



**South Hams
District Council**

SUSTAINABILITY APPRAISAL OF SOUTH HAMS LOCAL DEVELOPMENT FRAMEWORK

UPDATE TO THE SCOPE OF THE SUSTAINABILITY APPRAISAL (SA): Appraisal Framework For Site Allocations

January 2009

Prepared by

enfusion



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SOUTH HAMS DISTRICT COUNCIL LOCAL DEVELOPMENT FRAMEWORK

SITE ALLOCATIONS Development Plan Documents:

DARTMOUTH, IVYBRIDGE, KINGSBRIDGE, TOTNES/DARTINGTON AND RURAL AREAS Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA)

UPDATE TO THE SCOPE OF THE SUSTAINABILITY APPRAISAL (SA): Appraisal Framework for Site Allocations

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This Report and How to Comment

This Scoping Report sets out the Council's approach to undertaking Sustainability Appraisal and Strategic Environmental Assessment in relation to the five emerging Site Allocation Development Plan Documents. This Scoping study builds on earlier SA/SEA work and introduces the Sustainability Threshold Assessment methodology as a means of undertaking site comparison.

This Updated Sustainability Appraisal Scoping Report (incorporating Strategic Environmental Assessment) has been prepared in accordance with relevant legislation and Government guidance on SA/SEA. It is presented to the statutory consultees and other key organisations, for comment during the statutory consultation period of 5 weeks from **3 February to 10 March 2009**.

- Q1** **The Updated & Reorganised Sustainability Appraisal Framework. Do you agree with the restructuring to make the appraisal more relevant to the site selection process?**
- Q2** **Updated Plans & Programmes Review; Local Baseline Conditions Report: draft working documents. Can you suggest any further information that may be useful to the STA and site selection process?**

If you wish to comment on this SA Scoping Report, please send your comments to the Forward Planning Team by post, fax or e-mail

Post: Forward Planning Team, South Hams District Council, Follaton House, Plymouth Road, Totnes, TQ9 5NE

Fax: marked Forward Planning, SA Scoping Report to 01803 861404

E-mail: forward.planning@southhams.gov.uk

All comments must be received by 10 March 2009

1.0 Background

Sustainability Appraisal Scoping

- 1.1 During late 2004 and early 2005, the relevant issues for assessing sustainability in relation to spatial and development planning in South Hams were identified and used to compile a framework of objectives and decision-aiding questions for appraising the sustainability of emerging Development Plan Documents (DPDs). This proposed scope¹ of the Sustainability Appraisal (SA) Framework for the Council's Local Development Framework was subject to statutory consultation through April-May 2005 in accordance with Government guidance².
- 1.2 The agreed SA Framework was then used to appraise the Core Strategy and other Development Plan Documents during 2005-2008. The Core Strategy was subject to Examination and adopted in 2006 with the Sustainability Appraisal tested and validated during this process. During consideration of the Sherford Area Action Plan and work on the Totnes/Dartington DPD in 2007 it was considered that the SA Framework should be enhanced to assist the consideration of issues at the site allocations plan level. Additional Sherford and Totnes/Dartington specific decision-aiding questions associated with site suitability and deliverability factors were added to guide the appraisals.

Sustainability Threshold Assessment (STA): Method for Site Comparison

- 1.3 For preparatory work on the Sherford and Totnes/Dartington DPDs³ this process of Sustainability Threshold Assessment⁴ (STA) was used as a systematic and pragmatic approach to aid comparative site assessment. This method has been used for comparative site studies nationally, and was found to be sound by the Inspector in 2007, for the now adopted Sherford Area Action Plan. STA uses a criteria based approach in a similar way to other methods of sustainability appraisal.
- 1.4 STA contains five categories of development potential ranging from absolute sustainability constraints to development, through issues for sustainability that may be mitigated or negotiated, through to sites that have no constraints or where development may even be encouraged to help resolve particular sustainability issues. Each factor is judged according to its own standards and methods of assessment; there is no weighting or scoring and colours are used to help consider cumulative effects and make easier the comparisons between sites and areas.
- 1.5 Officers and the sustainability consultants worked with community groups in Totnes/Dartington on emerging findings from the assessments. It was agreed that the objectives and decision-aiding questions needed refinement, including more consideration of the visions for the towns. It was further agreed that it may be necessary to better define the thresholds and standards that would be used to

¹ South Hams District Council SA/SEA Scoping Report 2005
<http://www.southhams.gov.uk/shdcscascopingreport.pdf>

² Consultation Draft SA of RSSs and LDFs, ODPM 2004

³ South Hams District Council Totnes/Dartington DPD Preferred Options Report 2007

⁴ Sustainability Threshold Assessment Carroll BA RTPI 2005
shdc211/January 2009

differentiate between development that was problematical and development that was more readily mitigated.

- 1.6 The Council is now working on the production of five site allocation DPDs, building on the adopted LDF Core Strategy to identify sites for required development of housing (especially affordable homes), employment and associated community facilities, in Dartmouth, Ivybridge, Kingsbridge, Totnes and Dartington and the Rural Areas. It intends to use the refined STA assessment process in the preparation of these DPDs which has been developed further following the work on the Sherford and Totnes/Dartington DPDs.

Integrating Development Plan Making and Sustainability Appraisal

- 1.7 Sustainability Appraisal (SA) assists in promoting sustainable development through integrating sustainable considerations into plan making. The development plan-making and the SA processes run in parallel with the evolving STA informing the DPD allocations. The use of the STA tool to help with site selection provides opportunities for an objective -led approach to inform decision making – considering the opportunities and possibilities presented by sites alongside the extent of mitigation required. The STA uses the objectives and decision aiding questions from the SA Framework for the LDF – adjusted to be relevant to site allocations.

Strategic Housing Land Availability Assessment (SHLAA)

- 1.8 Government requires a Strategic Housing Land Availability Assessment (SHLAA) and this is being carried out by the Council⁵ in partnership with West Devon Borough Council and in accordance with guidance⁶. The process of assessing sites through the SHLAA will involve some common areas of information gathering with STA. For individual sites this may include criteria such as flood risk, physical constraints (e.g. topography or drainage) or impact on the surrounding landscape character. However, different elements of the evidence base for a particular DPD will remain separate and it will be the role of the DPD itself to draw the evidence together and conclude which sites should be allocated. The role of the SA/SEA and STA is as a decision-aiding tool to inform the preparation of the DPDs.
- 1.9 In undertaking the SHLAA, the Councils have established a SHLAA panel with representatives from the house builders, local land agents, the community and government agencies to review potential development sites. Building on experience of the earlier Sherford and Totnes/Dartington STA work and the SHLAA panel, the District Council intends to establish a STA Panel including the three statutory SA consultees and the SHLAA panel members. The panel will review the application of the STA process to site options in each settlement.

Need for Revising SA Framework and Refining Methods

- 1.10 Since the original SA scoping report in 2004-5, the practice of SA has developed significantly, the planning regime has changed, and there are certain key issues nationally for sustainability, such as climate change, more efficient natural resource management, and accessibility/movement, that have become more important.

⁵ SHLAA Method Consultation Draft March, SHDC 2008

⁶ SHLAA Guidance, DCLG 2007

SA/SEA is an iterative process and as it was proposed to refine the details of the SA Framework to make it more relevant to the five site allocation DPDs and site selection, it was also decided to refresh the SA at the same time to reflect developments in practice and policy locally, regionally and nationally. The Baseline information and Review of Plans and Programmes have also been updated.

- 1.11 This Updated SA/SEA Scoping Report sets out the background, reasoning and proposed refined framework and methods. It is presented to the statutory consultees for SA/SEA and key stakeholders. Comments on the proposed scope are invited during a 5 weeks period in accordance with the statutory consultation period for SA/SEA⁷.

2.0 Proposed SA Framework & STA Method for Site Comparison

Revised SA Framework for Appraisal

- 2.1 During the preparatory STA work for Totnes/Dartington in 2007, it was found that certain assumptions about the nature of proposed housing/employment development were common to the appraisal of potential effects on the environment and socio-economic conditions of the town. For example, maximisation of energy efficiency and designing out crime/fear of crime would be required by the Council in the design of all new development. Such factors reflect underlying assumptions to the quality and function of new development in South Hams and would not contribute to differentiating which sites might be more sustainable during the appraisal process.
- 2.2 The SA Framework was reviewed and reorganised into a phased appraisal framework specifically suitable for considering the relative sustainability of a site. The SA/STA objectives and questions have been grouped to better help decision-making in order to achieve the aim of balanced communities which is dependent upon adequate supporting environmental, social and economic capacity. This also helps with consideration of cumulative effects assessment and recognises the following:
- Some SA objectives, such as maximising energy efficiency, are a requirement of all new development and thus do not contribute to differentiating the potential suitability of sites
 - Certain SA objectives, such as protecting designated sites (nature conservation, landscape, archaeology), are environmental constraints that consider the requirements for protection and could limit the development potential of a site
 - Certain SA objectives, such as enhancing landscape character or improving access to facilities, are development opportunities that consider the possibilities for enhancing the sustainability of communities and the environment

⁷ Environmental Assessment of Plans and Programmes Regulations 2004
[http://www.communities.gov.uk/planningandbuilding/planning/sustainabilityenvironmental/strategicenvironmentalassessment/shdc211/January 2009](http://www.communities.gov.uk/planningandbuilding/planning/sustainabilityenvironmental/strategicenvironmentalassessment/shdc211/January%2009)

- The balanced and healthy communities summary presents an overview of the sustainability criteria and the opportunities to deliver development which achieves the SA Objectives relating particularly to housing and employment,
- This integrated STA/SA process can then indicate the potential outcome from a site with regard to use and density along with possibilities for community benefits or facilities

2.3 Tables 1, 2 and 3 below present the revised and reorganised SA Framework now proposed for site comparison across the district. The SA/STA objectives and decision-aiding questions are cross-referenced to the previously numbered SA objectives and correlated with the environmental topics listed in the Strategic Environmental Assessment European Directive⁸ and the UK SA/SEA Guidance⁹.

2.4 Table 1 sets out the assumptions that are common to and must be met for all sites. Table 2 sets out the SA objectives and decision aiding questions for site comparison. Table 3 sets out the proposed thresholds for assessment of significant effects using STA [Appendix I presents the SA Framework 2005 with strategic SA Objectives to demonstrate integration and continuity with the original SA Framework].

Table 1: Assumptions common to and required to be met for all sites		
	SA No:	
	3, 1,	Housing & Infrastructure <ul style="list-style-type: none"> • Promote mixed use, mixed housing type and mixed tenure developments • Adequately provide for the identified local housing need and/or identified local employment needs • Be adequately serviced by existing or new appropriate supporting infrastructure, including green infrastructure • Promote high density in new development where appropriate
	4, 5,	Safety and Design <ul style="list-style-type: none"> • Insist upon high sustainable construction and design quality and respect for local character, distinctiveness, and surrounding environment in new development • Design out crime and fear of crime • Prevent unacceptable levels of noise, light, odour, and air pollution, through application of the precautionary principle • Ensure appropriate quantity, quality and accessibility public space for formal / informal recreation in line with council standards

⁸ Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment

⁹ ODPM, 2005 Sustainability Appraisal of Regional Spatial Strategies & Local Development Documents: guidance for regional planning bodies & local planning authorities shdc211/January 2009

Table 1: Assumptions common to and required to be met for all sites

13, 16	Energy Efficiency & Climate Change Proofing <ul style="list-style-type: none"> • Maximise energy efficiency in the design of new development • Incorporate provision for climate change proofing, sustainable design and construction principles • Optimise viable on and off site renewable energy provision • Ensure appropriate Sustainable Drainage Systems • Promote sustainable coastal and flood risk management • Increase efficient use and reuse of water
6, 7	Economic Growth <ul style="list-style-type: none"> • Where employment is provided it will encourage growth of indigenous companies and diversification into key growth sectors • Provide for the needs of businesses (range of premises, services, infrastructure, and skilled workforce)
10, 11, 16	Natural and Historic Environment <ul style="list-style-type: none"> • Conserve and enhance the natural and historic environment • Promote the objectives of the Water Framework Directive
15	Waste <ul style="list-style-type: none"> • Encourage provision for local community recycling and waste management facilities, where appropriate • Promote minimisation, reuse, and recycling of construction materials and waste
12	Minerals <ul style="list-style-type: none"> • Minimise demand for primary minerals and aggregates; • Recycle local stone, where possible, to reinforce local character

Table 2: SA Objectives and Decision-Aiding Questions for Site Comparison

	SA No:	STA No:	
Environmental Constraints	9	1	Previously Developed Land and Soil Quality: to maintain and improve the quality of land <i>(SEA topic: Soil and Water)</i>
			Would development of the site? <ul style="list-style-type: none"> • Make use of previously developed land? • Protect the best and most versatile agricultural land?
	9	2	Land Quality: to maintain and improve the quality of land <i>(SEA topic: Soil and Water)</i>
			Would development of the site? <ul style="list-style-type: none"> • Be constrained by known land contamination?
	10	3	Biodiversity: to protect and enhance the diversity and abundance of semi-natural habitats and indigenous species <i>(SEA topic: Biodiversity, Fauna and Flora)</i>
			Would development of the site? <ul style="list-style-type: none"> • Adversely effect an area with a defined significant environmental designation including: <ul style="list-style-type: none"> • European Designated Sites & Features • Special Area of Conservation (SAC), Ramsar site, Special

Table 2: SA Objectives and Decision-Aiding Questions for Site Comparison

SA No:	STA No:	
		Protection Area (SPA), Habitats Directive Networks of Natural Habitats <ul style="list-style-type: none"> • Nationally Designated Sites & Features • Sites of Special Scientific Interest (SSSI), National Nature Reserve (NNR), Environmentally Sensitive Area (ESA), Crow Act Important Natural Features • Locally Designated Sites • County Wildlife Site (CWS), Local Wildlife Site (LWS), County Geological Site (CGS), Devon or National BAP habitat • Species • Devon or National BAP species • Protected Species
8	4	Protected Landscapes: to ensure that special and distinctive landscapes, and the features within them, are conserved and enhanced <i>(SEA topic: Landscape)</i>
		Would development of the site? <ul style="list-style-type: none"> • Adversely affect the Areas of Outstanding Natural Beauty and/or Dartmoor National Park?
8	5	Visual Impact and Landscape Character: to ensure that special and distinctive landscapes, and the features within them, are conserved and enhanced <i>(SEA topic: Landscape)</i>
		Would development of the site? <ul style="list-style-type: none"> • Preserve and where possible enhance landscape character • Avoid unacceptable adverse visual impact • Be integrated into existing landform and landscape features?
11	6	Historic Environment and Cultural Heritage: to protect and enhance cultural resources <i>(SEA topic: Cultural Heritage)</i>
		Would development of the site? <ul style="list-style-type: none"> • Conserve and enhance the setting of listed buildings, conservation areas, scheduled ancient monuments or historic parks and gardens?
14	7	Air Quality: to protect and improve local and global air quality <i>(SEA topic: Air, Climatic Factors and Human Health)</i>
		Would development of the site? <ul style="list-style-type: none"> • Avoid any adverse impact on air quality within an Air Quality Management Area?
16	8	Flood Risk: to protect and enhance the water environment <i>(SEA topic: Water and Climatic Factors)</i> <ul style="list-style-type: none"> • Which flood zone(s) are within the site?

Table 2: SA Objectives and Decision-Aiding Questions for Site Comparison			
	SA No:	STA No:	
Development Opportunities	2	9	Movement and Accessibility: to enhance access to jobs, education, services, cultural and leisure facilities for all <i>(SEA topic: Population, Human Health & Climatic Factors)</i>
			Would development of the site? <ul style="list-style-type: none"> • Provide access to a good range of job opportunities, services, and facilities through: <ul style="list-style-type: none"> • Walking • Cycling • Public Transport • Private Car
	4	10	Quality of the Built Environment: to enhance the form and design of the built environment <i>(SEA topic: Population and Human Health)</i>
			Would development of the site? <ul style="list-style-type: none"> • Be well integrated with the existing urban form, townscape and landscape? • Relate well to adjoining land uses? • Contribute to improving the quality of the public realm?
	13	11	Energy <i>(SEA topic: Material Assets and Climatic Factors)</i>
			Would development in this location deliver additional energy efficiency or energy generation through? <ul style="list-style-type: none"> • Orientation that favours passive solar heating or solar generation and/or • Topography that favours a decrease in built energy costs and favours walking and cycling
OVERALL SUMMARY	1, 3	12	Balanced and Healthy Communities <i>(SEA topic: Population and Human Health)</i>
			Overall, would the development of the site ensure it is located in line with sustainable principles by: <ul style="list-style-type: none"> • Encouraging regeneration and enhancement of viable and vibrant communities? • Providing dwellings and employment provision to allow local residents to remain within their communities? • Conserve and enhance the local environment? <p>Development Site Potential Outcome</p> <ul style="list-style-type: none"> • Is the site suited to mixed use, residential, employment? • If so, at what density? If mixed use what proportions? • Are there opportunities for community facilities on the site?

2.5 Appendix I presents the original SA Framework published in 2005 and cross-referenced to the proposed reorganised STA/SA Framework in order to demonstrate conformity with the previous sustainability appraisals in more detail.

Baseline Characterisation and Policy Review

- 2.6 The baseline information and review of relevant plans and programmes was published in 2005 with the SA/SEA Scoping Report. These documents have been updated to better reflect key changes in policy and to better recognise the specific characteristics of each town, the rural areas, and their communities. The emphasis has been to consider the key plans and programmes that have been updated and published since 2005, and to consider local information that is particularly relevant.
- 2.7 Appendix II presents the updated plans and programmes review; Appendix III presents the local baseline information relevant to the four towns and the rural areas. The updated baseline considers parish level data to recognise the specific characteristics of the four towns and the rural areas. These are available separately and are draft working documents: consultees and interested organisations are invited to suggest any further information that may be useful to the SA/STA and site selection process.

The Thresholds for Sustainability Threshold Assessment

- 2.8 The Sustainability Threshold Assessment approach integrates qualitative and quantitative information and appraisal to gain a more holistic view of the comparative sustainability of potential sites. It offers a staged appraisal that recognises effective absolute constraints on development, such as a site impacting adversely on a European designated area. It also recognises that potential adverse effects from likely development of a site may be mitigated although clearly some effects may be more difficult or expensive to address than others. This may help to identify which sites are more readily developed and more sustainable than others.
- 2.9 Each topic of environmental constraint or development potential is appraised according to its own methods of assessment (qualitative and/or quantitative) and any relevant standards, where possible and/or available. Table 3 below presents the thresholds and standards that are proposed to be used in the STA process to inform the comparison of potentially suitable sites.

Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
Previously Developed Land and Soil Quality		
Not applicable. No agricultural land classification (ALC) would be an absolute constraint.		Absolute sustainability constraints
ALC grades 1, 2, 3 Development fails to protect best and most versatile agricultural land		Sustainability issues; mitigation considered problematic
ALC Grades 4, 5 Development fails to protect poorer quality agricultural land		Sustainability issues; mitigation considered achievable




















Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
N/A		No sustainability constraints
Previously developed land and protects all agricultural land		Development will support Sustainable Objectives
Land Quality		
Known contamination which cannot be remediated.		Absolute sustainability constraints
Known land contamination area or within the buffer zone		Sustainability issues; mitigation considered problematic
Possible land contamination		Possible sustainability issues
Site known not to have any contamination constraints		No sustainability constraints
Development would deliver certain remediation of known contamination		Development will support Sustainable Objectives
Biodiversity		
European designated site		Absolute sustainability constraints
Nationally protected sites or features or known protected species		Sustainability issues; mitigation considered problematic
Local designated site or site contains habitats which may contain protected species		Sustainability issues; mitigation considered achievable
Site known not to have any biodiversity constraints		No sustainability constraints
Site known not to have any biodiversity constraints and to have opportunities for biodiversity enhancement		Development will support Sustainable Objectives
Protected Landscape		
Unacceptable adverse effect		Absolute sustainability constraints
Significant adverse effect		Sustainability issues; mitigation considered problematic
Limited adverse effect		Sustainability issues; mitigation considered achievable
No adverse effect		No sustainability constraints
No adverse effect and opportunities to enhance the special qualities of the protected landscapes		Development will support Sustainable Objectives
Visual Impact and Landscape Character		
Unacceptable adverse visual impact. Could not be integrated into existing landform and landscape features, with no opportunities to preserve or enhance landscape character		Absolute sustainability constraints
Significant adverse visual impact. Integration into existing landform and		Sustainability issues; mitigation considered problematic

Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
landscape features along with opportunities to preserve or enhance landscape character constrained		
Limited adverse visual impact. Integration into existing landform and landscape features along with opportunities to preserve or enhance landscape character possible		Sustainability issues; mitigation considered achievable
No adverse visual impact. Achieves integration into existing landform and landscape features along with opportunities to preserve landscape character		No sustainability constraints
No adverse visual impact. Achieves integration into existing landform and landscape features along with opportunities to preserve and enhance landscape character		Development will support Sustainable Objectives
Historic Environment and Cultural Heritage		
Unacceptable adverse effect on conservation		Absolute sustainability constraints
Significant adverse effect on conservation		Sustainability issues; mitigation considered problematic
Limited adverse effect on conservation		Sustainability issues; mitigation considered achievable
No adverse effect on conservation		No sustainability constraints
No adverse effect on conservation and opportunities to enhance		Development will support Sustainable Objectives
Air Quality		
Unacceptable adverse effect on air quality		Absolute sustainability constraints
Significant adverse effect on air quality		Sustainability issues; mitigation considered problematic
Limited adverse effect on air quality		Sustainability issues; mitigation considered achievable
No adverse effect on air quality		No sustainability constraints
No adverse effect on air quality and opportunities to remediate existing quality issues		Development will support Sustainable Objectives
Flood Risk		
Located within zone 3b – the functional floodplain– only suitable for water-compatible uses and essential infrastructure		Absolute sustainability constraints

Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
Located within zones 3a or 2 – high or medium probability of flooding. 3a only suitable for water-compatible, less vulnerable uses and essential infrastructure. 2 suitable for water-compatible, less vulnerable and more vulnerable uses of land and essential infrastructure		Sustainability issues; mitigation considered problematic
Located within zone 2 – medium probability of flooding with demonstrable scope to address flood risk		Sustainability issues; mitigation considered achievable
Located within zone 1 – low probability of flooding		No sustainability constraints
Located within zone 1 – low probability of flooding and scope to provide remediation against flood risk		Development will support Sustainable Objectives
Movement & Accessibility; Walking		
Isolated, poorly connected and/or difficult topography which cannot be addressed		Absolute sustainability constraints
Relatively isolated and possible limitations in the range of facilities, poorly connected and/or difficult topography		Sustainability issues; mitigation considered problematic
Relatively close proximity but possible limitations in the range of facilities and the quality of connections and/or difficult topography		Sustainability issues; mitigation considered achievable
Relatively close proximity and good access to a basic range of services and facilities		No sustainability constraints
Close proximity and unhindered access to a wide range of services and facilities		Development will support Sustainable Objectives
Movement & Accessibility; Cycling		
Isolated, poorly connected and/or difficult topography which cannot be addressed		Absolute sustainability constraints
Relatively isolated and possible limitations in the range of facilities, poorly connected and/or difficult topography		Sustainability issues; mitigation considered problematic
Relatively close proximity but possible limitations in the range of facilities and the quality of connections and/or difficult topography		Sustainability issues; mitigation considered achievable

Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
Relatively close proximity and good access to a basic range of services and facilities		No sustainability constraints
Close proximity and unhindered access to a wide range of services and facilities		Development will support Sustainable Objectives
Movement & Accessibility; Public Transport		
No existing public transport links or opportunity		Absolute sustainability constraints
Relatively isolated from public transport link, and/or very limited service		Sustainability issues; mitigation considered problematic
Relatively close proximity to public transport link but possible limitations in the frequency and/or access to a range of facilities		Sustainability issues; mitigation considered achievable
Relatively close proximity to public transport link which have good frequency to a basic range of services and facilities		No sustainability constraints
Close proximity to public transport link to a wide range of services and facilities		Development will support Sustainable Objectives
Movement & Accessibility; Private Car		
Highway constraints preclude acceptable public highway connection		Absolute sustainability constraints
Significant highway constraints which limit access to services and facilities		Sustainability issues; mitigation considered problematic
Highway constraints which limit access to services and facilities		Sustainability issues; mitigation considered achievable
No highway constraints		No sustainability constraints
No highway constraints and would improve current deficiency		Development will support Sustainable Objectives
Quality of the Built Environment		
Poorly integrated, poor relation to adjacent land uses, no opportunities to improve quality of public realm, townscape or local landscape		Absolute sustainability constraints
Poorly integrated, poor relation to adjacent land uses, with limited opportunities to improve quality of public realm, townscape or local landscape		Sustainability issues; mitigation considered problematic
Reasonable integration and relationship to adjacent land uses, with opportunities to improve quality of public realm, townscape or local landscape		Sustainability issues; mitigation considered achievable
Good integration and relationship to		No sustainability constraints

Table 3: Sustainability Objective & Thresholds for Assessment of Significant Effects – STA Key		
adjacent land uses, with opportunities to improve quality of public realm, townscape or local landscape		
Very good integration and relationship to adjacent land uses, with significant opportunities to improve quality of public realm, townscape or local landscape		Development will support Sustainable Objectives
Energy Use		
Not applicable. Failure to deliver any additional energy generation or efficiency over and above baseline assumptions would not be an absolute constraint.		Absolute sustainability constraints
Steep topography and poor orientation severely limit additional energy efficiency or energy generation		Sustainability issues; mitigation considered problematic
Topography or orientation limit additional energy efficiency or energy generation		Sustainability issues; mitigation considered achievable
Topography or orientation favour additional energy efficiency or energy generation		No sustainability constraints
Topography and orientation favour additional energy efficiency and energy generation		Development will support Sustainable Objectives
Balanced and Healthy Communities		
No opportunities to contribute to regeneration or enhance community viability or vibrancy		Absolute sustainability constraints
Poor opportunities to contribute to regeneration or enhance community viability or vibrancy		Sustainability issues; mitigation considered problematic
Reasonable opportunities to contribute to regeneration or enhance community viability or vibrancy		Sustainability issues; mitigation considered achievable
Good opportunities to contribute to regeneration or enhance community viability or vibrancy		No sustainability constraints
Very good opportunities to contribute to regeneration or enhance community viability or vibrancy		Development will support Sustainable Objectives

3 Key Issues for Sustainability and the Site Allocation DPDs

- 3.1 The original Scoping Report in 2005 included key issues in relation to social, economic and environmental issues to illustrate the characteristics of South Hams. These characteristics remain largely unchanged and cover details such as demographics, housing, crime, employment statistics, landscape designations, built heritage and transport. Further information on the key issues and characteristics of the district are presented at Appendix III: Local baseline information relevant to the four towns and the rural areas and Appendix IV: Contextual Indicators (this information was set out in the Annual Monitoring Report 2008).
- 3.2 An updated baseline has been prepared for the district with specific reference to the four towns, (Dartmouth, Ivybridge, Kingsbridge and Totnes), and is appended to this report. Unfortunately, specific information at a settlement level for the rural areas was not available, therefore the characteristics of the district identified above will have to be used to provide a profile for these areas. The baseline information is collected at parish level and includes demographic, economic and environmental information. The format of the information is such that it now provides parish level information presented in a manner which allows direct comparison between settlements and gives a summary comparison with district, county or national data where appropriate. This has helped to highlight the similarities and differences between the areas and to help identify the special characteristics of each settlement. Set out below are some of the key characteristics for each area centre.

3.3 Dartmouth

- **Population and Housing** – The average age in Dartmouth is 47 years, with 16 – 24 year olds comprising 7.5% of the population and those over 60 comprising 30.4%. There has been little population change (1991 – 2004) though there is a consistent net annual out migration of 15 to 24 year olds from the district and a net in migration of over 60s. 16.2% of households are single occupier households, 10.0% being lone pensioner households. This and a high proportion of over 75s suggest a significant future need for sheltered care home accommodation.
- **Affordable housing** - Dartmouth has the fourth highest housing need in the district (Housing Register - January 2009). There are currently 554 units of affordable housing in Dartmouth. Owner occupier rates fall below District and national average implying a larger rented sector.
- **Mixed communities** – Parts of Townstal is in the national top 20% most deprived for each of: education, income and employment, while parts of Dartmouth & Kingswear are in the top 20% for 'barriers to housing and services' and 'living environment' (2007). Moreover four out of the five 'super output areas' in Dartmouth and Kingswear are in the top ten South Hams most deprived for 'crime and disorder'.
- **Public transport and cycle routes** - The Census showed that Dartmouth has high levels of households with no car or van (27.3%) and low multiple car ownership (19.7%). 54.7% travel to work in a car or van and while 50.5% travel less than 2km to work, only 8.6% travel between 10 and 20km (ONS); 32.3% travel to work by foot or bicycle (2001) - this trend should be facilitated and encouraged.
- **Landscape** - Within South Devon AONB and an SSSI is situated nearby on the eastern bank of the mouth of the River Dart with another on the western

bank a short way upstream of the town. The South Hams area of Heritage Coast extends from just north of the mouth of the Dart to Wembury near Plymouth.

- **Biodiversity** – Local nature reserve site on the river Dart
- **Air and Water** - Part of town is in a flood risk zone.

3.4 Kingsbridge

- **Population and Housing** - The average age in Kingsbridge is 45 years, with 16 – 24 year olds comprising 8.7% of the population population and those over 60 comprising 30.5%. 15% population change (1991 – 2004) including the consistent net annual out migration of 15 to 24 year olds from the district and a net in migration of over 60s. There is a high level of single occupier households at 15.1%, 9.6% being lone pensioner households. This and high numbers of over 75s suggest strong future need for sheltered and care home accommodation.
- **Affordable housing** – Kingsbridge has the third highest housing need in the district (Housing Register - January 2009). There are currently 545 units of affordable housing in Kingsbridge.
- **Mixed communities** – No areas within Kingsbridge feature in the national top 20% most deprived in the Deprivation Indices 2007, though part of Kingsbridge is in the top ten most deprived areas of the South Hams for education.
- **Public transport and cycle routes** -The Census showed that Kingsbridge has high levels of households with no car or van (24.0%) and moderate multiple car ownership (27.6%). 33.0% travel to work in a car or van, and while 43.1% travel less than 2km to work, only 6.4% travel between 10 and 20km(ONS); 31.0% travel to work by foot or bicycle (2001) - this trend should be facilitated and encouraged.
- **Landscape** – Located within South Devon AONB. The South Hams area of Heritage Coast extends from just north of the mouth of the Dart, across the mouth of the Kingsbridge Estuary, to Wembury near Plymouth.
- **Biodiversity** – Kingsbridge sits at the head of a ria inlet that is both a Local Nature Reserve and SSSI.
- **Air and Water** – Parts of the town are in a flood risk zone. Kingsbridge estuary is part of a Catchment Sensitive Farming programme

3.5 Ivybridge

- **Population and Housing** - The average age in Ivybridge is 36 years, with 16 – 24 year olds comprising 9.2% of the population and those over 60 comprising 15%. Single person households comprise 8.0% of all households, 3.7% being single pensioners. Significant growth of over 28% (1991 – 2004) and low level of single person households. Very high level of owner occupiers at over 83%.
- **Affordable housing** – Ivybridge has the second highest housing need in the district (Housing Register - January 2009). There are currently 438 units of affordable housing in Ivybridge.
- **Mixed communities** - No areas within Ivybridge feature in the national top 20% most deprived in the Deprivation Indices 2007, though Ivybridge Central is in the top ten most deprived areas of the South Hams for 'health deprivation and disability' and 'crime and disorder'.
- **Public transport and cycle routes** - The Census showed that Ivybridge has low levels of households with no car or van (11.6%) and high multiple car ownership (42.5 %). 75.2% travel to work in a car or van and while only 21.9%

travel less than 2km to work, 39.6% travel between 10 and 20km (ONS); only 11.4% travel to work by cycle or foot and only 3% use public transport (2001) - despite a railway station on the main Exeter to Plymouth line.

- **Landscape** – Ivybridge is adjacent to the Dartmoor National Park Boundary
- **Biodiversity** – County Wildlife Sites to the east and west of the town
- **Air and Water** – Part of the town is in a flood risk zone. Air Quality Management Area (AQMA) identified in Western Road adjacent to the A38 Devon Expressway.

3.6 Totnes

- **Population and Housing** - The average age in Totnes is 42 years, with 16 – 24 year olds comprising 10% of the population and those over 60 comprising 26.6%. There has been a consistent net annual out migration of 15 to 24 year olds from the district and a net in migration of over 60s. Single person households comprise 17.7% of all households, 10.0% being single pensioners.
- **Affordable housing** – Totnes is the area of greatest housing need in the district as evidenced by the Strategic Housing Market and Needs Assessment (2006) and the South Hams Housing Register (January 2009). There are currently 722 units of affordable housing in Totnes.
- **Mixed communities** – Parts of Totnes Town and Totnes Bridgetown are in the national top 20% most deprived areas for income, employment, 'barriers to housing and services' and 'living environment.' Totnes Town and Totnes Bridgetown appear most consistently in the top ten most deprived parts of the district across the deprivation indices the notable exceptions being 'barriers to housing and services' and only part of Totnes Town featuring for 'living environment.'
- **Public transport and cycle routes** - The Census showed that Totnes has high levels of households with no car or van (27.2%) and low multiple car ownership (20.8%). 54.7% travel to work in a car or van and while 38.5% travel less than 2km to work, only 13.9% travel between 10 and 20km (ONS); only 15.8% travel to work by cycle or foot and only 2.4% use public transport (2001).
- **Landscape** – Large area of Scheduled Ancient Monuments to the north of Dartington (on Dartington Estate). AONB extends up the River Dart to just below Totnes.
- **Biodiversity** – No designations in the immediate vicinity.
- **Air and Water** – Parts of the town are in a flood risk zone. Air Quality Management Area (AQMA) identified in Bridgetown Hill where standing traffic is a daily occurrence at peak periods.

4 Summary and Next Steps

4.1 This proposed SA framework is considered to provide a positive and proactive approach which will assist with the site comparison and DPD preparation for the four Area Centres and the Rural Areas. It will help provide guidance on how to best accommodate the required development of housing (including affordable homes), employment and associated community facilities.

4.2 Your comments on this updated SA scoping report are welcome during the five week consultation from 3 February to 10 March 2009. Response to the two questions outlined at the beginning of the report will be particularly helpful together with any other general comments you may wish to raise. Following this consultation, all

comments received will be considered and any necessary changes to the SA scoping will be made. The findings of an initial SA and STA will be published alongside an options consultation for the emerging five site allocation DPDs in April 2009.

4.3 Appendix I: SA Framework 2005 with Strategic SA Objectives

	OBJECTIVE	DECISION-AIDING QUESTIONS
1	Balanced Communities <i>SEA topic: Population</i>	
	Promote community viability and balance	<ul style="list-style-type: none"> ▪ Promote mixed use, mixed housing type and mixed tenure developments ▪ Encourage regeneration and enhancement of viable communities ▪ Enable independent lifestyles for the elderly and those with disabilities ▪ Provide sites for community services and facilities (education, health, recreation, social care etc) ▪ Provide sites for business and employment within communities ▪ Enable people to live near to where they work. ▪ Promote social inclusion and community ownership
2	Access <i>SEA topic: Population and Human Health</i>	
	Enhance access to jobs, education, services, cultural and leisure facilities for all	<ul style="list-style-type: none"> ▪ Enhance access, particularly in rural areas ▪ Promote accessible jobs, services and facilities such as shops, schools, banks, health centres, community centres, libraries, sports and leisure facilities, especially in under-served localities and Sherford New Community ▪ Improve quality and capacity of public transport, particularly in new developments ▪ Encourage integrated public transport ▪ Provide for basic services within walking distance of residents ▪ Reduce isolation of minorities and people with limited mobility
3	Housing <i>SEA topic: Population and Human Health</i>	
	Ensure that all have access to a range of good quality housing to meet their needs, particularly affordable housing for identified local needs	<ul style="list-style-type: none"> ▪ Restrict second home ownership ▪ Provide dwellings to allow local residents, including young people, to remain within their communities
4	Quality of the Built Environment <i>SEA topic: Population and Human Health</i>	
	Enhance the form and design of the built environment	<ul style="list-style-type: none"> ▪ Ensure new development is located in line with sustainable principles ▪ Promote high density in new development wherever appropriate ▪ Insist upon high design quality and respect for local character, distinctiveness and

	OBJECTIVE	DECISION-AIDING QUESTIONS
		surrounding environment in new development <ul style="list-style-type: none"> ▪ Protect and enhance the quality of green and open spaces
5	Health <i>SEA topic: Population and Human Health</i>	
	Provide a healthy and safe environment	<ul style="list-style-type: none"> ▪ Provision of space for informal recreation ▪ Design out crime and fear of crime in local communities ▪ Contribute to a safe, secure built environment ▪ Encourage safe provision for walking and cycling ▪ Prevent unacceptable levels of noise, light, odour and air pollution, through application of the precautionary principle
6	Employment <i>SEA topic: Population and Material Assets</i>	
	Promote a range of quality employment opportunities	<ul style="list-style-type: none"> ▪ Promote reuse of redundant agricultural buildings for employment ▪ Encourage provision of jobs accessible to residents ▪ Promote a year-round working countryside ▪ Support provision of employment to allow young people to remain within their communities ▪ Support indigenous growth of small and micro businesses
7	Economic Growth <i>SEA topic: Population and Material Assets</i>	
	Promote sustainable economic development that can capitalise on the local distinctiveness of the area	<ul style="list-style-type: none"> ▪ Taking advantage of Objective II and Regional assistance from SWRDA ▪ Encourage growth of indigenous companies ▪ Encourage diversification into key growth sectors, including the environmental sector ▪ Provide for the needs of businesses (range of premises, services, infrastructure, skilled workforce) ▪ Enhance the vitality of town, district and local centres and encourage their commercial renewal ▪ Provide for the purchase of goods and use of services locally
8	Landscape <i>SEA topic: Landscape</i>	
	Ensure that special and distinctive landscapes, and the features within them, are conserved and enhanced	<ul style="list-style-type: none"> ▪ Preserve and where possible enhance diverse landscape character and value ▪ Maintain a high quality of undeveloped coastal landscapes ▪ Protect and enhance the Areas of Outstanding Natural Beauty (AONB) and Dartmoor National Park

	OBJECTIVE	DECISION-AIDING QUESTIONS
		<ul style="list-style-type: none"> ▪ Maintain and enhance hedgerow cover and traditional field boundaries
9	Land and Soil Quality <i>SEA topic: Soil and Water</i>	
	Maintain and improve the quality of land and soil in the region	<ul style="list-style-type: none"> ▪ Promote high density development ▪ Actively promote the re-use of previously developed land ▪ Remediate contaminated land ▪ Protect the best and most versatile agricultural land
1 0	Biodiversity <i>SEA topic: Biodiversity, Fauna and Flora</i>	
	Protect and enhance the diversity and abundance of semi-natural habitats and indigenous species	<ul style="list-style-type: none"> ▪ Promote ecologically based land management ▪ Protect and enhance valuable wildlife habitats and species, both those statutorily designated and those of local value ▪ Avoid habitat fragmentation ▪ Protect and enhance those species and habitats identified in the Devon BAP and the National BAP ▪ Protect and enhance the biodiversity value of the Coastline, including estuaries
1 1	Historic Environment and Cultural Heritage <i>SEA topic: Cultural Heritage</i>	
	Protect and enhance cultural resources	<ul style="list-style-type: none"> ▪ Protect and enhance valued architecture, both buildings (including listed buildings) and their settings ▪ Support locally-based cultural resources and activities ▪ Protect and improve historical and archaeological environment (landscapes, site, buildings and settings), including Scheduled Ancient Monuments (SAMs) ▪ Protect the important geology of South Hams district ▪ Protect and enhance Conservation Areas
1 2	Minerals <i>SEA topic: Material Assets</i>	
	Encourage efficient exploitation of mineral resources	<ul style="list-style-type: none"> ▪ Contribute to the supply of minerals while protecting local communities and the environment ▪ Minimise demand for primary minerals and aggregates ▪ Recycle local stone, where possible, to reinforce local character
1	Energy	

	OBJECTIVE	DECISION-AIDING QUESTIONS
3	<i>SEA topic: Material Assets and Climatic Factors</i>	
	Encourage energy efficiency, and promote the generation and use of energy from renewable sources	<ul style="list-style-type: none"> ▪ Avoid exacerbating climate change by reducing energy usage (including through design of new development, and sustainable location of development to encourage accessibility by means other than the car) ▪ Support the generation and use of renewable energy, while protecting local communities and the environment ▪ Promote energy efficiency by locating development in such a way as to minimise the number of trips made by private car ▪ Promote energy efficiency in the design of new development
1	Air Quality	
4	<i>SEA topic: Air, Climatic Factors and Human Health</i>	
	Protect and improve local and global air quality	<ul style="list-style-type: none"> ▪ Maintain or improve local air quality ▪ Reduce the number of trips made by private car ▪ Reduce CO₂ emissions ▪ Consider the longer term effects
1	Waste	
5	<i>SEA topic: Water, Soil, Human Health and Population</i>	
	Encourage minimisation, reuse and recycling of waste	<ul style="list-style-type: none"> ▪ Encourage provision for local community recycling and waste management facilities, including on new developments ▪ Promote minimisation, reuse and recycling of construction materials and waste
1	Water	
6	<i>SEA topic: Water and Climatic Factors</i>	
	Protect and enhance the water environment	<ul style="list-style-type: none"> ▪ Take into account the predicted effects of climate change ▪ Protect and improve freshwater, estuarine and coastal water quality ▪ Consider the close relationship between water quality, quantity and flood risk management ▪ Increase efficient use and reuse of water resources ▪ Promote sustainable coastal and flood risk management that provides for climate change, where appropriate, in new developments ▪ Promote Sustainable Drainage Systems

Appendix IV: Contextual Indicators (from Annual Monitoring Report 2008)

Housing Contextual Indicators:

- In 2007 the estimated average house price in the district (para 60) was fifteen (15.0) times the average district salary of £19,199 *per annum*.
Source: SHDC & Nomis
- There are increasing numbers of people accepted as homeless.
- Families with children represent 32% of households.
- 47% of homelessness in the district results from the ending of assured short hold tenancies. Others include relationship and family breakdown, rent arrears and mortgage repossessions.
Source: SHDC, Homelessness Review & Strategy 2003
- The 19.4% increase in people on the housing register to 1,910, from 2003 to 2005 has declined to 1,578 in October 2008.
Source: SHDC Housing Advice
- In 2003 there were 80 households in council leased private sector temporary accommodation and over 20 households in B&B; in 2005 91 households were in directly managed Council temporary accommodation and 5 households in B&B; in Oct 2008 there were 64 households in council leased private sector temporary accommodation and one single man in a B&B.
Source: SHDC, Housing Advice
- 10% of South Hams dwellings receive a 10% Council Tax discount – broadly representing second homes; in some parishes this is over 40% of dwellings and in one it is over 50%.
Source: SHDC, Revenues & Benefits
- 20 South Hams Super Output Areas (SOAs) are in the UK's 20% most deprived for 'Barriers to Housing and Services' and 3 SOAs are in the UK's 2% most deprived for 'Barriers to Housing and Services'.
Source: Indices of Deprivation 2007

Economy Contextual Indicators:

- The South Hams has a diverse base of very small to medium sized enterprises. National Rate of Growth of Output = 5.5% South Hams = 7.2 % pa (averaging 6.8 % after 2001)
Source: South Hams Economy 1996 – 2006
- 55% of South Hams businesses aspire to moderate or rapid growth; 59.2% have recently invested in improvements to premises or plan to do so within 12 months; 28% consider access to quality premises a constraint or significant constraint to business
Source: Devon Renaissance Business Survey 2006
- For full time workers average earnings in 2007 remained just 75% of the England average.
Source: Annual Survey of Hours and Earnings (ASHE), 2006
- 79% of South Hams businesses are sole traders or employ less than 10 workers.
- 74% of the Tourism & Leisure labour force, 61% of the Land based & fishing labour force and 64% of the Retail & Wholesale labour force earn less than £7.00 ph.
- Conversely: 45% of the manufacturing labour force and 61 % of the ICT labour force earns more than £ 10.00 ph
Source: South Hams Business Survey 2004
- Over £210m per year is brought into the district through tourism.
- It is estimated that 64% of South Hams workers are employed either directly or indirectly in tourism related service sectors.
Source: Economic Impact Study of Tourism in the South West 2003
- 'Offices', 'light industrial' sites and 'land' generate the most business enquiries in the district while 'General industrial' sites (B2), 'studios, laboratories, high-tech' (B1) generate a lower level of interest overall.
Source: SHDC Workspace Demand Assessment 2005
- Employment Premises in 2005: retail 955, office 428, factories 778, warehouses 445.
Source: www.neighbourhood.statistics.gov.uk (S Hams / Physical Environment)

Accessible Services Contextual Indicators:

- 20 South Hams Super Output Areas (SOA's) in the UK's 20% most deprived for 'Barriers to Housing and Services' and 3 SOA's in the UK's 2% most deprived for 'Barriers to Housing and Services'.

Source: Indices of Deprivation 2007

- The 2001 Census showed 85% of the districts households have at least one car.

- Facts About Rural Parishes:

- 75% have no daily bus service
- 49% have no school
- 93% have no public nursery
- 91% have no day-care centre for the elderly
- 92% have no police station
- 70% have no general store
- 91% have no bank or building society
- 83% have no GP in the parish
- 56% have no petrol station

Source: Rural Development Commission

- Petrol (fuel) costs more in rural petrol stations (often independent small businesses).
- Public Open Space:
 - 9 council owned gardens
 - over 90 children's playgrounds
 - 9 outdoor sports facilities

Environment Contextual Indicators:

- 1/5th of the district is within Dartmoor National Park (under the DNPA planning authority).
- South Devon Area of Outstanding Natural Beauty covers 130 square miles (345 sq. km) including the entire coastline of the South Hams, the Dart estuary almost to Totnes and the Avon Valley as far inland as Avonwick.

- Other designations include (NB some sites may have more than one designation):
 - Special Areas of Conservation (1) & Special Protection Areas (4 sites hosting species of European significance.
 - 29 Sites of Special Scientific Interest (covering 31 square miles)
 - County Wildlife Sites, County Geological Sites (nearly 300 sites)
 - National Nature Reserve (Slapton Ley)
 - Areas of Great Landscape Value (224 sq.km.)
 - Coastal Preservation Areas (200 sq.km.)
 - Local Nature Reserves (1) and Non-Statutory Nature Reserves (2)

- Wildlife Features include:
 - woodland, hedgerows,
 - orchards, ponds, rivers and streams,
 - urban green corridors, road verges,
 - sites hosting rare species, or a good mix of species.

- South Hams Image:
 - 78% of visitors in 2003 said that the quality of the environment was a key reason for their visit to the South Hams

Source: South Hams Visitor Survey 2003

- Area of: domestic gardens – 1,583 h.a.; green space – 83,263 h.a.

Source: www.neighbourhood.statistics.gov.uk