

Supporting Information and Impact Assessment

Service / Policy:	Collaton St. Mary Masterplan SPD
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Section 1: Background Information

1. What is the proposal / issue?

The proposal is to adopt a Masterplan for the Collaton St. Mary Future Growth Area, as outlined in the Council's Adopted Torbay Local Plan 2012-30, as a Supplementary Planning Document (SPD).

SPDs do not establish the principle of development. This is established in the Adopted Local Plan.

However SPDs expand on Local Plan policies to provide further guidance, principles and detail for how development proposals should be managed. Once adopted by a local planning authority, having been through a statutory plan making process, they hold material weight for the purpose of making decisions regarding planning applications.

2. What is the current situation?

The new Local Plan provides a strategic framework for growth in this area i.e. expected area, numbers of homes, approximate timings and key infrastructure issues.

The Masterplan is required to add important further detail and guidance regarding the principles for the nature of development that should be delivered in accordance with the Local Plan as well as detailed design guidance. It also sets out mitigation requirements in relation to matters such flooding, greater horseshoe bats and highways.

The masterplan does not replace the need for project level assessments and surveys of biodiversity, transport flood management etc, which must be carried out by developers.

3. What options have been considered?

Options for growth in Torbay have been tested in detail through the Local Plan process and were informed by a significant evidence base including but not limited to detailed Sustainability Appraisal, Habitats Regulations Assessment, and Strategic Housing Land Availability Assessment (SHLAA). For a full list of documents see the evidence base for the Torbay Local Plan Examination Library, which is available at:

<http://www.torbay.gov.uk/index/yourservices/planning/strategicplanning/localplanexamination.htm>

Different options for the nature and scale of growth in the Collaton St. Mary area were tested during the masterplanning process, including through consultation with the

	<p>community, before completion of the final Masterplan.</p> <p>It is noted that some objectors, including Paignton Neighbourhood Forum have argued that Collaton St Mary will not be needed for development until the latter part of the Plan period. Whilst the Paignton Neighbourhood Plan has not (at the time of writing) been published for consultation, it is considered unlikely that the housing requirement for Paignton can be realistically met without development at Collaton St Mary.</p> <p>Following the public consultation in October-November 2014 a further consultation on access arrangements took place between December 2015-January 2016. A longer period for comments than the legally required 4 weeks was given, to take into account the Christmas period. Whilst this consultation was limited to access matters, the broader issues raised relating to flooding, ecology etc have also been taken into account in finalising the Masterplan.</p> <p>Members may recall previous planning proposals for major residential development on the 'Car Boot Sale' site, which is in the masterplan area. The Council refused these proposals, but officers are aware of further work – by a number of landowners and developers – to bring forward development proposals for sites in the masterplan area. It is important to have an adopted masterplan in place to help secure the best outcomes possible.</p> <p>It is worth noting that the masterplan has already provided a very good basis for discussion and negotiation on the planning application submitted for the Torbay Motel site, at the western end of Collaton St Mary.</p>
<p>4.</p>	<p>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</p> <p>The SPD builds upon and adds detail to policies set out in the Local Plan. Specifically this SPD will facilitate growth which supports a Prosperous and Healthy Bay through the provision of sustainable and high quality development. Development delivered in line with the principles set out in the Masterplan will assist the Council in meeting its rolling five year housing supply, provide a well-connected and diverse living environment to support growth, and improve accessible natural greenspace.</p>
<p>5.</p>	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>All persons in Torbay will be affected directly and indirectly by new growth at Collaton St. Mary. The area is strategically important in terms of the new Local Plan's strategy for sustainable growth in Torbay. For this reason, masterplan preparation has included consultation with statutory consultees as well as other interested stakeholders from the Council's Local Plan Consultee Database.</p> <p>The affected area lies in Paignton and will have a greater direct impact on Paignton residents and businesses, therefore additional consultation has been undertaken with a range of selected stakeholders in the form of specific workshops and meetings, to include businesses, residents, members of the Paignton Neighbourhood Forum, the local Community Partnerships and landowners.</p> <p>There are local objectors to the Masterplan, including Paignton Neighbourhood Forum and the "Combination" of Collaton St Mary Residents' Association/ Collaton Defence</p>

	<p>League. These organisations were represented at the Local Plan Examination in November 2014, and their objections to the principle of development were considered through the Local Plan Examination and subsequent Modification process.</p>
<p>6.</p>	<p>How will you propose to consult?</p> <p>Extensive consultation has been undertaken in accordance with the Town and Country Planning Regulations 2012. The production of SPDs is a statutory process and consultation requirements are prescribed in the Town and Country Planning (Local Planning) (England) Regulations 2012 [as Amended], in the context of supporting primary legislation. Further guidance is set out in the Council's Statement of Community Involvement. A variety of methods of public participation have been used, detailed in the accompanying Public Participation Statement and the Masterplan document itself. There has been a considerable emphasis on bottom-up community engagement, with the Paignton Neighbourhood Forum playing a key role in the community consultation.</p> <p>Workshops were held in April 2014, by the Council's appointed consultants, Stride Treglown as part of their preparation of the draft Masterplan. Following publication of this, public consultation on the Masterplan was carried out between 27 October 2014 and 24 November 2014. A further consultation on access options took place between 4 December 2015- 8th January 2016. This was a week longer than the statutory 4 weeks to allow for the Christmas break. The representations received and the Council's response are set out in Appendix 3: Public Participation Statement.</p> <p>Note that this consultation is in addition to the consultations of the Local Plan and its Modifications. It is this development plan that established the principle of development at Collaton St Mary.</p> <p>Following Adoption of the SPD, the Council is required to publish an Adoption Statement and notify those persons who requested to be notified of its adoption, that this has happened. This needs to be carried out in a timely manner, in accordance with guidance in the Regulations.</p>

Section 2: Implications and Impact Assessment

7. **What are the financial and legal implications?**

The Masterplan will be adopted within the legal framework of the Town and Country Planning Regulations 2012 to become a Supplementary Planning Document which would give it statutory weight as a material consideration when making planning decisions.

However, the Future Growth Area is identified in the Adopted Torbay Local Plan, which has greater weight as part of the development plan.

The provision of new homes (shelter) will contribute to the reduction in levels of deprivation and affordable housing. This will be augmented by healthy place-making principles which form a fundamental philosophy of the Masterplan (promoting physical activity, healthy homes, mixed and balanced communities, quality green space). Development proposals in this area will provide opportunities for income generation for provision of community facilities and infrastructure via S106 Agreements/ Community Infrastructure Levy and award of New Homes Bonus (NHB).

However the financial benefits are not the motivation for the area being promoted for development. The Council is required to meet its housing requirement and to maintain a five year supply of deliverable dwellings.

8. **What are the risks?**

The importance of adopting the Masterplan as an SPD has been outlined in this Report, including at para 1.7. If the document is not adopted as SPD, the Council will be less able to influence planning applications which come forward in this area and therefore less likely to secure the principles and associated benefits contained within the Masterplan.

It is noted that Paignton Neighbourhood Forum has objected to the Masterplan and could in principle promote alternative sites. However, Officers' view is that it would not be possible to meet the Local Plan's housing requirement without development at Collaton St Mary.

Should the Local Planning Authority (i.e. Torbay Council) not be able to demonstrate a five year supply of deliverable housing sites, development plan policies for the supply of housing cannot be considered up to date (NPPF paragraph 49). This will affect development throughout Torbay.

9. **Public Services Value (Social Value) Act 2012**

The production of the Masterplan has utilised a specialist multi-disciplinary consultant team to produce the document in conjunction with technical input from Council officers and stakeholders (e.g. through consultation and engagement). The contract for this work was based on an existing framework agreement.

10.	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>The National Planning Policy Framework requires local planning authorities to ensure that plan preparation is informed by an up-to-date, relevant and proportionate evidence base. Torbay Council has prepared wide range of studies for this purpose, both individually and jointly with other organisations, to inform Local Plan preparation. These documents have also been utilised to inform preparation of the Collaton St. Mary Masterplan.</p> <p>Evidence and data has been drawn from a wide range of sources. (See supporting information relating to the new Torbay Local Plan for further information of those sources). In particular the land at Collaton St Mary was identified as being suitable for development in the 2008 and 2013 Strategic Housing Land Availability Assessments (SHLAAs) and the (then) Core Strategy Options Consultation in 2009.</p>
11.	<p>What are key findings from the consultation you have carried out?</p> <p>See 6. above. Extensive consultation has influenced the proposals contained within the Masterplan relating to all matters, including all details, guidance and principles which are outlined for future development at Collaton St. Mary.</p> <p>A detailed series of consultations was carried out prior to a formal consultation stage on the draft Masterplan. This included stakeholder workshops and meetings as well as numerous public exhibitions, an online survey supported by promotion of such events to consultees and the wider public. This meant that the draft Masterplan has had a high degree of community engagement and the proposals which it contained were heavily influenced through the ‘bottom-up’ masterplan preparation process.</p> <p>This is in addition to consultation on the Local Plan, which proposes the area as a Future Growth Area.</p> <p>It is acknowledged that there are outstanding objections to the principle of development of Collaton St Mary. However, the principle of development has already been established by the Local Plan.</p> <p>The Masterplan has informed the development of the Local Plan by reducing the quantum of development from 836 dwellings (in the Submission Local Plan) to 460 dwellings (Replacement Main Modification 10). This was in response to the consultants’ view of the likely capacity of the village taking into account residents’ and other concerns. Therefore the Masterplans and community consultation have had a major impact on shaping development in the area.</p> <p>In response to the further consultations on the Masterplan (both the October 2014 consultation and December 2015 access consultation), a number of relatively minor changes are recommended to the final Masterplan. These are set out in Appendix 3.</p> <p>Main changes to the Masterplan.</p> <p>In terms of the access consultation, Option 2 (reduced highway infrastructure</p>

	<p>crossing the meadow) has significant environmental benefits over the other options and is recommended for incorporation into the masterplan.</p> <p>This entails that the access road proposed to cross the meadow west of Stoke Road is deleted and replaced with a pedestrian/cycle access. This may be a raised timber structure or floodable permeable structure. The meadow should be protected and enhanced as a flood plain and part of the greater horseshoe bat flight path/foraging area. Whilst public access over the meadow may be permitted, this should not be at the expense of meadow's floodplain and biodiversity habitats. Should it become available for development, Ocean BMW can be developed as a standalone local centre, and should also incorporate improved flood resilience.</p> <p>Access to new development on the south of Totnes Road should be via Torbay Motel, Lower Blagdon Farm and Woodlands. These are known to be available. Similar alternative accesses could be considered should they be available, but a proliferation of accesses onto Totnes Road must be avoided.</p> <p>Whilst improving the junction with Stoke Road remains an aspiration, additional road infrastructure on the meadow are likely to increase flood risk and impact on the greater horseshoe bat corridor. Of the two options, Option 4 which has a standalone road around part of the east of the meadow is less harmful in terms of the bat corridor, but is still likely to have an impact on flooding which would need to be mitigated. Such a scheme or similar junction improvement could be brought forward independently of the new housing development shown in the masterplan.</p>
12.	<p>Amendments to Proposal / Mitigating Actions</p> <p>See comments above (11), Appendix 3, Public Participation Statement and supporting documents on the website for schedule of changes at www.torbay.gov.uk/masterplans .</p>

Equality Impacts

13	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	<p>The Masterplan delivers further guidance regarding facilitating acceptable developmental growth in accordance with the new Adopted Torbay Local Plan 2012-30 "A landscape for success" (new Torbay Local Plan hereafter). The new Local Plan contains various Policies that specifically support the needs of older and younger people. The Masterplan will help deliver objectives set out in Local Plan Policies SS12 Housing, H1 Applications for new homes, H2 Affordable Housing, H3 Self-build affordable housing and exception sites, H6 Housing for people in need of care, SC3 Education, skills and local labour, SC5 Child poverty, and SS11 Sustainable Communities.</p>		
People with caring Responsibilities			No differential impact
People with a disability	<p>The Masterplan delivers further guidance regarding facilitating acceptable development in accordance with the new Torbay Local Plan. The new Torbay Local Plan contains various Policies that specifically support the needs of people with a disability. The</p>		

	Masterplan will help deliver objectives set out in Local Plan Policies SS12 Housing, H1 Applications for new homes, H2 Affordable Housing, H3 Self-build affordable housing and exception sites and H6 Housing for people in need of care.		
Women or men			No differential impact
People who are black or from a minority ethnic background (BME) (<i>Please note Gypsies / Roma are within this community</i>)	<p>The Masterplan delivers further guidance regarding facilitating acceptable development in accordance with the new Adopted Torbay Local Plan.</p> <p>The Masterplan will help deliver objectives set out in Local Plan Policies SS11 Housing and H1 Applications for new homes.</p>		
Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No significant effect
People who are in a marriage or civil partnership			No significant effect
Women who are pregnant / on maternity leave			No significant effect
Socio-economic impacts (Including impact on child	The Masterplan delivers further guidance regarding facilitating		

<p>poverty issues and deprivation)</p>	<p>acceptable developmental growth in accordance with the new Torbay Local Plan. The new Torbay Local Plan contains various Policies that specifically address socio-economic impacts. The Masterplan will help deliver objectives set out in Local Plan Policies SS2 Future Growth Areas, SS4 Economy and employment, SS11 Sustainable Communities, SS12 Housing, H1 Applications for new homes, H2 Affordable Housing, H3 Self-build affordable housing and exceptions sites, H6 Housing for people in need of care, SC3 Education, skills and local labour, SC5 Child poverty and ES1 Energy.</p>		
<p>Public Health impacts (How will your proposal impact on the general health of the population of Torbay)</p>	<p>The Masterplan has been drawn-up with health as a key factor in defining the brief and it is expected that health will be positively affected through the development of quality green infrastructure, new homes for mixed and balanced communities, high quality employment and opportunities to undertake physical activity as part of normal life. In addition, the Masterplan delivers further guidance regarding facilitating acceptable developmental growth in accordance with the new Torbay Local Plan. The new Torbay Local Plan, contains various Policies</p>		

	<p>that specifically address public health impacts. The Masterplan will help deliver objectives set out in Local Plan Policies SS2 Future Growth Areas , SS4 Economy and employment, SS8 Natural environment, SS9 Green infrastructure, SS11 Sustainable Communities, SS12 Housing, H1 Applications for new homes, H2 Affordable Housing, H3 Self-build affordable housing and exceptions sites, SC1 Healthy Bay, H6 Housing for people in need of care, SC3 Education, skills and local labour, SC4 Sustainable Food production, SC5 Child poverty and ES1 Energy. The Local Plan and Masterplan require development proposals to undertake Health Impact Assessment to help further understand and inform planning applications for the Collaton St Mary area.</p>			
<p>14</p>	<p>Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>The guidance and principles contained within the Masterplan add further detail to the new Torbay Local Plan and together set a framework for sustainable development at the Collaton St. Mary Future Growth Area, including the provision of new homes, local centre, and the protection and enhancement of the environment. The Masterplan also embraces corporate priorities. Where changes are made in Council wide policy, those with spatial implications, including Council-led development, has to be in accordance with the policies of the Adopted Local Plan. The Masterplan SPD provides guidance on the implementation of the Local Plan and is a material consideration when determining planning applications, but does not form part of the development plan. The development management process should help to reinforce the positive impact of development and ensure mitigation of any harmful impacts.</p> <p>Whilst the development of Collaton St Mary provides the opportunity for developer contributions through</p>		

		<p>S106/S278 Agreements as well as New Homes Bonus, the development is not being promoted for financial considerations. Planning obligations will be necessary to address flooding, highways and ecological impacts as well as providing social and recreational infrastructure to meet the needs of residents.</p> <p>The maintenance of a five year supply of deliverable housing land is a critical planning consideration. Without a five year supply, the Council has much less power to influence planning decisions within Torbay.</p>
15	<p>Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>The guidance and principles contained within the Masterplan add further detail to the new Torbay Local Plan and together set a framework for sustainable development at the Collaton St. Mary Future Growth Area including the provision of new homes, local centre, and the protection and enhancement of the environment. The Masterplan also embraces corporate priorities.</p> <p>Where changes are made across other public services, those with spatial implications have to be in accordance with the policies of the adopted Local Plan and the Masterplan SPD. The development management process should help to reinforce the positive impact of development and ensure mitigation of any harmful impacts.</p>