have clear benefits in terms of reducing housing inequality. The Policy requires HMOs to be located within easy reach of public transport and community facilities, which would assist reducing the cost of living by reducing the need to travel and cost of travel.

Recommendations

8.8.12 No changes to the Policy are suggested.

Policy H5 - Sites for travellers

- 8.8.13** The Policy requires traveller sites to be located within reasonable distance from local services including hospitals and ensures that they have access to decent affordable accommodation through setting out the criteria for suitable sites. This would have a positive impact on health and wellbeing of all communities in Torbay and reduce health inequality.
- 8.8.14** The Policy requires traveller sites to be provided within the built-up area and also provide an appropriate level of essential services and facilities. These services and facilities would meet more needs within local communities and reduce the need to travel, encouraging walking and cycling. It is also likely to give travellers access to education, training and employment and would also have a significant positive impact in relation to climate change.
- 8.8.15** The Policy ensures traveler sites would be accepted outside the built up area, if they are proved not to conflict with prevailing landscape, nature conservation, countryside and agricultural protection policies. It would therefore not harm the environmental quality and assets. The Policy however needs to make a reference to flood risk areas.
- 8.8.16** It is likely that the day to day lifestyles of travelers are less resource intensive than that of the general population due to smaller ratio of electrical appliances (e.g. washing machines and dish washers). This would not only reduce energy usage but also water usage which results in less waste and less pollution. Caravans do not require mineral construction materials and the Policy therefore would reduce consumption and extraction of minerals.

Recommendations

- 8.8.17** The Policy should make a reference to food risk. Addressed under ER1

Policy H6 - Housing for people in need of care

- 8.8.18** The Policy performs well against most of the sustainability objectives. The Policy supports the need of older people to live active lives within the community. This would have a significant positive impact on improving health for all communities in the Bay. It would also reduce health inequality through requiring development proposals to be capable of adapting for disabled people.
- 8.8.19** The Policy would have a significant positive impact on supporting communities and meeting people's needs by allowing people to live in their chosen communities; creating safe, clean and inclusive environments; and increasing access to, and participation in, cultural activities.
- 8.8.20** The Policy requires new sheltered housing and extra care units to be located within easy reach of local community facilities and public transport. This would reduce cost and the need to travel and therefore reduce poverty and income inequality. It is also supports the climate change objective and will benefit air quality in the Bay.
- 8.8.21** The Policy could provide positive opportunities to increase environmental awareness, through requiring development proposals to meet sustainable homes standards. This would benefit the sustainability objective related to energy consumption, waste generation, water consumption and minerals extraction.

Recommendations

8.8.22 No changes to the Policy are suggested.

8.9 Design and development (Policies DE1 – DE6)

Policy DE1 – Design

- 8.9.1** The Policy has no significant effects on the majority of the sustainability objectives. It however has clear benefits for objectives related to community safety, tourism, landscape and townscape, local distinctiveness and the historic environment.
- 8.9.2** The Policy requires developments to be designed to reduce crime and fear of crime and to provide well designed security features, which is supported by the sustainability objective. It could have minor positive impacts on reducing the need to travel by car and promoting cycling, through requiring developments to integrate car and cycle parking within the existing and new public realm and routes.
- 8.9.3** The Policy requires developments to respect the landscape and townscape and relate to the surrounding environment. It also requires protection of local and longer distant views and integration with the local streetscape to positively complement the historic character and enhance the natural settings. All of these would contribute to enhancement of the tourism industry in Torbay.

Recommendations

8.9.4 No changes to the Policy are suggested.

Policy DE2 - Building for Life

- 8.9.5** Good quality housing design could contribute to positive well being, health equality and healthy lifestyles through improving public health, access to leisure and recreation facilities and increased accessibility by walking and cycling as a means of transport. In addition, Building for Life criteria would have a significant positive impact on the social objectives.
- 8.9.6** Building for life Policy promotes high quality urban design that is compatible with the criteria listed in the Building for Life 12. This is likely to have significant positive impacts on the environmental objectives through increasing biodiversity, using alternative and renewable energy, promoting recycling, using sustainable drainage systems and reducing construction waste.

Recommendations

8.9.7 No changes to the Policy are suggested.

Policy DE3 - Development amenity

- 8.9.8** The Development amenity Policy has little relevance to most of the sustainability objectives. It however performs well against objectives related to health and pollution. The Policy promotes satisfactory residential environment with regard to noise, vibration, light, dust,

traffic and littering. This is likely to have significant positive impacts on health and wellbeing and health equality.

Recommendations

8.9.9 No changes to the Policy are suggested

Policy DE4 - Building heights

8.9.10 Tall buildings would put an emphasis on the regeneration of brownfield sites and therefore could have positive impact on preserving greenfield sites. This is likely to have positive effects on habitats and species. The Policy supports tall buildings that make a positive contribution to townscape and the surrounding landscape of the area. It also requires tall buildings to be constructed to the prevailing height within the character area. This could have a positive impact on the historic assets in Torbay.

8.9.11 Policy DE4 would positively contribute to the tourism industry, through regeneration and enhancing the visual character of the area. It could also provide opportunities to address local under-provision of affordable housing.

Recommendations

8.9.12 No changes to the Policy are suggested.

Policy DE5 - Domestic extensions

8.9.13 The Policy could provide limited opportunities to address local under-provision of affordable housing, and to provide an affordable solution to improving housing conditions. The cumulative effects of a number of domestic extensions over time would reduce permeable surface area and therefore could increase risk of flooding. The Policy supports domestic extensions that make a positive contribution to townscape. It is likely to have positive effects on habitats and species through reducing the need to develop greenfield sites.

Recommendations

8.9.14 Policy DE5 should make a reference to flood risk. Addressed under ER1

Policy DE6 – Advertisements

8.9.15 The Policy should have positive impact on townscape and visual amenity as well as historic character of areas in Torbay.

Recommendations

8.9.16 No changes to the Policy are suggested.

8.10 Social change and balanced communities (Policies SC1 –SC5)

Policy SC1 - Healthy Bay

- 8.10.1** The Policy has not scored negatively against any of the sustainability objectives. It performs well against the social objectives and in particular the health objectives. There should be positive implications on health from delivery of this Policy. This is due to improving access to health facilities, promoting healthy living and requiring HIA for all strategic developments. It would also have a significant positive impact on minimising pollution. The Policy would certainly reduce health inequality and promote healthy lifestyles, through requiring HIA from all strategic development and requiring new developments to deliver healthy lifestyles and sustainable neighbourhoods.
- 8.10.2** The Policy requires provision well located and designed development including sport play and open space. This is likely to have a positive impact in relation to providing social infrastructure and promoting stronger and more vibrant communities.

Recommendations

- 8.10.3** No changes to the Policy are suggested.

Policy SC2 - Sport, leisure and recreation

- 8.10.4** The assessment found the effect to be significantly positive on the objectives concerned with improving health, health equality and health lifestyles. The Policy is likely to have a range of other positive impacts including improving air quality and reduction in journeys made by car, through the requirements for sports facilities to be accessibly located. In addition there are likely to be positive impacts on access to services, reducing greenhouse gas emissions and consequently reducing the vulnerability of the economy to climate change. Sport, leisure and recreation facilities are attractions to residents and tourists alike, therefore the Policy would contribute positively to the tourism industry.
- 8.10.5** The assessment found the Policy to have potential to increase the risk of water consumption, energy consumption and generation of waste

Recommendations

- 8.10.6** Development should meet high environmental standards. Addressed under ES1
- 8.10.7** Sport facilities in bat sustenance zone and/or fly way should undergo HRA to safeguard European protected species. Addressed as a response to SA recommendations

Policy SC3 - Education, skills and local labour

- 8.10.8** The Policy supports initiatives and development that improve skills and the link between work and education. This would provide everyone in Torbay with opportunities for education and training and would have a significant positive impact on contributing to economic growth. It will also reduce travel cost and will support climate change and air quality objectives.

Recommendations

8.10.9 Not changes to the Policy are suggested.

Policy SC4 – Sustainable food production

8.10.10 The Policy helps to increase access to food through the safeguarding of allotments and encouragement of space for food growing in developments, and should help to increase access to health facilities.

Recommendations

8.10.11 The Policy should incorporate the provision of new allotments in major housing development proposals. The Policy has been amended as recommended by the SA.

Policy SC5 - Child poverty

8.10.12 The Policy would have a significant positive impact on improving health for all communities in the Bay. It would also reduce health inequality through provision of affordable housing and local affordable activities and play space. Improving access to the countryside and urban open space would encourage people to lead healthy lifestyles.

8.10.13 The Policy would have a significant positive impact on supporting communities and meeting people's needs through requiring new development to provide affordable homes, contribute to education provision, address fuel poverty and encourage landlords to improve property conditions. The Policy however makes no reference to designing out crime.

8.10.14 The Policy requires new development to tackle worklessness, by promoting and negotiating use of local labour training arrangements, placement and apprenticeship schemes and by provision of local employment space. This would support opportunities for education and training as well as employment opportunities.

8.10.15 The Policy could provide positive opportunities to increase environmental awareness, through requiring new developments to provide energy efficient homes and use of renewable energy.

Recommendations

8.10.16 New developments should incorporate secured by design. Addressed under DE1

8.11 Environmental sustainability and responding to climate change (Policies ES1-ES2)

Policy ES1 – Energy

8.11.1 The Policy is likely to have positive impacts on health and well being, if new and existing developments become more energy efficient and well insulated. Development built to sustainable standards will have lower running costs through greater energy efficiency than development not built to such a standard, and would therefore, help to reduce fuel poverty.

- 8.11.2** Provision of on-site renewable technologies and communal heating networks, supported by this policy, is likely to benefit objectives related to provision of infrastructure and meeting local needs locally. The Policy is likely to have significant positive impact on the SA objective related to reducing the vulnerability of the economy to climate change, through supporting localised production and consumption of energy and reducing the dependency on fossil fuels.
- 8.11.3** The Policy would have significant positive impacts related to minimisation of consumption and extraction of minerals through the reuse and recycling of material generated by the construction process. In addition the Policy requires all development to reduce energy demand through setting and design. This includes the use of orientation, layout and landscaping to optimise solar gain, ventilation and cooling. This would have a significant positive impact on reducing greenhouse gas emissions.

Recommendations

- 8.11.4** The requirement for low carbon design has been amended to apply only to major development for viability purposes. However, this will impact negatively on SA objective 6.1 (Reduce non renewable energy consumption and greenhouse gas emissions) due to cumulative impacts of small-scale development.

Policy ES2 - Renewable and low carbon infrastructure

- 8.11.5** The Policy supports provision of renewable and low carbon infrastructure and therefore has little relevance to most of the SA objectives. It however has positive impacts in the medium and long term on the objective related to communities, environment quality and consumption of natural resources.
- 8.11.6** The Policy will have significant positive impacts relating to climate change by facilitating the use of renewable energy and consequently reducing greenhouse gas emissions. It will also have clear benefits to providing the required infrastructure in line with population increase. It could have minor positive effects on protecting habitats and species, promoting conservation and wise use of land and providing job opportunities.

Recommendations

- 8.11.7** No changes to the Policy are suggested.

8.12 Environmental resources (Policies ER1– ER4)

Policy ER1 – Flood risk

- 8.12.1** The Policy aims to guide development away from areas at risk of flooding or likely to be at risk in the future. The Policy also requires developments in flood risk areas to incorporate site specific flood risk assessment in line with recommendations of the SFRA. This should minimise the risk and impact of flooding which will have clear benefits with regard to SA objectives.

- 8.12.2** The Policy performs well against health, communities and economy objectives and particularly well against environmental objectives. Despite having little relevance to a number of the sustainability objectives, overall the Policy should have significant positive impacts.
- 8.12.3** Incorporating SUDS into new developments should improve water quality and recreation in Torbay; both are among the wider determinants of health. Health and wellbeing therefore is likely to be improved through implementation of the Policy. It has the potential for positive effects on cultural activities by seeking to improve amenity and recreation in Torbay.
- 8.12.4** The Policy seeks to provide infrastructure in terms of flood defenses and drainage infrastructure. It should therefore have a significant positive impact on the sustainability objective that promotes provision of infrastructure and reduce the vulnerability of the economy to climate change in the long-term.
- 8.12.5** The Policy promotes a number of measures that will help Torbay adapt to climate change such as:
- Creation or improvement of wetlands and reed beds.
 - Creation of natural buffer strips that can assist in controlling run-off, prevent pollution damage to water bodies and provide corridors for wildlife.
 - Provision of SUDS that facilitate natural drainage, ground water recharge and combat the dispersal of pollutants.
 - Careful layout of developments to ensure flood resilience and resistance.

Recommendations

- 8.12.6** No changes to the Policy are suggested.

Policy ER2 - Water management

- 8.12.7** The Policy could provide positive opportunities to combine coastal management with increased environmental awareness by requiring new development to provide SUDS and ensuring efficient use of water through a variety of techniques such as gray water recycling, rainwater harvesting, and water meters.
- 8.12.8** The requirement for SUDS and Pollution Prevention Plan will have clear benefits for reducing water contamination and consequently improve human health and protect habitats and species, including the Lyme Bay and Torbay Marine candidate Special Area of Conservation.
- 8.12.9** Efficient use of water and provision of SUDS could provide minor positive impact to green infrastructure in terms of contributing to climate change adaptations and improving the bathing water quality in Torbay. The Policy makes a specific reference to the Water Framework Directive (WFD), which will have a positive impact on water quality.

Recommendations

- 8.12.10** The Policy could be strengthened by promoting natural sewage treatment such as Wetland, in particular reedbeds. Addressed as a response to the SA recommendations.

Policy ER3 – Contamination

- 8.12.11** The Policy aims to provide guidance to developers in respect of contaminated land and therefore has little relevance to most of the sustainability objectives. However it has a

significant positive impact on human health and the reduction of health inequality through freedom from pollution and avoiding exposure of disadvantaged people to pollution

Recommendations

8.12.12 No changes to the Policy are suggested.

Policy ER4 - Ground stability

8.12.13 The Policy aims to provide guidance to developers in respect of ground stability and therefore has little relevance to the most of the sustainability objectives. However it has a clear benefit for the health objectives, through reducing risks to public health.

Recommendations

8.12.14 No changes to the Policy are suggested.

8.13 Waste (Policies W1 –W5)

Policy W1 - Waste hierarchy

- 8.13.1** The Policy aims to minimise waste in accordance with the waste hierarchy, which would encourage sustainable development. This should reduce greenhouse gas emissions and minimise consumption and extraction of minerals. Minimising the pollution potential of unavoidable waste and disposal of waste in an environmentally acceptable manner, supported by this Policy, could help improve health and wellbeing and reduce health inequality in Torbay.
- 8.13.2** Sustainable waste management during construction and operation could reduce the transport impact of waste management and therefore improve air quality in the area. Greenhouse gases) such as methane are associated with waste management techniques. However, moving waste up the waste hierarchy should help reduce such emissions. In contrast there is a possibility of increased CO2 emissions as a result of moving Torbay's waste to landfill or energy from waste facilities in Devon and Plymouth.
- 8.13.3** Policy W1 could enable growth of new businesses in waste management for recycling in particular. This is likely to assist in creation of non-seasonal jobs associated with waste recycling in Torbay.

Recommendations

8.13.4 The Policy should reduce the level of road traffic and maximise opportunities for alternative modes wherever practicable. Addressed as a response to SA recommendations

Policy W2 – Waste audit for major and significant waste generating developments

8.13.5 The Policy requires major development proposals to include a Waste Audit and 5 years Waste Management Plan, which would encourage sustainable development. It should reduce greenhouse gas emissions and promote a better use of limited natural resources. It could help improve health and wellbeing and reduce health inequality in Torbay.

- 8.13.6** Sustainable waste management during construction and operation could reduce the transport impact of waste management and therefore improve air quality in the area. Greenhouse gases such as methane are associated with waste management techniques. However, moving waste up the waste hierarchy should help reduce such emissions.
- 8.13.7** Policy W2 could enable growth of new businesses in waste management for recycling in particular. This is likely to assist in creation of non-seasonal jobs associated with waste recycling in Torbay.

Recommendations

- 8.13.8** No changes to the Policy are suggested.

Policy W3 – Existing waste management facilities in Torbay

- 8.13.9** The Policy would have positive effects on providing the required infrastructure as it enables the waste industry to deliver waste infrastructure to manage waste efficiently within Torbay. It could also provide recycled and construction waste, which would support sustainable economic growth including meeting the local demand for the construction of housing and possibly assist in the creation of non-seasonal jobs associated with waste management in Torbay.
- 8.13.10** The Policy ensures the provision of sufficient waste management facilities and their location close to where waste is generated. This would support waste collection operators in providing a sustainable and equitable service and could improve air quality in Torbay.
- 8.13.11** Policy W3 would enable an increase in energy generated from waste and an increase in recycled materials being used and therefore reducing the need for primary resources and should help reduce greenhouse gas emissions.

Recommendations

- 8.13.12** No changes to the Policy are suggested.

Policy W4 – Proposals for new waste management facilities

- 8.13.13** The Policy performs particularly well against the environmental and health objectives. It requires proposals for waste management facilities to have no adverse effects or endanger human health, through adequately addressing the potential impact upon air quality as well as impacts from noise, odour and vibration.
- 8.13.14** The Policy requires proposals for waste management facilities to use rail freight shipping as an alternative mode of transport. This is likely to reduce GHG emissions. It would also enable an increase in the amount of waste being reduced, reused and recycled leading to a reduction of waste being disposed of to landfills, and therefore reducing the need for primary resources.

Recommendations

- 8.13.15** No changes to the Policy are suggested.

Policy W5 – Waste water disposal

- 8.13.16** The Policy aims to provide Waste Water Treatment infrastructure to improve water quality. It has little relevance to the most of the SA objectives, but nevertheless performs well against health and biodiversity objectives. The Policy could further be improved through considering natural sewage treatment, in particular reedbeds, as promoted by the Torbay Green Infrastructure Delivery Plan, and by requiring Health Impact Assessment for new or extended Waste Water Treatment facilities.

Recommendations

- 8.13.17** The Policy should include:
- A requirement for Health Impact Assessment for new or extended Waste Water Treatment facilities. Addressed as a response to SA recommendations
 - use of natural sewage treatment methods as appropriate. Addressed under ER1

8.14 Minerals (Policies M1 –M3)

Policy M1 – Minerals extraction

- 8.14.1** The nature of mineral extraction processes creates a potential negative impact on human health due to exposure to dust, noise and other pollutants. In addition increased traffic in and out of the sites could worsen air quality in the area, which would have negative health implications. Mineral extraction proposals therefore should be accompanied with a Health Impact Assessment (HIA) in order to assess and mitigate the negative effects on human health.
- 8.14.2** The Policy is likely to enhance local businesses through supporting proposals for extraction of building stone that demonstrate a local need for minerals. It would also provide employment opportunities in the mining sector.
- 8.14.3** The Policy states that extensions to existing/disused sites will be given priority over new sites. This is likely to protect and enhance habitats and species and promote conservation and wise use of land. It would also maintain and enhance the local landscape character and setting of settlements and historic assets.
- 8.14.4** The Policy requires proposals for extraction of minerals to be in proximity to a HGV route or alternative mode of transport. This is likely to have a positive impact with regard to climate change. It would also have a positive impact on reducing vulnerability to flooding through requiring mineral extraction proposals to avoid areas at risk of flooding.
- 8.14.5** Mineral extraction has the potential to cause air and noise pollution. Mineral extraction activities should produce a pollution prevention plan that includes method statements for management of all potentially polluting activities. The Policy itself does not identify measures to minimise consumption and extraction of minerals. It however, promotes maximising the use of secondary and recycled aggregates.

Recommendations

- 8.14.6** Mineral extraction proposals should be accompanied with Health Impact Assessment in order to moderate the negative effects on human health. Addressed under SC3
- 8.14.7** Mineral extraction activities should produce a pollution prevention plan that includes method statements for management of all potentially polluting activities. Addressed as a response to SA recommendations

Policy M2 – Maximising the use of secondary and recycled aggregates

- 8.14.8** Mineral recycling facilities could have negative impacts on human health due to exposure to dust, noise and other pollutants. In addition, increased traffic in and out of sites could worsen air quality in the area which would have negative health implications. Residents who live in close proximity to mineral recycling facilities are likely to be subject to greater health risk.
- 8.14.9** The Policy requires mineral recycling facilities to avoid any significant environmental, amenity or transport impacts. The production of recycled aggregates would help to meet local demand and therefore would reduce traffic emissions and have a positive impact to improve air quality in Torbay. It could also benefit the climate change objective.
- 8.14.10** The Policy seeks to maximise the use of secondary and recycled aggregates, which will help reduce demand for primary aggregates. It would therefore have significant positive effects on minimising extraction of minerals and reducing waste generation. It could also provide permanent job opportunities in the mining sector.

Recommendations

- 8.14.11** The SA recommends a Health Impact Assessment (HIA) for all mineral extraction proposals, in order to moderate the negative effects on human health. Addressed under SC3
- 8.14.12** The Policy should consider the use of alternative modes of transport. Addressed as a response to SA recommendations

Policy M3 – Preserving and safeguarding of limestone resources and key local building stone

- 8.14.13** The Policy aims to safeguard local building stone both now and in the future, for the maintenance and restoration of historic buildings and features in Torbay. This would enhance local distinctiveness and could indirectly contribute to the regeneration and quality and diversity of the tourism industry. It also encourages the use of local building stone in new development and for restoration purposes which would help to reduce carbon footprints. This would have significant positive impact on climate change by reducing greenhouse gas emissions and would also benefit air quality in Torbay, through reducing traffic.

Recommendations

- 8.14.14** No changes to the Policy are suggested.
- 8.14.15** A detailed assessment of Policies for Managing Change and development in Torbay is provided in Appendix 8

9 KEY FINDINGS

- 9.1.1** The Sustainability Appraisal has found that the emerging Local Plan will generally have a positive effect on sustainability in Torbay. It will have particularly strong benefits for the economy. However, its holistic approach to further development will also ensure wide-reaching benefits for society and the environment. Table 9.1 sets out a summary of the likely impact of the Local Plan Policies on each of the sustainability objectives, which will enable the overall cumulative and synergistic effect to be clearly seen in relation to one another.

9.2 Significant Positive Impacts

- 9.2.1** In broad terms the Local Plan performed well against the sustainability objectives. Many of the Policies make a positive contribution towards specific sustainable development.
- 9.2.2** The level of affordable housing in Torbay is currently below that required to meet local needs. Delivery of housing will increase the amount of affordable homes, provided that policy requirements are met. This will benefit a wide range of the local population currently unable to access the housing they require. The Plan will enable some of the future housing needs to be accommodated at a level that takes into account the environmental constraints.
- 9.2.3** The increase in the amount of employment land proposed will help to increase the employment capability of Torbay and will help to meet the needs of specific sectors that lack affordable and appropriate workspace. This in turn will help to increase the attractiveness of Torbay to major employers, potentially leading to an increase in higher value job creation locally, as well as assisting support local economic growth. It may also indirectly lead to a reduction in out-commuting, therefore reducing the need to travel and having wider environmental benefits.
- 9.2.4** The Local Plan should lead to improvements in design, quality and sustainability of new build, with particularly high targets established relating to sustainable building design. This should help to reduce the carbon emissions resulting from all forms of new development, have wider environmental benefits and contribute towards reducing the ecological footprint in Torbay.
- 9.2.5** The Local Plan should lead to improvements in access to services, including sustainable transport, through the direction of development to areas with good transport links, protection of the hierarchy of town, district and local centres, and promotion of mixed use development in appropriate locations. In addition, it should help to co-ordinate improvements that facilitate walking and cycling throughout the area.
- 9.2.6** The implementation of the Local Plan, particularly at the operational stage of development has the potential to bring about a range of health benefits, with all of the wider determinants of health being delivered. The key policy benefits to health include improving choice and availability of housing; improving the cultural, historical, leisure and retail industries and associated income and employment opportunities; increasing access and accessibility through public transport and public realm improvements and increasing opportunities for physical activity; improving services and amenities and enhancing the built environment; and increasing and enhancing local biodiversity, greenways and open space. The Policies also

seek to deliver initiatives that will help to reduce deprivation, as well as deliver improvements to all neighbourhoods.

9.3 Significant Negative Impacts

- 9.3.1** Alongside the many positive effects of the Local Plan, potential negative effects were also identified. These primarily relate to the increased residential and employment development proposed in the Local Plan.
- 9.3.2** One of the most significant effects arising from housing development is the potential for an increase in car ownership. This may lead to an increase in journeys made by car, although it is recognised that car ownership does not necessarily equate to trips made. Any increase in journeys made by car will have a direct impact on the local environment, through reduction in air quality and increase in road-related noise, and increased congestion, all of which can have an impact on health. This will also have an impact on the wider environment, through the increase in emissions of greenhouse gases, therefore contributing towards climate change.
- 9.3.3** Other forms of development, such as major sites for employment, increased retail provision and further leisure and recreation attractions may also increase journeys made by car, some of which will originate from outside the local area. Other employment related journeys may also increase, such as travel to work and deliveries serving local businesses, which can include freight or more polluting vehicles.
- 9.3.4** The delivery of 8,900 new homes in Torbay during the Plan period will put pressure on land available. Although the majority of these dwellings can be situated within the built up area on previously developed land, there is an identified need to develop greenfield land to accommodate this requirement, as well as to meet wider employment and other infrastructure needs. This will result in the loss of a natural habitat and has potential to harm the wider landscape setting.
- 9.3.5** Another significant impact arising from development is the impact on natural resources, particularly water. Although the Local Plan policies require high environmental standards to be met, including minimising water consumption in new build, water consumption will increase with the levels of development proposed, unless there is also significant investment in reducing water consumption in existing housing stock and in buildings of other uses. New development will also increase the need for energy, with an increase in consumption of energy contributing to climate change unless significant amounts are sourced from low or zero carbon sources. The increased population, as well as the construction stages of development, will generate an increase in municipal and construction waste.
- 9.3.6** The increased population arising from the levels of development will also increase pressure on local services and amenities, although it is recognised that certain types of services, such as schools, community and health facilities are required in some Policies to help meet identified areas of pressure. The increased population will also significantly increase the pressure on existing open space.

9.4 Mitigation Measures

9.4.1 The SA process has identified opportunities to enhance the positive effects and mitigate the negative effects. This is in addition to the mitigation and enhancement measures already contained within the Local Plan. These recommendations are outlined in sections 6, 7 and 8 above and the majority of these have been incorporated into the current version of the Local Plan. These recommendations may be carried forward to lower tier plans. The main mitigation requirements identified include:

- a safe and secure public realm through incorporating secured by design;
- incorporating biodiversity features into development to ensure there is net gain of biodiversity;
- requirement for sustainable travel plans for freight;
- continue to encourage the use of sustainable drainage systems and flood prevention;
- sustainable construction/design of residential and commercial development.

Table 8 Cumulative Impact of the Local Plan Policies

	Sustainability Objectives																															
	1.1	1.2	1.3	2.1	2.2	2.3	2.4	2.5	2.6	3.1	3.2	3.3	3.4	3.5	3.6	4.1	4.2	4.3	4.4	5.1	5.2	5.3	5.4	5.5	5.6	5.7	6.1	6.2	6.3	6.4	6.5	
SS1	+	+		++	+		+	+	++	++	++	++	++	+	+	+	+	+	+	+/-	++	+	++	+	+	-	++	-	+	++	?	
SS2	+	+	+	++	+	+	+	+	++	++	++	+		-	+	+/-	+	+		--				++			+/-	-	-	-		
SS3	++	++	++	++	++	++	++	++	++	++	++	++	++	++	++	-/?	++	+	++	++	++	++	++	++	++	++	++	?	++	+	++	
SS4	++			+	++		++			++	++	++	++	++	++	++	++	++		-	++	-					++				+/?	
SS5	+			+	++	+	++	++	++	++	++	++	++	+	++	+	++	+/-	+/-	--	+/-	-					-	--	--	--	--	+/?
SS6	++	++	++				++	+	++	+	+	++	++	++	+	++	++	++	+/-	--	+						?	++				+/?
SS7	++	++	++	++	++	++	++		++	++		++	++	++	+	+	++	++								++	+					
SS8	++	++	++	-	+			+					++	++	++				++	++	++	++	++	++		++					++	
SS9	++	++	++		+	++	++	++	++			++	++	++	+	++	+	++		++	++	++	++	++		++						
SS10	++	++	++	++	++	++	++	++	++	++	++	++		++	+	++	++			+	++	++			++							
SS11	++	++	+	++	+	++	++	++	++	++	++	++	+	+	+	+	++	+		+/-	++	++	++	++	-	-	-	--	--	--	+	+/-
SS12				++							++																					
SS13	+	+												++		+											++	++	+	+	+	
SDT1	++	++	++	++	++	+	++	++	++	++	++	++	+	++	++	++	+	++	-	+/-	++	+	-	+	-	--	--	--	--	--	+/?	
SDT2	++	++	++	+	++	+	++	++		++	++	++	+	++	++	+	++	+	-	?	++	++	+	+	++	--	--	--	--	--	+/-	
SDT3	++	++	++	++	++	-	++	++	++	++	+	++	++	++	+	++	++	++		+/-	--	+	-	++		--	--	--	--	--	+/?	
SDT4	++	++	++	+	++	+	++	++		++	++	++	++	++	++	++	++	++		++	++	++	++	+	-	++	--	--	--	--	+/?	
SDP1	++	++	++	++	++	+	++	++	++	++	+	++	++	++	++	++	+	++	-	+/-	+/-	+	--	++	+	+/-	--	--	--	--	+/?	
SDP2	+	+	+	+	+	+	++	++		++	++	++	++	+	++	+	+	++	-	-	++	++		+	++	-	--	--	--	--	+/?	
SDP3	++	++	++	++	++	+	++	++	++	++	++	++	++	++	+	+	+	++	-	+/-	--	+	-	++		-	++	--	--	--	+/?	
SDP4	++	++	++		++	-	++	++	++	++	+	++	++	+	++	++	++	++		--	+	+		+		-	--	--	--	--	?	
SDB1	++	++	++	++	+	-	++	++	++	++	+	++	++	++	++	+	+	+	-	+/-	-	++	++	-	++	+	--	--	--	--	-/?	
SDB2	++	++	++	++	++	+	++	++	++	++	++	++	++	++	++	++	+	++	-	+/-	++	-		+	-	--	--	--	--	--	-/?	
SDB3	++	++	++	+	++	-	++	++		+	+	++	++	+	++	+	+	+		++	-	++	++	++		--	--	--	--	--	+/?	
TC1	+		+		+		++		+	++	+	++		+	+	++	++	+			+				+	--	-	-	-	-	+/?	
TC2		+	+						+	+	+	++		++	+	++	++	+														
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TC4							++					++				++	++															
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TO1					++					++		++	+	++	++	+/-					+	+						--	+	--	?	
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TO3	++	++			++		++	+		++		++	++	++	++		--		+	-						++	++					
TA1	++	++	++			+	++	+	++		+	++	++	++	+	++	++	++	+/-	++	++	+			+	?	++				+/?	
TA2	++	++	++			++	++	+	++		+	++	++	++	++	++	++	++			+		+				+			++	+/?	
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	Sustainability Objectives																															
	1.1	1.2	1.3	2.1	2.2	2.3	2.4	2.5	2.6	3.1	3.2	3.3	3.4	3.5	3.6	4.1	4.2	4.3	4.4	5.1	5.2	5.3	5.4	5.5	5.6	5.7	6.1	6.2	6.3	6.4	6.5	
C4	+	+	+												+								++	++	++	++	+					
C5	++	++	++		+										++							++	++									
NC1	++	++	++		++		++	++		+						++	++					++										
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H1	++	++	+	++		++			++		++		+	++	+	++		++		++	++	++	+				++	++				
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H3				++							++																					
H4	+	+	+	++		-	-	+			++	++	+			++	++	++												+	+	
H5	+	+	+	++	+		+		++	+	++	+	++	++		++	++	++		++	++	++				-	++	++	++	++	++	
H6	++	++	++	++	+	++	++	++	++		++	++	++	++		++	++	++									+	++	++	++	++	+
DE1	+															+						++	++									
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DE3	++	++			++												+		++												++	
DE4															++							++	++			++						
DE5																					+	+										
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SC1	++	++	++						++		++	++					++							+								
SC2	++	++	++			+	++	++	++		++	++	++	++	++	++	++	++		--	+	++		+		+	-	-	-	-	+/?	
SC3		+			++	++	++		++	++	++	++		+			++	+						-								
SC4	++		++		+		++		++	++	++	++	+	++		++	++		+	+	++			++		+						
SC5	++	++	++	++	++	-	++	++	++	++	++	++	++	++	++	+	++	+								++			++	+	+	
ES1	+	+									++	+	++	++							++			+			+		++	++		
ES2									++	+			++								+					++	++					
ER1	+	+	+						++					+	+						++	+			++							
RE2	++	+																			++			+				++				
RE3	++	++										++						++					+		++					++		
RE4	++											++						+							++						++	
W1	++	++											++	+/-															++	++	+	
W2	++	++											++	++		++		++											++	++	+	
W3					++				++	+	++	++	++	++	++		++	--		++							++		++	++		
W4	++	++									++									++	++	++				++		++	++	++	++	
W5	+	+							++											++				-							++	
M1	--	--			++					++		++	+	+				++		+	+	+		++		+			+			
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10 MONITORING FRAMEWORK

- 10.1.1** The Strategic Environmental Assessment Directive requires the significant effects of the Local Plan to be monitored. This will be achieved through using some of the indicators set out in Appendix 4, which accompanies this document, to monitor the impacts of the Local Plan on the environment, economy and social aspects of Torbay. In particular monitoring will help to address the following questions:
- Were the assessment's predictions of sustainability effects accurate?
 - Is the Plan contributing to the achievement of desired SA objectives and targets?
 - Are mitigation measures performing as well as expected?
 - Are there any adverse effects? Are these within acceptable limits, or is remedial action desirable?
- 10.1.2** Monitoring indicators include those which are contextual indicators, core output indicators, national indicators and local output indicators, as well as significant effects indicators. The monitoring will be undertaken on an annual basis, and will be incorporated into the wider annual monitoring and presented in the Authority Monitoring Report (AMR).

11 NEXT STEPS

- 11.1.1** This SA Report was published for formal consultation alongside the Proposed Submission Local Plan. A number of changes were made to the Local Plan subsequent to consultation and as a result the Council made revisions to the SA Report. The Local Plan, accompanying SA Report and related amendments were submitted to the Secretary of State for the independent examination in the summer of 2014.
- 11.1.2** Following receipt of the Local Plan Examination Inspector's Report, which indicated that the Plan was sound subject to Proposed Replacement Main Modifications, the Torbay Local Plan was recommended for adoption by the Council in December 2015. The Sustainability Appraisal Statement published following adoption of the Local Plan describes how the sustainability appraisal process and consultation responses have influenced the development of the Local Plan.

12 LIST OF APPENDICES

12.1.1 The Appendices to this Report are available in a separate document. These provide the background detail for the Sustainability Appraisal Report. The Appendices are available on the Torbay Council's website at or by request from the Future Planning Team.

[Appendix 1: Consultation Response](#)

[Appendix 2: Relevant Plans, Policies and Programmes](#)

[Appendix 3: Scoping the Need for Further Sustainability Appraisal of the Local Plan](#)

[Appendix 4: Monitoring Framework](#)

[Appendix 5: Sustainability Appraisal of Spatial Strategy and Policies for Strategic Direction](#)

[Appendix 6: Sustainability Appraisal of the Strategic Delivery Areas](#)

[Appendix 7: Sustainability Appraisal of Future Growth Areas](#)

[Appendix 8: Sustainability Appraisal of Policies for Managing Change and Development in Torbay](#)

13 GLOSSARY

Acronym	Full Title	Definition
AONB	Area of Outstanding Natural Beauty	Areas of high scenic quality that have statutory protection in order to conserve and enhance the natural beauty of their landscapes. AONBs are designated by Natural England under the Countryside and Rights of Way Act 2000). About 700 hectares around Brixham and the south of Paignton are within the South Devon Area of Outstanding Natural Beauty.
AQMA	Air Quality Management Areas	Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.
CWS	County Wildlife Sites	Represent the best examples of locally important semi-natural habitats within the County and many are likely to support rare and local species and communities.
DCLG (or CLG)	Department for Communities and Local Government	Government department charged with responsibility for planning.
DPD	Development Plan (Document)	Development Plan has a specific legal meaning in planning terms. Planning law requires planning decisions to be taken in accordance with the development plan unless material considerations indicate otherwise. (Section 38(6) of the Planning and Compulsory Purchase Act and Section 70(2) of the Town and Country Planning Act 1990). Plans adopted before March 2012 do not carry this weight, unless they are consistent with the NPPF (see below). Since the Localism Act 2011, the development plan usually comprises the local plan and any neighbourhood plans, where these are adopted.
EqIA	Equality Impact Assessment	A report produced by the local planning authority that focuses on assessing and recording the likely equalities impact of a local planning authority's strategy, policy or project on certain groups of people known equality target groups.
GHG	Green House Gas	A gas in an atmosphere that absorbs and emits radiation within the thermal infrared range. This process is the fundamental cause of the greenhouse effect. The primary greenhouse gases in the Earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.
HGV	Heavy Goods Vehicle	Goods vehicles over 3.5 tones Gross Vehicle Weight
HIA	Health Impact Assessment	Health Impact Assessment (HIA) is a means of assessing the health impacts of policies, plans and projects in diverse economic sectors using quantitative, qualitative and participatory techniques.
IMD	Index of Multiple Deprivation	Combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation. The most recent Indices are currently 2010, but are being reviewed.
LDS	Local Development Scheme	A schedule setting out details of development plan and related documents being prepared by the Local Planning Authority, including details of their content and timetabling.

Acronym	Full Title	Definition
LWS	Local Wildlife Sites	Sites identified by Torbay Council as being of wildlife importance but that do not meet the strict scientific criteria necessary for selection of CWSs but are still of great value for wildlife within the context of Torbay. These sites may particularly have important social, recreational, landscape or aesthetic value.
MRF	Materials Recovery Facilities	A MRF is a facility at which components of a mixed waste stream, in this case of co-mingled dry recyclables, are extracted by the use of mechanical separation techniques.
NPPG	(National)Planning Practice Guidance (NPPG)	Revised and updated set of practice guidance which complements the NPPF. It is published as an online resource at http://planningguidance.planningportal.gov.uk/blog/guidance/ This site is currently in beta and guidance is draft.
NPPF	National Planning Policy Framework (NPPF)	The National Planning Policy Framework was published in 2012 and sets out the Government's planning policies for England and how these are expected to be applied. The NPPF introduces a presumption in favour of sustainable development. The development plan (see above) must be consistent with the NPPF. The NPPF replaces most previous national Planning Policy Guidance Notes (PPGs) and Planning Policy Statements (PPSs).
PPP	Plans, Policies and Programmes	A review of plans, policies and programmes relevant to the plan being assessed comprises an essential element of the sustainability appraisal process.
SDHCT	South Devon NHS Healthcare Trust.	Set up in 2014 from the former NHS Foundation Trust and Torbay and Southern Devon Health and Care Trust.
S106	Section 106 Agreement	Legal agreement between the Council and a developer relating to planning obligations or developer contributions.
SA	Sustainability Appraisal	Assessment that considers social, environmental and economic effects of a land-use plan it is carried out under the SEA Directive (see below).
SAC	Special Areas of Conservation	Internationally important areas designated under the EC Directive on the Conservation of Natural Habitats and of Wild Flora and Fauna.
cSAC	Candidate Special Area of Conservation	A candidate area for the SAC (see above).
SEA	Strategic Environmental Assessment	Derived from the SEA Directive 2001/42/EC which took effect in July 2004. SEA involves the systematic identification and evaluation of the impacts of a strategic action (e.g. a plan or programme) on the environment. Applies to documents such as the Local Plan.
SFRA	Strategic Flood Risk Assessment	SFRA is usually carried out by a local authority to inform the preparation of its Local Development Documents (LDDs) and to provide the information necessary for applying the Sequential Test and Exceptions Test in planning development.
SOA	Super Output Area	This is the basis for the geographical comparison of statistical data across England. It roughly coincides with wards but allows a finer grain of analysis at the neighbourhood level.
SPD	Supplementary Planning Document	Part of the 'portfolio' of documents which make up the Local Development Framework (above). They provide supplementary information in respect of the policies in the Development Plan Documents/ 'Saved' Torbay Local Plan.
SSSI	Sites of Special Scientific Interest	Nationally important areas of land, designated under Section 28 of the Wildlife and Countryside Act 1981 by English Nature as being of a special interest by reasons of their flora, fauna, geological or physiogeographical features.

Acronym	Full Title	Definition
SUDS	Sustainable Drainage Systems	Sustainable Drainage Systems reduce and slow down the run-off of rainfall from impermeable surfaces - such as roads, pavements, car parks and roofs - in towns and cities. This is achieved through encouraging infiltration of rainfall into the ground close to where it falls, and by retaining runoff in ponds, on roofs and in gardens.
ULPA	Urban Landscape Protection Area	Largely undeveloped land within or close to urban areas which is protected because of its local landscape, amenity or ecological value.