

Transformation and Sustainability

**SHEFFIELD LOCAL PLAN
(FORMERLY SHEFFIELD
DEVELOPMENT FRAMEWORK)**

CITY POLICIES AND SITES
Pre-Submission Draft

SUSTAINABILITY APPRAISAL REPORT

*Development Services
Sheffield City Council
Howden House
1 Union Street
SHEFFIELD
S1 2SH*

February 2013

CONTENTS

Section	Contents	Page
1	Non-Technical Summary	1
2	Introduction	8
3	Background and Context of Sustainability Appraisal	12
4	Sustainability Appraisal Methodology	25
5	Principles for Carrying out Sustainability Appraisal	31
6	Development of Issues and Options	36
7	Policies and Site Allocations	37
8	Implementation	58
9	Conclusion and Next Steps	61

Technical Appendices

Available here: <http://www.sheffield.gov.uk/planning-and-city-development/planning-documents/local-plan/city-policies-and-sites/sustainability-appraisal-report-2013.html>

Appendix 1	Sustainability Appraisal Objectives and Criteria for Evaluation
Appendix 2	Sustainability Appraisal of the Sheffield Local Plan Aims and Objectives
Appendix 3a	Sustainability Appraisal Matrices – City Policies
Appendix 3b	Sustainability Appraisal Matrices – City Site Allocations
Appendix 4	Sustainability Baseline and Scoping Report
Appendix 5	Relevant Plans, Strategies and Programmes
Appendix 6	Baseline Data
Appendix 7	Analysis of Baseline Characteristics
Appendix 8	Comments on the Sheffield Local Plan Baseline and Scoping Report
Appendix 9	Baker Associates Evaluation of Sustainability Appraisal of City Policies and City Sites Preferred Options (July 2007) and Core Strategy (2007)
Appendix 10	Sheffield Local Plan Monitoring Indicators
Appendix 11	Appropriate Assessment

TABLES

1	Stages within the Sustainability Appraisal Process	10
2	Sheffield Local Plan Vision, Challenges and Objectives	15
3	Summary of Sustainability Implications of the Sheffield Local Plan Vision and Objectives	20
4	Signposts to where requirements of the SEA Directive have been fulfilled	29
5	Summary of the Main Sustainability Impacts of Policies	38
6	Summary of the Main Sustainability Impacts of Site Allocations	42
7	Significant Effects of Implementing the Plan	49
8	Mitigation Measures	55

1. NON-TECHNICAL SUMMARY

Introduction

- 1.1 The purpose of this non-technical summary is to summarise the main findings of the Sustainability Appraisal carried out on the City Policies and Sites document of the Sheffield Local Plan (formerly Sheffield Development Framework (SDF))¹. The methodology is the same as that already used for the Core Strategy and parts of this report outline the same process. However, this report deals with the specific implications for the development of development management policies and site allocations.
- 1.2 The aim of Sustainability Appraisal is to promote sustainable development through the integration of environmental, social and economic considerations into the preparation of planning documents. Sustainability appraisal of Local Plan documents is required by Government, to ensure that plans contribute to the statutory objective of contributing to the achievement of sustainable development². In addition to this, EU legislation requires that Strategic Environmental Assessment is carried out for Local Plans. Both of these requirements are combined in this report.
- 1.3 Preparation of the SA of the City Policies and Sites document has involved two key stages:
 - Production of a Baseline and Scoping Report which was published in 2005. This identified the key sustainability issues facing Sheffield.
 - Production of this Sustainability Appraisal Report, which demonstrates that the process of Sustainability Appraisal (incorporating the requirements of the EU Directive on Strategic Environmental Assessment) has been carried out properly, and highlights the findings of this process.

Twenty sustainability objectives have been used to appraise the likely significant effects of the City Policies and Sites document. The objectives cover a range of themes, including environmental, social and economic, and aim to ensure that likely effects of implementing the plan are considered. The main impacts identified through the Sustainability Appraisal process are shown in the table below (and Table 8 in the main body of the report).

- 1.4 Each policy and allocation site included in the City Policies and Sites document has been assessed, along with alternative approaches, against the sustainability objectives, and conclusions made about the likely impacts. This process has contributed significantly to the scope of the sites and policies included in the document. The full appraisal matrices for these are included in Appendices 3a and 3b.

¹ The Sheffield Development Framework (SDF) is now called the Sheffield Local Plan, following the publication of the National Planning Policy Framework. However in this report, some references to the SDF remain, where they relate documents previously published by the Council.

² Planning and Compulsory Purchase Act, 2004, chapter 39

- 1.5 Crucially, the SA report also considers whether there are any measures which could be taken to better support the principles of sustainable development, and mitigate any adverse impacts of carrying out development on the sites, or adverse impacts arising from implementation of the policies set out in the City Policies and Sites document. Examples identified through this process include flood alleviation measures, and developer contributions to education, provision of replacement open space and public transport improvements.

Statement of Likely Significant Effects of the Plan

- 1.6 The City Policies and Sites document flows from the Core Strategy and its vision and objectives. Its policies supplement those in the Core Strategy in two ways. Firstly by informing the development management process with policies to help to answer the question ‘What do I need to do to get planning permission?’ Secondly by showing the implications of the spatial policies of the Core Strategy through policy areas and site allocations that can be presented on the Ordnance Survey base of the Proposals Map.
- 1.7 The main purpose of the City Policies and Sites document is to give detailed guidance on how and where development will happen in Sheffield. The impacts identified through Sustainability Appraisal therefore reflect this level of detail and are used to ensure that policies are developed which minimise negative impacts, and maximise positive impacts. Sites to be allocated for development are appraised in detail, and any conditions on development reflect measures to ensure sustainable outcomes.
- 1.8 The table below is reproduced from table 8 in the main report and highlights what the likely significant effects of the document will be on the 20 sustainability objectives.

Sustainability Objective	Impacts
1. A strong economy with good job opportunities available to the whole community	<ul style="list-style-type: none"> • Site allocations to ensure sufficient land to meet the needs of business over the plan period • Site allocations in locations identified in the Core Strategy as being key locations for business • Policy seeks to support quality development in the City Centre which provides a positive environment for investment • Support for retail development in the City Centre and District and Local Centres will retain/create jobs in these accessible locations

<p>2. Education and training opportunities which build the skills and capacity of the population</p>	<ul style="list-style-type: none"> • Some areas are identified where site allocations for new housing could exceed the capacity of local schools. Developer contributions and/or funding would be required to partially mitigate this impact
<p>3. Decent housing available to everyone (including vulnerable people and disadvantaged groups)</p>	<ul style="list-style-type: none"> • Site allocations to ensure sufficient land to meet housing requirements over the plan period • Policies included will result in good living environments, for example through ensuring sufficient open space, good design, accessibility to shops and services, and house types that meet a range of needs
<p>4. Conditions and services which engender good health</p>	<ul style="list-style-type: none"> • Policy related to open space that aims to ensure sufficient provision will increase the opportunity to pursue recreation and leisure activities and make a positive contribution to health • Ensuring sites allocated for housing are not close to incompatible uses such as heavy industry will help to engender good health • Promotion of more sustainable travel methods will encourage physical activity • Protection for the Green Belt and green network ensures retention of open spaces which are found to be beneficial to physical and mental health
<p>5. Safety and security for people and property</p>	<ul style="list-style-type: none"> • Policies to ensure that design of new developments, and roads and streets considers safety and security • Allocations for new housing take into account flood risk, and will incorporate flood mitigation measures where necessary to ensure that new development is not at risk of flooding
<p>6. Good cultural, leisure and recreation facilities available to all</p>	<ul style="list-style-type: none"> • Site allocations to improve leisure provision in the City Centre, such as new open spaces • Policies support provision and retention of community facilities which can provide local access to culture, leisure and recreation • Site allocations score positively which have good access by public transport which is likely to ensure that hubs offering cultural, leisure and recreation facilities are accessible • Protection for the Green Belt and green network and provision of open spaces ensures outdoor leisure and recreation is supported

<p>7. Land use patterns that minimise the need to travel or which promote the use of sustainable forms of transport</p>	<ul style="list-style-type: none"> • Many site allocations for residential and employment uses in locations which are highly accessible • Site allocations for office use focussed in the City Centre and other locations which are widely accessible by public transport, which encourages sustainable travel • Supporting District and Neighbourhood Centres ensures provision of facilities locally which people can access by foot
<p>8. An efficient transport network which maximises access and minimises detrimental impacts</p>	<ul style="list-style-type: none"> • Policies for movement and sustainable transport ensure that new development makes best use of sustainable transport options • Policy to protect and improve the green network will make cycling and walking a more attractive prospect in many areas • Locating many site allocations for high density employment uses in the City Centre will have strong benefits for the transport network by ensuring that new developments are much more accessible due to their centrality • Large site allocations have been identified which will need to put measures in place to minimise effects on the transport network, for example through travel planning
<p>9. Efficient use of land which makes good use of previously developed sites and buildings</p>	<ul style="list-style-type: none"> • Strong emphasis on allocation of brownfield sites for new development
<p>10. A quality built environment</p>	<ul style="list-style-type: none"> • Policies included to ensure high quality design in new developments • Policies included to ensure appropriate development in relation to the historic environment • A range of policies will ensure that design new development better meets the needs of all users, and incorporates measures to improve safety and security
<p>11. Historic environment protected and enhanced</p>	<ul style="list-style-type: none"> • Policies included to ensure appropriate development in relation to heritage assets • Sites identified which may have an impact on the protected historic environment • Distinctive characteristics of City Centre quarters relating to the historic context are identified

12. Quality of natural landscapes maintained and enhanced	<ul style="list-style-type: none"> • A strong policy presumption in favour of protecting quality natural landscapes, particularly the Green Belt • Policies in place to protect and improve natural landscapes such as green links within the urban area
13. Wildlife and important geological sites conserved and enhanced	<ul style="list-style-type: none"> • Policies which protect, provide or improve the Green Belt, green network and open spaces will have a positive impact on wildlife habitats • Sites which may impact on habitats are identified, and mitigation measures will be required as part of development proposals
14. Soil resources conserved	<ul style="list-style-type: none"> • Strong emphasis on allocation of brownfield sites for new development which reduces the need to develop greenfield sites and conserves soil quality
15. Water resources protected and enhanced	<ul style="list-style-type: none"> • Policy to minimise the impacts of pollution stresses the importance of preventing adverse effects of pollution to watercourses, ponds, lakes, reservoirs or groundwater • Policy relating to water within the landscape includes a range of measures to protect and enhance waterways and watercourses
16. Air pollution and greenhouse gas emissions minimised and a managed response to the effects of climate change	<ul style="list-style-type: none"> • Site allocations in accessible locations will reduce the need to travel and/or enable access by sustainable transport modes, therefore reducing emissions caused by traffic • Policy to deal with the impact of new development on trip generation promotes measures to reduce congestion and thus the knock-on effects on air pollution
17. Minimal risk to human life and property from flooding	<ul style="list-style-type: none"> • Site allocations take account of the flood risk of different locations • Policy relating to water in the landscape requires that development near watercourses does not increase flood risk, and should allow for flooding
18. Prudent and efficient use of energy and mineral resources	<ul style="list-style-type: none"> • Increased development will inevitably lead to increased energy consumption, which will partly be met by Core Strategy requirements for production of renewable energy. This may be limited by the impact on certain assets such as conservation areas

19. Minimal production of waste and the reuse, recycling and recovery of waste maximised	<ul style="list-style-type: none"> • Policy setting out requirements for waste management takes account of priorities for recycling and recovering waste • Policy setting out guidelines for design quality requires that new development should include space and facilities to enable recycling and composting
20. Efficient use of physical infrastructure	<ul style="list-style-type: none"> • Site allocations are concentrated in existing urban areas, and on previously developed sites where infrastructure is likely to already be in place • Some potential problems of exceeding capacity where development is concentrated around areas with existing capacity issues. Policy to prioritise Community Infrastructure Levy and other developer contributions towards infrastructure highlights transport infrastructure as a priority

Statement on the Difference the Process Has Made to Date

- 1.9 The Sustainability Appraisal tested the options presented in the Emerging Options, Preferred Options, and draft stages of the City Policies and City Sites documents, and those now included in the combined Pre-Submission Draft document, for their likely significant environmental, social and economic effects. In general, the most sustainable policy approach has been carried forward. Where necessary, mitigation measures have been proposed, as well as ways in which positive impacts can be enhanced. A large number of changes to the detailed wording of policies and proposals have been made at each stage and some of these flow directly from the Sustainability Appraisal. In the Pre-Submission document, further changes have also been made to introduce additional market flexibility reflecting the Government’s economic growth priority.
- 1.10 Policies and site allocations tend to score well, or have no impact, on most sustainability objectives. However, it is also important to note that policies and sites may have been taken forwards for other reasons. The Sheffield Local Plan fits into a hierarchy of planning documents, and is therefore influenced by Government policy, which has also been subject, in some cases, to some form of Sustainability Appraisal. In addition, the adopted Core Strategy sets out the spatial principles which guide this document, and has itself been subject to Sustainability Appraisal. The City Policies and Sites document needs to be consistent with national policy, as well as the Core Strategy, and therefore there are constraints on the direction which some policies take.

Next Steps

- 1.11 This version of the Sustainability Appraisal Report and Matrices accompanies the Pre-Submission Draft City Policies and Sites document. Comments on the Appraisal Report may be made during the Pre-Submission Consultation.

How to Comment on the Sustainability Appraisal Report

- 1.12 The City Council would welcome views on any aspects of this report. In particular, responses to the following questions would be useful:
- (a) Are there any significant effects that you think have not been identified?
 - (b) Are statements about the likely effects of the document accurate?
 - (c) Has the Sustainability Appraisal process been carried out in a clear and understandable way?

- 1.13 You can send us your views on this document by one of two methods:
- Online consultation – this allows you to connect your comments with the document and send your views directly to us at www.sheffield.gov.uk/sdfconsult
 - By e-mail or writing to us.

Where to view material

- 1.14 All documents can be viewed or downloaded on the Council's website: www.sheffield.gov.uk/sdfconsult

2. INTRODUCTION

Purpose of Sustainability Appraisal

- 2.1 Sustainability Appraisal is a requirement under Regulation 39 of the Town and Country Planning (Local Development) (England) Regulations, 2004, for Local Development Documents that comprise a Local Development Framework (LDF) (now called Local Plan under the National Planning Policy Framework). It incorporates the requirement under European Directive 2001/42/EC for a 'Strategic Environmental Assessment' (SEA).
- 2.2 European Directive 2001/42/EC requires Strategic Environmental Assessment (SEA) to be carried out on a range of plans and programmes including Local Plans. SEA is the process of systematically assessing strategic policies, plans and programmes, to ensure that significant environmental effects that might arise from them are identified. Once identified, these effects are then communicated to decision-makers, mitigated and monitored. It is also a key requirement of the SEA process that opportunities for public involvement are provided. This document conforms to these requirements. Table 4 signposts clearly where these requirements have been met during the sustainability process, both in this Sustainability Appraisal report and its appendices, and in other, earlier documents.
- 2.3 Sustainability Appraisal can be broadly defined as:
- 'the formal, systematic and comprehensive process of evaluating the environmental, social and economic effects of a policy, plan or programme, or its alternatives, including the preparation of a written report on the findings of that evaluation, and using the findings in publicly accountable decision-making.'*³
- 2.4 This Sustainability Appraisal Report outlines the process and results of Sustainability Appraisal carried out on the City Policies and Sites development plan document which forms part of the Sheffield Local Plan. The Sheffield Local Plan is the term used for the Local Plan which is being prepared following changes to planning legislation in 2004, and to the national planning framework in 2012. The City Policies and Sites document has two main roles, firstly to set out policies for the development management process, and secondly to allocate land for specific uses to ensure that there is sufficient supply to meet needs.
- 2.5 The Government states that the purpose of Sustainability Appraisal is to *'promote sustainable development through the integration of social, environmental and economic considerations into the preparation of ... Development Plan Documents'*⁴. It is an iterative process, which identifies

³ Adapted from a definition of 'Strategic Environmental Assessment' in Therivel, R. et al (1992) 'Strategic Environmental Assessment', London, Earthscan

⁴ Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, ODPM, 2005

and reports on the likely significant effects of the plan and the extent to which the implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined.

- 2.6 One of the key functions of Sustainability Appraisal is to illustrate the benefits and risks of different development options and policy choices to enable a transparent decision making process. This should facilitate effective public consultation on alternative courses of action, and ultimately help to justify why specific options were chosen against others.
- 2.7 The term ‘sustainable development’ has been commonly used since the early 1990’s, growing in importance since the Earth Summit in Rio de Janeiro in 1992. There are numerous definitions of sustainable development. The most widely used international definition is:

‘Development which meets the needs of the present without compromising the ability of future generations to meet their own needs’⁵

- 2.8 The Government’s Sustainable Development Strategy (2005)⁶ summarises sustainable development as that which enables people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations. This should be pursued in ways that produce:

- A sustainable, innovative and productive economy that delivers high levels of employment; and
- An equal and inclusive society which promotes successful communities and personal well-being.

But this must be done in ways which:

- Protect and enhance the physical and natural environment; and
- Use energy and resources as efficiently as possible.

- 2.9 Clearly, the planning system has an important role to play in promoting and enabling sustainable development, particularly through the plan making process. The legislation states that the function must be exercised with the objective of contributing to the achievement of sustainable development⁷.

- 2.10 In addition to SEA, the Government requires a Sustainability Appraisal of Local Plans to ensure that plans are balanced and integrate environmental, social and economic objectives to secure the best overall outcome for the area. Both processes are incorporated into this document and are referred to by the single term Sustainability Appraisal.

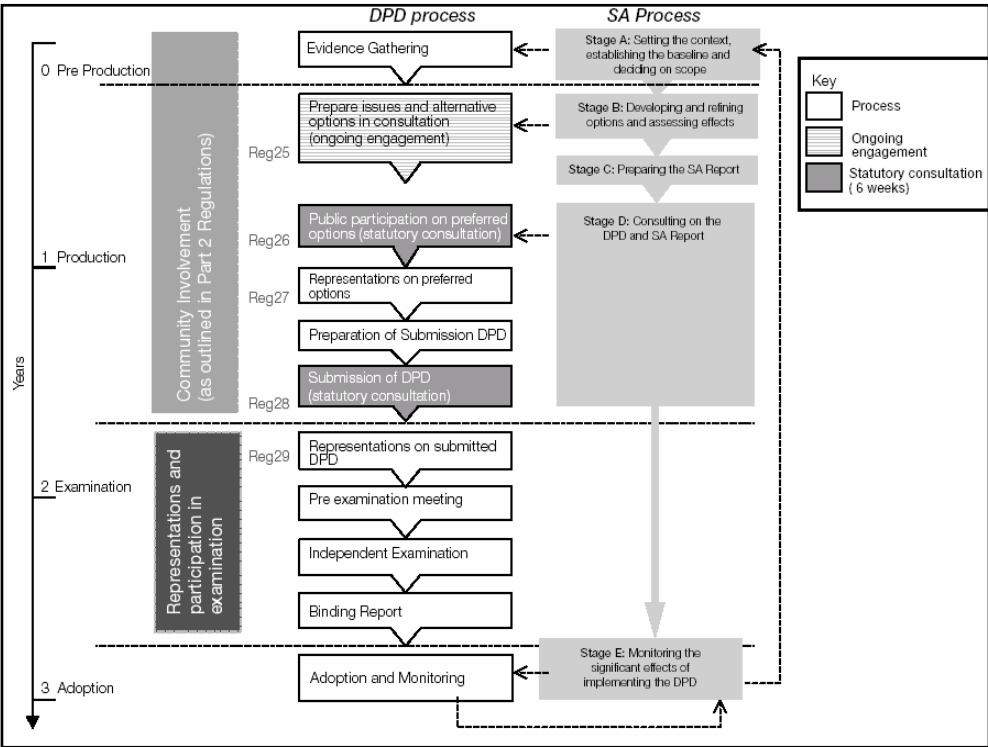
⁵ From ‘The Bruntland Report’ – Bruntland, G. (Ed) (1987) ‘Our Common Future: The World Commission on Environment and Development’ Oxford, Oxford University Press

⁶ UK Sustainable Development Strategy, DEFRA, 2005

⁷ Planning and Compulsory Purchase Act, 2004, chapter 39

- 2.11 Screening carried out in association with Natural England confirmed that there is no requirement to carry out an **Appropriate Assessment** of the Sheffield Local Plan under the ‘Conservation (Natural Habitats, etc.) (England and Wales) Regulations’. This confirmation is provided in Appendix 11.
- 2.12 Production of Local Plans and the Sustainability Appraisal process are carried out in tandem, with appraisal at different stages to influence policy direction and decision making. Figure 1 below shows at which points the two processes are linked.

Figure 1 The Process for Preparing the Core Strategy and Sustainability Appraisal (Reproduced from ‘Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents’ Figure 4)



2.13 Chapter 4 on methodology will explain the process above in greater detail.

Table 1 Stages within the Sustainability Appraisal Process

Sustainability Appraisal Process		Where and When
Stage A	Setting the Context, Objectives, Baseline and Scope	Local Plan Baseline and Scoping Report – June 2005
Stage B	Developing and Refining Options and Assessing Effects	City Policies and City Sites Emerging Options – appraisal and consultation to Spring 2006

Sustainability Appraisal Process		Where and When
		City Policies and City Sites Preferred Options – appraisal and consultation to Summer 2007 ----- City Policies and Sites document – appraisal to Summer 2010
Stage C	Preparing the Sustainability Appraisal Report	Appraisal of Preferred Options – Summer 2007 ----- Appraisal of draft document – to Summer 2010
Stage D	Reporting and Consultation	City Policies and City Sites Preferred Options Sustainability Appraisal Report, June 2007 ----- Draft City Policies and Sites Sustainability Appraisal Report, Summer 2010 ----- This report
Stage E	Monitoring	Future

2.14 Technical appendices containing subsidiary information to this report are published as separate documents. Due to the length of some of these documents, they are available for downloading on the Sheffield City Council website at the following link: www.sheffield.gov.uk/SDFconsult

3. BACKGROUND AND CONTEXT OF SUSTAINABILITY APPRAISAL

- 3.1 Sustainability Appraisal has been carried out in parallel with production of the Local Plan documents. This chapter sets out the context for carrying out Sustainability Appraisal in Sheffield specifically. National guidance on the procedure for carrying out Sustainability Appraisal was followed; however the process was tailored to reflect the particular circumstances of Sheffield.
- 3.2 The scope of the Sustainability Appraisal process for the Local Plan, along with an initial description of the environmental, social and economic baseline in Sheffield, and identified links from the Local Plan to other plans, policies and programmes was set out in the Baseline and Scoping Report which was published in June 2005. The environmental consultation bodies⁸ provided feedback on this report, and their comments have been taken into account in the production of this report. These comments, as well as our responses, are contained in Appendix 8.

Sustainability Appraisal Objectives

- 3.3 The Sheffield Local Plan Baseline and Scoping Report outlined the methodology for carrying out Sustainability Appraisal of the Local Plan options and documents. 20 sustainability objectives were identified, which cover a broad range of environmental, social and economic issues, some of which have since been further developed. List 1 below lists the up-to-date wording of these objectives. A full list of criteria used to assess these is included in Appendix 1. These objectives are different from the Local Plan objectives set out in Table 2 below, as they are designed to assess Local Plan proposals and not merely repeat Local Plan strategy. The objectives relate to the vision for the city.

List 1 Sustainability Objectives

1. A strong economy with good job opportunities available to the whole community
2. Education and training opportunities which build the skills and capacity of the population
3. Decent housing available to everyone (including vulnerable people and disadvantaged groups)
4. Conditions and services which engender good health
5. Safety and security for people and property
6. Good cultural, leisure and recreation facilities available to all
7. Land use patterns that minimise the need to travel or which promote the use of sustainable forms of transport
8. An efficient transport network which maximises access and minimises detrimental impacts
9. Efficient use of land which makes good use of previously developed sites and buildings

⁸ English Heritage, English Nature, the Environment Agency and the Countryside Agency at that time

10. A quality built environment
11. Historic environment protected and enhanced
12. Quality natural landscapes maintained and enhanced
13. Wildlife and important geological sites conserved
14. Soil resources conserved
15. Water resources protected and enhanced
16. Air pollution and greenhouse gas emissions minimised and a managed response to the effects of climate change
17. Minimal risk to human life and property from flooding
18. Prudent and efficient use of energy and mineral resources
19. Minimal production of waste and the reuse, recycling and recovery of waste maximised
20. Efficient use of physical infrastructure

Other Plans, Policies and Programmes

- 3.4 The SEA directive requires that consideration is given to the relationship of the plan to other relevant plans and programmes. The Local Plan links to and is influenced by, a number of other plans, programmes and policies. In addition to this, the scope of influencing policies and programmes also gives the context to the overall Local Plan vision and objectives, which often seek to put these into a spatial form.
- 3.5 When setting the context for Sustainability Appraisal of the Local Plan, a review of relevant plans, policies and programmes, which might influence the Local Plan process, was carried out. A full list of these is included in Appendix 5. This includes notes on likely implications of each document on the Local Plan documents and Sustainability Appraisal process as well as any relevant environmental protection objectives required by the SEA directive.
- 3.6 National policy requirements have strongly influenced policies for the City Policies and Sites development plan document. Local documents and strategies also fed into the development of policies. For example Housing Market Renewal Masterplans and Neighbourhood Development Frameworks provided a significant influence on identifying potential locations for housing development in draft stages of the document.
- 3.7 In relation to City Policies and Sites document, some of these plans, policies and programmes are particularly relevant. For example, the Local Transport Plan will be a key document in terms of gaining finance for transport schemes that are needed to secure the sustainability of some site allocations, particularly those that rely on access to facilities by sustainable modes of transport.

Sheffield Local Plan Objectives

- 3.8 The broad vision for future development is set out in the adopted Core Strategy. This vision is expressed through a range of objectives for the Local Plan, and a spatial vision, strategy and policies, in order to meet challenges identified. The City Policies and Sites document flows from this vision by

providing detailed development guidelines and allocation sites to support strategic objectives. A key element of the Local Plan vision is sustainable development, including renewing the urban areas rather than extending them.

- 3.9 The vision of the Sheffield Local Plan is of transformation and sustainability, through which Sheffield will be a city that will:
- 1) be economically prosperous and attractive to business and new investment and will sustain employment for all those who seek it
 - 2) enrich the Sheffield city region, as the most attractive and sustainable location for regional services, jobs and facilities
 - 3) have attractive, sustainable neighbourhoods where people are happy to live, offering everyone a range of facilities and services
 - 4) provide for opportunities, well-being and quality of life for everyone
 - 5) enable people and goods to move conveniently and by sustainable forms of transport
 - 6) respect the global environment, by reducing the city's impact on climate change and by using resources and designing sustainably
 - 7) prize, protect and enhance its natural environment and distinctive heritage and promote high-quality buildings and spaces.
- 3.10 These goals are closely related to each other and each one depends on the others to achieve the vision of transformation and sustainability. Each is linked to a set of planning objectives, designed to tackle the challenges identified as being important for the Local Plan. Table 2 sets out these objectives in relation to the vision and challenges.
- 3.11 These objectives have been appraised using the same sustainability objectives as the Local Plan documents. The full appraisal is contained in Appendix 2, and the main findings are set out below. The appraisal of the Local Plan objectives highlights occasions where plan objectives directly support sustainability objectives, and also points to one or two cases where there is potential for conflict. This is also a useful way of identifying what will be the cumulative impact of implementing the Local Plan as a whole including the adopted Core Strategy, and City Policies and Sites development plan document.

Table 2 Sheffield Local Plan Vision, Challenges and Objectives

VISION <i>Sheffield will be a city that is both transformed and sustainable, and will:</i>	CHALLENGE	OBJECTIVE	
<i>Be economically prosperous and attractive to business and new investment and will sustain employment for all who seek it</i>	Challenge 1: Economic transformation	1.1	Conditions created for a balanced, diverse and sustainable high-growth economy in the Sheffield city region
		1.2	Provision for modern and high-technology manufacturing and knowledge-based services, including links with the universities and opportunities for the creation of dynamic business clusters
		1.3	Environments created, improved and conserved to attract business investment, including high-technology manufacturing and knowledge-based services
		1.4	Housing provided to support economic transformation and provide for key workers
		1.5	Land provided for education and training facilities for developing a skilled workforce
		1.6	Cultural and leisure facilities and tourism expanded and improved.
<i>Enrich the Sheffield city region, as the most attractive and sustainable location for regional services, jobs and facilities</i>	Challenge 2: Serving the City Region	2.1	The City Centre and complementary areas regenerated as the core location for major expansion of business, shopping, leisure and culture
		2.2	Excellent connections with sub-regional, regional, national and international transport networks.
<i>Have attractive, sustainable neighbourhoods where people are happy to live, offering everyone a range of facilities and services</i>	Challenge 3: Transforming housing markets	3.1	Successful housing markets across all tenures in all areas of the city and increased demand for housing in currently deprived areas
		3.2	Unfit or low-demand housing replaced or improved so that everyone has the opportunity to live in homes that meet at least decency standards.

VISION <i>Sheffield will be a city that is both transformed and sustainable, and will:</i>	CHALLENGE	OBJECTIVE	
	Challenge 4: Successful neighbourhoods	4.1	Vital and successful neighbourhoods sustained, restored or created
		4.2	Local economic and development initiatives promoted at the district and neighbourhood level to support local communities and small businesses
		4.3	Provision at district and neighbourhood level of local community, health, education, training, shopping, open space, leisure and other services and facilities.
<i>Provide for opportunities, well-being and quality of life for everyone</i>	Challenge 5: Opportunities for all	5.1	Investment and renewal directed to neighbourhoods that lack adequate facilities and services or suffer from an unsatisfactory environment
		5.2	The benefits of new development made available to those who are currently excluded or vulnerable
		5.3	Wider choice of housing provided through more mixing of housing types and tenures, to meet the needs of the whole community
		5.4	Workplaces located where they are accessible to all by a range of transport options, including from areas of high unemployment
		5.5	Services located, and buildings and the spaces around and between them inclusively designed, to be safe and safely accessible for all, including disabled people.
	Challenge 6: Promoting health and well-being for all	6.1	A healthier environment, which includes space for physical activity and informal recreation and does not subject people to unacceptable levels of pollution, noise or disturbance
		6.2	A safer and more secure environment, minimising physical hazards and opportunities for crime

VISION <i>Sheffield will be a city that is both transformed and sustainable, and will:</i>	CHALLENGE	OBJECTIVE	
		6.3	Opportunities safeguarded for peaceful enjoyment of urban neighbourhoods and the countryside.
Enable people and goods to move conveniently and by sustainable forms of transport	Challenge 7: Connecting up the city	7.1	Provision for transport and other services to improve accessibility for people getting to work and services
		7.2	Improved access by sustainable transport to areas for economic development.
	Challenge 8: Efficient use of the transport network	8.1	Efficient use of existing transport and also of water, electricity, gas and telecommunications infrastructure
		8.2	Effective and efficient movement around the city, making best use of routes and ensuring development would not increase congestion unacceptably.
	Challenge 9: Reducing the need to travel	9.1	Development located to limit the distances people and goods need to travel, with mixing of land uses and increased opportunities for single journeys to serve several purposes
		9.2	High-density development focussed on the most accessible locations.
	Challenge 10: Supporting sustainable transport	10.1	Improvements to public transport supported and energy-efficient and low-polluting modes of travel given priority
		10.2	Walking and cycling encouraged by design of places and routes and by the location of facilities
		10.3	New development that generates significant trips carried out only in areas accessible by a choice of sustainable forms of transport.

VISION <i>Sheffield will be a city that is both transformed and sustainable, and will:</i>	CHALLENGE	OBJECTIVE	
Respect the global environment, by reducing the city's impact on climate change and by using resources and designing sustainably	Challenge 11: Sustainable design and development	11.1	Developments laid out, designed and constructed to minimise carbon emissions and other harmful impacts on the climate and local environment, to reduce obsolescence, to use energy efficiently and to work with natural processes throughout the lifetime of the building
		11.2	Renewable energy (including solar and wind power and biomass) generated in a variety of schemes and by new buildings, and in excess of regional targets
		11.3	The impact of flooding decreased by reducing surface water run-off and not developing in locations where flood risk is unacceptable.
	Challenge 12: Sustainable use of natural resources	12.1	Previously developed land and existing buildings in urban areas reclaimed and re-used for all types of development, in preference to greenfield land
		12.2	Contaminated land restored
		12.3	Air and water quality improved in excess of minimum requirements
		12.4	Waste reduced, reused, used for energy, composted or recycled and land requirements for disposal met but minimised
Prize, protect and enhance its natural environment and distinctive heritage and promotes high quality buildings and spaces	Challenge 13: A city that prizes its green environment	13.1	Natural and landscape features, including valleys, woodlands, trees watercourses and wetlands, safeguarded and enhanced
		13.2	Biodiversity and wildlife habitats protected and enhanced throughout urban and rural areas
		13.3	Areas and features of particular ecological or geological value protected and enhanced
		13.4	Open space protected and improved and, where necessary, created

VISION <i>Sheffield will be a city that is both transformed and sustainable, and will:</i>	CHALLENGE	OBJECTIVE	
		13.5	Access to natural areas and countryside improved
		13.6	A sustainable rural economy supported in the local countryside
	Challenge 14: A city with character	14.1	Enhanced character and distinctiveness of neighbourhoods, respecting existing local character and built and natural features to provide the context for new development
		14.2	Preservation and enhancement of buildings and areas that are attractive, distinctive or of heritage value in urban and rural settings
		14.3	The landscape and character of the villages and countryside, including the urban/rural fringe, protected and enhanced.
	Challenge 15: Urban areas that look good and work well	15.1	High quality and inclusiveness in all aspects of the design of new buildings and the spaces around and between them, with provision for everyone wishing to use them
		15.2	The built environment maintained and safeguarded in neighbourhoods where it is already acceptable
		15.3	New character and improved design and townscape in neighbourhoods where the environment has become run-down.

Table 3 Summary of Sustainability Implications of the Sheffield Local Plan Vision and Objectives

VISION A city that will:	SUSTAINABILITY IMPLICATIONS
<p>Be economically prosperous and attractive to business and new investment and will sustain employment for all who seek it</p>	<p>Generally the objectives that make up this element of the vision have strong positive effects on the social and economic sustainability objectives. In particular, there are positive impacts on the objective of ‘a strong economy with good job opportunities available to the whole community’, as would be expected. Several of the Local Plan objectives will have a positive impact on education and training opportunities, and also leisure and housing opportunities in terms of providing the housing required to support economic transformation, and expanding the tourism industry.</p> <p>There are some uncertain impacts on air quality and a managed approach to climate change as it depends how the economy develops, and particularly the level of associated traffic. This will need to be addressed through the development criteria of the City Policies and Sites document</p>
<p>Enrich the Sheffield city region, as the most attractive and sustainable location for regional services, jobs and facilities</p>	<p>As with the implications outlined above, this part of the Local Plan vision is largely positive for the economy, but also has strong positive impacts on sustainability objectives relating to accessibility and travel. Access to culture, leisure and recreation facilities is scored positively. By focusing on regeneration of the City Centre to serve high-order functions, the vision promotes land use patterns that minimise the need to travel and promote the use of sustainable forms of transport, as the City Centre is a highly accessible location. Likewise, ensuring excellent connections with transport networks will maximise access. The only potential risk or uncertainty with this element of the vision would be if people do not make use of sustainable modes of transport, in which case congestion and carbon emissions would increase and air quality may suffer, at least in the shorter term.</p>
<p>Have attractive, sustainable neighbourhoods where people are happy to live, offering everyone a range of facilities and services</p>	<p>There are strong impacts on the economy, as providing a suitable housing offer improves the city’s ability to attract and retain skilled workers. Improving the housing stock also has positive impacts on the sustainability objective of conditions and services that engender good health.</p> <p>Accessibility is also important here, as creating successful neighbourhoods means</p>

VISION A city that will:	SUSTAINABILITY IMPLICATIONS
	<p>ensuring provision of facilities at local level which in turn has positive impacts particularly on the sustainability objective of land use patterns that minimise the need to travel or which promote the use of sustainable forms of transport.</p>
<p>Provide for opportunities, well-being and quality of life for everyone</p>	<p>This part of the Local Plan vision has positive impacts across a range of both social and environmental sustainability objectives, reinforcing the impact that the natural environment has on improving quality of life. In particular, there are strong positive impacts on sustainability objectives relating to health, culture, leisure and recreation.</p>
<p>Enable people and goods to move conveniently and by sustainable forms of transport</p>	<p>The major positive impacts of this element of the Local Plan vision are on the sustainability objectives of:</p> <ul style="list-style-type: none"> • land use patterns that minimise the need to travel or which promote the use of sustainable forms • an efficient transport network which maximises access and minimises detrimental impacts • air pollution and greenhouse gas emissions minimised and a managed response to the effects of climate change <p>This is due to the emphasis on developing in accessible locations and supporting sustainable transport, which should have a positive impact on carbon emissions and air quality by reducing the use of private transport.</p>
<p>Respect the global environment, by reducing the city's impact on climate change and by using resources and designing sustainably</p>	<p>There is a good spread of positive impacts on environmental and social sustainability objectives. There are particularly strong impacts on the sustainability objective of air pollution and greenhouse gas emissions minimised and a managed response to the effects of climate change. Improving the quality of resources such as water and air, and using resources such as previously developed land efficiently also has impacts on several of the sustainability objectives in relation to these issues.</p>

VISION A city that will:	SUSTAINABILITY IMPLICATIONS
Prize, protect and enhance its natural environment and distinctive heritage and promote high quality buildings and spaces	<p>Clearly, this part of the Local Plan vision has very strong positive impacts on a number of environmental objectives. There are benefits for the sustainability objective of good cultural, leisure and recreation facilities available to all, and also likely positive impacts on conditions and services which engender good health.</p> <p>The range of objectives impacts particularly strongly on the following sustainability objectives:</p> <ul style="list-style-type: none"> • A quality built environment • Quality of natural landscapes maintained and enhanced • Wildlife and important geological sites conserved and enhanced <p>There is a potential tension with those elements of the vision promoting economic growth if there was to be a need to develop on greenfield sites. Concentrating development on previously developed sites in urban areas should go a considerable way to minimising conflict. Also, a high quality environment can play an important part in supporting a healthy economy.</p>
CONCLUSIONS	
<p>There are no significant apparent conflicts between the Local Plan vision and objectives and the sustainability objectives. There are potential tensions between economic growth objectives and those relating to protection of environmental assets but a high quality environment may also help to achieve economic objectives. The generally positive impact of the vision is to be expected, as the overriding themes of the Local Plan are of transformation and sustainability. There are a lot of ‘no impacts’, which is a result of each element of the vision and related objectives having a very specific focus.</p> <p>The sustainability objectives on which the Local Plan vision and objectives are likely to have most impact are related to accessibility, sustainable land use patterns and air pollution. In many ways, this reflects the main strategic options, which were determined in the Core Strategy – including to regenerate the urban area instead of encroaching into Green Belt and to provide for increasing mobility through sustainable forms of transport. This approach is likely to have positive impacts on environmental objectives in terms of ensuring that development takes place in more accessible locations, serviced by improved sustainable transport. The key risk however, is the impact on congestion, carbon emissions and air quality if this is not effective.</p>	

Current and Future Baseline Characteristics

- 3.12 Baseline data was collected for the Sheffield Local Plan Sustainability Baseline and Scoping Report, to help in characterising Sheffield. This information was used in the initial stages of the Sustainability Appraisal process to identify areas of opportunity and challenges. Key issues arising from analysis of this background information were set out in section 4 of the Baseline and Scoping Report and are included in Appendix 7 of this report. The full table of baseline data collected for Sheffield is in Appendix 6.
- 3.13 Baseline information, some of which has since been added to, or updated, feeds into the City Policies and Sites Sustainability Appraisal process, as it can be used to help in the prediction of impacts of different policy approaches, and site allocations. A good example of this is baseline information about the number of households who cannot afford housing on the open market, which can then inform decisions about the impact which different housing allocations might have on the distribution of new affordable housing.
- 3.14 City Policies and Sites topic and area background reports will include details of the baseline information which has been used to inform policy development, and justify approaches taken to site allocation. For example, information on flood risk will support the approach taken to allocations of land for housing.

Key Sustainability Issues Identified

- 3.15 Analysis of the baseline information, carried out as part of the 2005 Baseline and Scoping Report, identified a number of environmental, social and economic issues for Sheffield. The analysis outlined in Appendix 7 details these key issues. In brief, the key sustainability issues for policy formulation in Sheffield include:
- Implications for greenhouse gas emissions and air quality if new development does not take place sensitively and with consideration of transport impacts – and therefore the importance of accessibility by sustainable modes of transport
 - Impacts of congestion on the operation of the transport network if sufficient trips are not made by sustainable forms of transport
 - Flood risk issues identified in certain locations
 - Potential impact on wildlife, natural habitats, soil resources etc. if development pressure requires development on land (including brownfield sites) of ecological value
 - Requirement for affordable housing, housing for older or less mobile people and other groups, based on assessed needs, which might impact on development viability
- 3.16 A major objective for development in the City Policies and Sites document is ensuring that development takes place in sustainable locations, and in a sustainable manner. Many of the policies for development management in the document aim to address mitigation of potential negative impacts of

development. Examples of how the document deals with some of the sustainability issues raised above, are set out below:

- C1 'Access to Local Services and Community Facilities in New Residential Developments' – requires that new housing is developed in locations where residents are easily able to access a range of services and facilities within walking distance which reduces the need to travel
- C2 'Residential Layout, Space Standards and Accessible Housing' ensures provision of new housing that is adaptable to meet the needs of disabled and older people
- E1 'Development and Trip Generation' promotes development that works with existing or newly created transport infrastructure to prevent additional congestion in problem areas
- F1 'Pollution Control' safeguards biodiversity from polluting effects of new development
- G4 'Water in the Landscape' maintains a buffer along watercourses to allow for flooding

3.17 Similarly development sites proposed for allocation in the City Policies and Sites document will deal with sustainability issues in a number of ways. For example, sites are identified which require mitigation measures for flood risk (e.g. P00430) or contributions towards new public transport links (e.g. P00182) to ensure sustainability.

3.18 The key sustainability issues identified as being important for future development in Sheffield have played a vital role in development (and parallel Sustainability Appraisal) of the City Policies and Sites document. Tables 6 and 7 below highlight how these wider issues are linked to both topic policies and site allocations. Mitigation measures proposed to deal with some of the most common issues are also discussed in chapter 7.

4. SUSTAINABILITY APPRAISAL METHODOLOGY

Approach to Sustainability Appraisal

- 4.1 The Local Plan vision and objectives, as discussed in paragraphs 3.10 to 3.12 above (and tables 3 and 4) set the context for Sustainability Appraisal of the City Policies and Sites document. This section looks at appraisal of the development management policies, and site allocations which follow on from the vision and objectives.
- 4.2 The Sustainability Appraisal objectives were taken from the already established SA framework which was outlined in the 'Sheffield Development Framework Sustainability Baseline and Scoping Report' (2005). The performance of the policies and site allocations in the City Policies and Sites document were tested against these objectives, described in Table 8 of this report.

Sustainability Appraisal Framework

- 4.3 The approach adopted in undertaking the Sustainability Appraisal is based on guidance set out in 'Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks', ODPM, 2005 and the 'Sheffield Development Framework Sustainability Baseline and Scoping Report', 2005. Although Local Development Frameworks have been renamed as Local Plans and the Government has abolished the Yorkshire and Humber Regional Spatial Strategy, the sustainability appraisal guidance remains relevant.
- 4.4 The process followed whilst undertaking the Sustainability Appraisal of the City Policies and Sites document is summarised in Table 1, and detailed further below.
- 4.5 The Local Plan Baseline and Scoping Report (Appendix 4), was published in June 2005 alongside consultation on the Emerging Options for the Core Strategy, setting the context for the appraisal as outlined in chapter 3. This report described the current economic, social and environmental conditions and issues in Sheffield, and outlined other information required at **Stage A** of the Sustainability Appraisal process. This included:
- Identifying other relevant policies, plans and programmes and sustainability objectives
 - Collecting baseline information
 - Identifying sustainability issues and problems
 - Developing the SA framework
 - Consulting on the scope of the SA
- 4.6 The second stage of Sustainability Appraisal in relation to preparation of the City Policies and Sites document, was **stage B** – developing and refining options and assessing effects, followed by preparation of the Sustainability Appraisal report for the Preferred Options stage, and consultation on that. Following this, the SA report was amended for consultation on the City

Policies and Sites Consultation Draft. This report represents the culmination of that work, following consideration of responses on the City Policies and Sites Consultation Draft, and associated Sustainability Appraisal report. This Sustainability Appraisal report details all of the above stages and demonstrates how they have been properly carried out during the preparation of the City Policies and Sites document.

- 4.7 The Sustainability Appraisal Report fulfils **stage C** of the process, and seeks to identify the likely significant sustainability impacts of the policies and allocation sites set out in the City Policies and Sites document. The aim of the Sustainability Appraisal process is to illustrate the benefits and risks of different approaches to development management, or different site allocations, in order to enable a transparent decision making process. This not only ensures more effective public consultation on alternative courses of action, but also helps justify why specific policy approaches or allocation choices are taken forwards whilst others have been rejected.

Option Appraisal

- 4.8 The Emerging Options for the City Policies document and City Sites documents (which have since been combined) were consulted on in spring 2006, followed by consultation on Preferred Options in summer 2007. For each issue considered for the policy section of the document, a series of alternative approaches were appraised. For sites, any reasonable alternative land uses were appraised.
- 4.9 This work has informed decisions made during development of policies for the period of consultation on the draft City Policies and Sites document (summer 2010). Specifically, where a wide range of alternatives was proposed at the Emerging Options stage, Sustainability Appraisal contributed strongly to the choice of approach to take forwards as a preferred option. Following on from this, Sustainability Appraisal helped develop Preferred Options further into draft policies. Crucially, the Sustainability Appraisal process also highlighted situations where there is a need for mitigation measures, which are taken into account in the supporting text in the City Policies and Sites document, or will be covered in later documents, such as Supplementary Planning Documents.
- 4.10 Following consultation on the draft City Policies and Sites document in 2010, further refinements were made to the policies and site allocations to finalise them for Submission, and the Sustainability Appraisal process has again been used to identify further issues and accompanying mitigation measures.
- 4.11 The SEA directive requires that the **likely evolution of the environment without implementation of the plan** be assessed, and so this was also appraised as an option as part of the appraisal process. In the case of policies, this would generally involve continuing with the Sheffield Unitary Development Plan (UDP) (1998). Where this option was the same as one of the existing preferred or rejected options, it was simply flagged as such, rather than being appraised separately. In situations where the preferred option relates to an issue that is not dealt with in the UDP, then the 'do nothing – no

new policy' option was appraised separately in order to examine what the likely impact of not implementing a policy to deal with that issue would have been.

- 4.12 In the case of options for site allocation, the 'do nothing' approach would be to retain the existing use of a site – either in its current functional form, or as a vacant site (generally as a result of previous demolition).
- 4.13 In addition to this, policies and alternative options for sites have also been tested against a series of 'planning impact group' characteristics. This process aims to fulfil the requirements for equality impact assessment of plan policies, by reflecting the particular impacts that development decisions could have on different people within the community. This work is reported in the City Policies and Sites Equality Appraisal Report.

Process of Sustainability Appraisal of City Policies and Sites

- 4.14 A range of options for each issue and site identified for inclusion in the City Policies and City Sites documents were appraised, and reported on in the Preferred Options Sustainability Appraisal report where preferred option appraisals were shown alongside alternatives. This work was built on and presented to show key choices leading to the draft City Policies and Sites document and Proposals Map, consulted on in summer 2010. Following this, the final version of the City Policies and Sites document has been completed to be submitted to the Planning Inspectorate for public examination.
- 4.15 The Sustainability Appraisal matrices were completed initially by topic planning officers within the Forward and Area Planning team who are responsible for researching and drawing up potential policy options for their topic responsibilities, and allocating sites within their respective areas. To ensure consistency, this was carried out with guidance relating to how to interpret the 20 sustainability objectives in the context of regulatory policies, and sites. Criteria for assessing each objective were provided to aid decision making about the potential impacts of the option on the Sustainability Appraisal objective (these criteria are outlined fully in Appendix 1).
- 4.16 Comments on overall performance of different options, and possible measures to mitigate negative impacts were added to the Sustainability Appraisal matrix. This provides a rounded view about the overall likely effect of different development sites, and policies, on the environmental, social and economic objectives. This illustrates a crucial part of demonstrating compliance with tests of soundness. The process ensures the policies and allocated sites represent the most appropriate approach, which is further expanded in the City Policies and Sites background reports. The National Planning Policy Framework states that 'A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and

should consider all the likely significant effects on the environment, economic and social factors'⁹.

- 4.17 Following appraisal of Preferred Options, set against the rejected options, by planning officers, the appraisal matrices for the draft City Policies and Sites document were also reviewed by the 'Sustainability Appraisal Panel'. This is a key element of the Sustainability Appraisal process as carried out in Sheffield. Panel members include Council officers with a range of backgrounds, as well as external representatives of organisations concerned with environmental, economic and social issues. Representatives on the panel included people working within the Council's Neighbourhoods and Community Care Directorate, the Environmental Protection Service and Creative Sheffield (the Council's inward investment agency). External representatives came from the South Yorkshire Passenger Transport Executive, the Primary Care Trust and Sheffield First for Environment. The purpose of this panel was to scrutinise a sample of the appraisals, looking particularly at the consistency of judgements and bringing a range of expertise to the appraisal process.
- 4.18 Importantly, the Sustainability Appraisal Panel, along with other less formal case officer discussions, has provided the opportunity to look holistically at potential impacts of implementing the full range of preferred options. At that stage, in summer 2007, a number of panel meetings were held, which looked at appraisals of a range of sites and policies. The benefit of this approach is that often it is useful to illustrate the impact of a policy in conjunction with others, and also relative to site examples. By looking at these interactions, the Panel usefully drew out the synergistic as well as cumulative effects of putting the preferred options into action.
- 4.19 A further panel meeting was held as part of the summer 2009 internal consultation on the draft City Policies and Sites document. A selection of Sustainability Appraisal matrices, and notes of some key implications of implementing the City Policies and Sites document, was made available to the Panel, and then used as the basis for discussion, to ensure that the sustainability issues had been reflected adequately in the evidence base. This stage was important, as it followed adoption of the Core Strategy in March 2009, which had some significant impacts on the content of the City Policies and Sites document.

Compliance with the SEA Directive

- 4.20 European Directive 2001/42/EC (the 'SEA Directive') requires production of an Environmental Report identifying, describing and evaluating the likely significant environmental effects of implementing the plan or programme, and reasonable alternatives, taking into account the objectives and the geographical scope of the plan or programme'¹⁰. This report fulfils the requirement.

⁹ National Planning Policy Framework (2012), paragraph 165.

¹⁰ European Directive 2001/42/EC

4.21 Government guidance recommends including requirements of the SEA Directive within the Sustainability Appraisal process. This report therefore covers not only likely significant environmental effects, but also social and economic effects of the plan. However, it is important to distinguish elements of the report that refer directly to the SEA Directive, in order to satisfy that requirements have been met. Table 4 below provides ‘signposts’ to relevant sections in this report and accompanying documents, to illustrate where these requirements have been met.

Table 4 Signposts to where requirements of the SEA Directive have been fulfilled

Article	The SEA Directive’s Requirements	Where covered in the SA Report
5(1) (a)	An outline of the contents, main objectives of the plan or programme	SA Report paragraphs 3.10 – 3.12 and Table 2
	and relationship with other relevant plans and programmes;	Appendix 5
5(1) (b)	The relevant aspects of the current state of the environment	Appendices 6 and 7
	and the likely evolution thereof without the implementation of the plan or programme;	‘Continue with UDP’ ¹¹ option in Appendices 3a and 3b and SA Report paragraph 4.10
5(1) (c)	The environmental characteristics of areas likely to be significantly affected;	Appendix 7
5(1) (d)	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;	Appendix 7 and SA Report paragraphs 3.17 to 3.20
5(1) (e)	The environmental protection objectives, established at international, community or member state 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;	Appendix 5

¹¹ The ‘continue with UDP’ option refers to what would happen without implementation of the plan (the Sheffield Local Plan). This is flagged within the sustainability appraisal matrixes. Where the issue was not covered within the UDP, then a ‘no policy’ option is appraised. The purpose of this is explained further in paragraph 4.9.

Article	The SEA Directive's Requirements	Where covered in the SA Report
5(1) (f)	The likely significant effects ¹² 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, landscape and the interrelationship between the above factors.	SA Report Tables 6, 7 and 8 and Appendices 3a and 3b
5(1) (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;	SA Report paragraphs 7.17 – 7.20 and table 9
5(1) (h)	An outline of the reasons for selecting alternatives dealt with,	City Policies and Sites Topic and Area Background Reports
	and a description of how the assessment was undertaken including any difficulties encountered in compiling the required information;	SA Report Chapters 4 and 5
5(1) (i)	A description of the measures envisaged concerning monitoring;	SA Report paragraphs. 8.4 – 8.10 and Appendix 10
5(1) (j)	A non-technical summary of the information provided under the above headings;	SA Report Chapter 1

4.22 Baker Associates were contracted up to the Draft City Policies and Sites stage in 2010 to review the Sustainability Appraisal process and ensure compliance with the SEA directive. Their evaluation report on the draft Sustainability Appraisal reports for the City Policies and City Sites Preferred Options, as well as the submission Core Strategy Sustainability Report, have informed this report. Baker Associate's comments are included in Appendix 9.

¹² These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects.

5. PRINCIPLES FOR CARRYING OUT SUSTAINABILITY APPRAISAL

- 5.1 The process of carrying out Sustainability Appraisal of the City Policies and Sites document has already been outlined in chapters 3 and 4. During this process a number of issues were raised, pertaining to the principles for carrying out the appraisal. Broadly, these were how to deal with issues relating to options, uncertainty, weight given to different objectives, and what happens after the process is complete. These issues and solutions where appropriate, are explained below.

Options

- 5.2 An important feature of Sustainability Appraisal is evaluation of alternatives in relation to sustainability objectives. A key issue arising out of the appraisal process was how to approach situations where appraisal of alternatives was limited for some reason.
- 5.3 In some cases there were limits to the number of meaningful alternatives that could be considered as policy approaches or as uses for a piece of land. The policies and sites proposed need to be consistent with the spatial policies in the adopted Core Strategy (which has itself been subject to a rigorous process of Sustainability Appraisal). There may also not always be viable alternatives to appraise. For example, the Core Strategy sets out a policy requiring affordable housing (CS40), and the City Policies and Sites document provides more detail on this. Although there are alternative criteria that might be appraised, the option of not having a policy on this issue is not realistic.
- 5.4 Another example where there may be no meaningful alternative to appraise is in relation to some proposed housing site allocations. Many are redevelopment sites set within areas of existing housing, and which already have planning permission for housing development. In some of these cases, even if the current planning permission is not implemented, the site would still be only suitable for residential development due to its location and the need to replace housing that has been demolished.
- 5.5 As highlighted in the Core Strategy (submission) Sustainability Appraisal report, the Core Strategy, the decision not to review the Green Belt boundary has a significant effect in reducing the number of greenfield sites that could potentially be appraised for a range of uses. Similarly, policies included in the Core Strategy for the locations of new office developments will mean that sites appraised for inclusion in this document will not be appraised for all *physically* possible land uses where this would not be consistent with the spatial policy.
- 5.6 The nature of some issues included in the City Policies and Sites document, means that sustainability considerations have essentially been dealt with before the Sustainability Appraisal was carried out. Appraisal of options has been important in directing the development of policies throughout the development of the Local Plan, and in some cases the scope of policies in the City Policies and Sites document has been limited by the approach taken in

the Core Strategy which was seen as being most sustainable. An example of this would be allocation of sites for employment uses in the City Centre (e.g. site P00470), which is considered a sustainable location. This leads directly from Core Strategy policy CS3 'Locations for Office Development', which had already been subject to Sustainability Appraisal, and therefore proposed the most appropriate locations.

- 5.7 Evaluation of options for some issues tends to distinguish little variation in sustainability outcomes. This is particularly the case with policies in the document which follow on from existing policies in the Unitary Development Plan. In these examples, it would not be appropriate to have a 'no policy' option given that there is already a policy approach to dealing with a particular issue. For example, policy G2 The Green Network is broadly similar to UDP policy GE10 Green Network. Therefore it would not be appropriate to include a no policy option as this would be a retrograde step.
- 5.8 Completion of appraisals for an appropriate range of options for each issue has been an important part of the development of the current range of policies and site allocations for this document. A series of Emerging Options were considered during consultation in early 2006. These were then refined and compared with the Preferred Options as part of consultation in summer 2007. Following this, there was further work to refine and compare with the draft policies in 2010. The Sustainability Appraisal matrices of the Pre-Submission policies which are now presented generally show the comparison against the 'no new policy' or 'continue with the UDP' approach rather than with all the detailed policy wording options considered at the Emerging and Preferred Options stages. Even where there is only one realistic approach to dealing with an issue (for example where policy is strongly led by higher guidance, or where a site has only one realistic possible use), the Sustainability Appraisal process has been important in providing justification for the policy. In addition, in situations such as this, Sustainability Appraisal has also highlighted mitigation measures that may be necessary to ensure a more sustainable outcome. For example, site allocations such as P00210, which is a housing redevelopment site within the Housing Renewal Area is realistically only suitable for new housing. However, the Sustainability Appraisal showed that improvements to the frequency of public transport could enhance attractiveness of local environment, cater for different people groups, and significantly improve the sustainability of the site. This will therefore be a key issue for consideration when the site is being developed.

Uncertainty

- 5.9 Previous guidance on Sustainability Appraisal of Local Development Documents¹³ suggests that the report contains discussion of uncertainties and risks. A major uncertainty in terms of likely significant effects of the plan is in relation to impacts arising from the detailed design of developments (which cannot be assessed until a full planning application is submitted).

¹³ Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, ODPM, 2005

- 5.10 The assumptions used to judge impacts on sustainability objectives are limited, and in some situations there may be other impacts which are indirect and have not been foreseen. Consequently, they may not have been included in the assessment criteria set out in Appendix 1. A good example of this is assumptions made for the purpose of appraising the impact of sites on the sustainability objective of ‘safety and security for people and property’. One of the assessment criteria for this objective is ‘residential uses would be within an existing Housing Area and site adjoins either a public transport route with a service frequency of at least 3 buses per hour during the day, or a Supertram route’. The assumption is that in these areas there is little likelihood of vulnerable groups having to walk long distances from public transport to home late at night. Clearly there are other elements of residential development which will impact positively (and negatively) on this objective, however these may not be known until there is more detail, for example about the layout of a residential development.
- 5.11 Furthermore, sustainability impacts will be largely dependent on the implementation of development schemes. One example of this would be the impact on the objective relating to ‘a quality built environment’. The guidance criteria for scoring a site as highly positive (✓✓) is that the proposed use would lead to a significant improvement to the quality of local built environment e.g. by removing derelict land or buildings or converting buildings. Whilst it is easy to assess whether a site is derelict, or contains derelict buildings or ones which could be converted, it is not fully known until proposals are made, whether the development will be otherwise high quality.
- 5.12 There can also be uncertainty about the sustainability of outcomes of policies. For example, policy D3 ‘Delivering Affordable Housing’ scores highly against the sustainability objective of ‘decent housing available to everyone (including vulnerable people and disadvantaged groups)’. In principle, this score relates to the objective of the policy which seeks affordable housing contributions on all sites with capacity for 10 or more units. However, in practice, the outcome against this indicator of sustainability is uncertain as delivery of affordable housing will also be subject to financial viability, and therefore may not be delivered on all sites.

Weighing the Options

- 5.13 The Sustainability Appraisal process uses 20 sustainability objectives to assess the likely sustainability of a policy or allocation site. An important issue therefore is the weight given to different sustainability objectives during the decision making process. Some weighting, whether explicit or implicit, is needed because of the varying numbers of objectives for different issues. So, for example, the relative numbers of economic and environmental objectives are not intended to determine their relative importance in appraisal.
- 5.14 Judging whether one policy or allocation option is more sustainable than another depends very much on the priority and weighting implicitly attached to criteria in the context of different development types or locations. Such matters of judgement have been assessed throughout the process and further

discussion of these judgements in relation to policies will be found, where appropriate, in the relevant topic or area background reports.

- 5.15 Early on in the Local Plan Sustainability Appraisal process an exercise was carried out with elected Members on the possibility of attaching weightings to different sustainability objectives. The conclusion from this was that weighting needed to reflect the specific circumstances of the development or policy, and that a formulaic approach would be too inflexible. The apparent increase in rigour in the process would be offset by inappropriate judgements on account of the greater rigidity.
- 5.16 An example of how some sustainability objectives might reasonably carry more weight is in relation to development in the City Centre. Flood risk is identified as a crucial issue in some parts of the City Centre, and there are negative impacts for some sites. However, in this case, the fact that this might largely be mitigated through sustainably designed development means that the positive impacts relating to a strong economy, and supporting development in accessible locations, are given more weight in decision making.
- 5.17 Another example where some objectives are given greater weight is in relation to policies designed to protect natural or heritage assets. For example, policy G7 'Development and Heritage Assets' potentially has a negative impact on objectives around a strong economy, delivering housing and making efficient use of land as it will prevent development in Historic Parks, gardens and cemeteries. However, this is judged to be a negligible impact, and the overriding weight is given to the strong positive impact on objectives relating to protection and enhancement of the historic environment, quality natural landscapes and wildlife sites.
- 5.18 Although it might be said that to some extent weighting is intuitive, consistency in judgements between appraisals for different topics and areas is also important. Considerable work has been carried out to ensure that impacts have been treated evenly. For example, a consistent approach has been taken to assessing the impact of development sites on the objective of 'land use patterns that minimise the need to travel or which promote the use of sustainable forms of transport'. The guidelines for assessing this in relation to sites for general industry and warehousing are based on their relative distance to strategic roads and the motorway network. Clearly, this is a quantitative assessment, and can easily be measured. However, it does risk giving the criterion a 'life of its own', as the threshold between a site which is within 3km of the motorway network and one which is not, can result in significantly different effects from the Sustainability Appraisal. However, in reality there may be marginal difference in terms of whether the site is suitable for this use in a business sense, and in practical terms other, less measurable, issues may also be important – such as the width or quality of roads, and access onto the site itself.
- 5.19 This leads on to the issue of how far Sustainability Appraisal can take into account possible indirect or secondary effects of implementing the plan. This

is discussed further in chapter 7. As with consistency issues, work to look holistically at the impact of implementing all the policies and sites concurrently was carried out. However, although this will go a long way towards coherent analysis of likely effects, it will not identify all potential impacts.

- 5.20 A further issue which is identified through Sustainability Appraisal, but which does not necessarily need to be resolved through the process, is the general impact of new development. For example, in relation to site allocations, the possible impact on traffic generation has been assessed in general terms. In some locations sites score better where there is good access to non-car modes of transport, as this increases the likelihood of sustainable modes of travel being used on newly generated trips. However, all new development is likely to increase the number of trips made in an area. The question is whether this should result in a negative impact being assessed, or whether, on the assumption that development will happen, and therefore the trips will still be generated somewhere in the city, this should not be a negative impact as such. Instead, the Sustainability Appraisal should be used to assess only the site-specific impacts on trip generation.

After the Appraisal

- 5.21 Finally, an important aspect of the Sustainability Appraisal process is to monitor the actual impact of the plan once implemented. This will feed into future plan-making processes. The City Policies and Sites document will be monitored in the same way as the Core Strategy. However, information is often not available, or easily collected, to monitor some impacts. For example, the cumulative impact of a policy which seeks to consolidate retail development in District and Neighbourhood Centres (C4) could be the gradual net loss of other small facilities and parades of shops, leaving some people with poorer access to local shopping. Monitoring this is difficult and might not pick up the negative impact. Monitoring is discussed in more detail in Chapter 8.

6. DEVELOPMENT OF ISSUES AND OPTIONS

6.1 Emerging Options for City Policies and City Sites were consulted on in early 2006, followed by consultation on Preferred Options in summer 2007. However, following adoption of the Core Strategy, which resulted in significant changes to the required content of the City Policies document, and further guidance from Government Office, the documents have been combined and the policies condensed. Further consultation was carried out in 2010 to take account of the time that had passed and the extent of the updating of policies and site allocations. Since 2010, further revisions have been made to the document and consultation is now being carried out on the Pre-Submission document.

Issues and Options

6.2 The adopted Core Strategy sets out the spatial vision for transformation and sustainability in Sheffield. This includes:

- Land and buildings within the existing built-up areas should be re-used rather than spreading out into the countryside
- The transformation of the city's economy and securing sustainable employment will be supported by focussing economic development in the City Centre, Lower and Upper Don Valleys
- Green Belt will be retained
- Sustainable forms of travel will be promoted in key corridors into the City Centre

6.3 In a city such as Sheffield, which is largely constrained from outward expansion by the Green Belt but where there is significant capacity to absorb new development within the urban area, some strategic allocation options for greenfield extensions to the urban area are largely ruled out. The City Policies and Sites document is therefore largely involved in setting out guidance which will help to achieve developments which contribute towards the Core Strategy's spatial vision. Adoption of the Core Strategy in 2009 has subsequently significantly reduced the number of realistic alternatives to be appraised through the Sustainability Appraisal process.

7. POLICIES AND SITE ALLOCATIONS

- 7.1 This chapter reviews the results of the Sustainability Appraisal process in relation to the City Policies and Sites document, having appraised the alternatives. The aim of this chapter is to demonstrate, as far as possible, what the likely impacts will be on the 20 sustainability objectives, of implementing the City Policies and Sites document as a whole, rather than simply looking at the effects of individual sites and policies.
- 7.2 Sites without required uses and sites allocated for Flexible Use have not been appraised, because their impact on the sustainability aims is too conditional on the type of development to provide a meaningful outcome. The aim of these allocations is to provide flexibility, therefore the relevant Policy Area requirements would apply.
- 7.3 As highlighted above, there is a clear link within the schedules of Sustainability Appraisal matrices to show how the range of options was appraised. This illustrates the relative strengths and weaknesses of the policy in relation to rejected alternatives. The contribution of Sustainability Appraisal to the overall choice of policy approach is discussed further in the related topic and area background reports for the City Policies and Sites document.
- 7.4 Development of the policies and sites in the document has taken account of comments made during the draft City Policies and Sites consultation period in summer 2010, as well as a review of the impacts identified in Sustainability Appraisal at that stage. A key influencing factor in the choice of policy approach, or site allocation, was the performance of different options against the sustainability objectives most relevant to the issue or site. For example, in determining impacts of options for delivering affordable housing, options scoring most strongly against the sustainability objective of 'decent housing available to everyone' would be most sustainable.
- 7.5 The Sustainability Appraisal process was particularly important in development of certain issues between the Preferred Options and draft policies and sites stages. For example the wording of some policies was tightened to make the draft policy more sustainable. In some cases, this meant the inclusion of specific targets rather than general statements, thereby making it easier to measure the effectiveness of the policy. For example, policy B2 sets out specific percentages of frontages which should be retail (Use Class A1) in different locations depending on the importance of retail development in those locations. This enables a more accurate understanding of the likely impact of the policy.
- 7.6 Alterations to the content of policies since the Preferred Options stage, can also lead to increased sustainability, for example by providing more focus on a certain issue. For example G1 'Safeguarding and Enhancing Biodiversity and Features of Geological Importance' combines four different Preferred Options, and gives a stronger and more holistic approach to protecting biodiversity, whilst also being more explicit about what is required to increase biodiversity.

7.7 In some cases, development proposals that came forward after the Preferred Options stage highlighted fundamental concerns about sustainability which led to inclusion of a new approach in order to mitigate negative impacts. For example, whilst some site allocations in the City Centre are susceptible to flooding and are subject to a sequential test, the approach has been amended to allow development in these locations due to the significant regeneration benefits, providing that the flood risk can be adequately mitigated.

Significant Effects of Policies and Site Allocations

7.8 The aim of this section is to highlight the likely impacts, both positive and negative, of implementing the policies and developing the allocated sites in the City Policies and Sites document. Full appraisal matrices are included in Appendices 3a and 3b. Where a significant effect, positive or negative, has been identified this has been noted.

7.9 Tables 5, 6 and 7 below summarise the main sustainability impacts of implementing the City Policies and Sites document. This is a broad-based summary of key implications identified, and the impact of individual developments may vary depending on how they are implemented.

Table 5 Summary of the Main Sustainability Impacts of Policies

Economic Prosperity and Sustainable Employment
<p>The approach to prioritising developer contributions (policy A1) would provide greater certainty about sustainable outcomes than the alternative of taking a piecemeal approach, and can help to target funding more effectively to resolve issues which will improve sustainability. For example, prioritising transport improvements that reduce carbon emissions and make the most effective and efficient use of resources.</p> <p>The approach to locations of sensitive uses (policy A2) will ensure that residential areas are not negatively impacted by the location of industrial uses. In terms of encouraging local employment, there are benefits in terms of increasing job opportunities into local communities, although the impact may be limited. A secondary benefit would be provision of employment opportunities close to where people live, thus reducing the need to travel.</p>
Serving the City Region
<p>There is a targeted approach (in policy B1) to new design and regeneration in the City Centre which will support growth of the City Centre economy, and is more likely to lead to a quality built environment than a less strategic approach.</p> <p>The approach to retail development in the City Centre (policy B2) encourages retail over service uses, which will support the economy by providing jobs and bringing people into the City Centre. In terms of land use patterns, this approach helps to minimise the need to travel, and enables people to choose to travel by sustainable means, as it supports key retail uses in the City Centre, which is highly accessible.</p>
Attractive and Sustainable Neighbourhoods

The policies for sustainable neighbourhoods contribute positively to a range of sustainability objectives. The approach taken (policy C1) ensures that new housing has good access to a range of services and facilities which reduces the need to travel. Without the policy, there would be no certainty that new sites developed for housing would have the benefit of good access. Linked to this is policy C4 which will support and consolidate retail development within centres, which has a positive impact for residential areas, and enables people to travel less far, and to access these services on foot or by public transport. Both policies score positively against the objective of land-use patterns that minimise the need to travel.

Designing and delivering new homes to meet the needs of different types of people, including older and disabled people, (policy C2) leads to positive outcomes for decent homes available to everyone, conditions and services which engender good health, and a high quality built environment.

Minimising noise in sensitive areas (policy C3) further supports the objective of engendering good health.

Opportunities and Well-Being for All

Ensuring that all places of employment and developments that are accessible to the public are accessible to all users (policy D1), has positive impacts in relation to job opportunities available to the whole community as this ensures physical access regardless of ability. It also impacts positively on the objective of conditions and services which engender good health, as this promotes equality amongst people of all abilities. By requiring better access to public buildings this will also improve the ability of all types of people to access culture, leisure and recreation facilities.

Creating new open space (policy D2) has many benefits; in particular it affords people the opportunity to be physically active and benefits mental health, and makes good cultural, leisure and recreation facilities available to all. Open space can encourage wildlife in urban areas which has a positive impact on the objective of 'wildlife and important geological sites conserved'.

Setting targets for delivery of affordable housing (policy D3), and requiring this on smaller sites, will enable greater numbers of affordable homes to be developed which has a strong positive impact on the ability to ensure decent homes are available. The policy also takes more account of economic objectives than possible alternatives by allowing flexibility to deal with the economic viability of individual development sites. It also enables more people to live close to where they work and therefore has benefits for sustainable land use patterns.

Movement and Sustainable Transport

A key objective of the policies in this section is to ensure that the impacts of travel are minimised in terms of environmental and safety impacts, and that the benefits of good accessibility are maximised. Specific impacts relate to the positive effects on the economy of reducing congestion. Policy E1, in particular, emphasises the mitigation that will be required to ensure that transport activity from new development does not negatively impact on the environment, economy or people. This has a significantly more positive

impact than the alternative approach (just retaining UDP policy) as that relied on engineering-based solutions to vehicular access with less emphasis on seeking alternative approaches which would have more environmentally positive impacts.

In relation to the design of streets, the policies seek to ensure personal safety and minimise the risks to health associated with air pollution (see policy E3). Similarly, the policies work together to ensure that an efficient transport network can be developed which maximises access and minimises any detrimental impacts.

Global Environment and Natural Resources

Policy (F1) supports the aim of decent housing available to everyone, by protecting sensitive developments, and making sure adverse effects of new developments are mitigated. This helps ensure that residential areas are not affected by air pollution. The policy is also more likely to engender good health than the alternative, and also has a positive impact on the aims of quality natural landscapes maintained and enhanced, and wildlife and important geological sites conserved, by minimising air and water pollution. The policy will help to ensure soil is conserved where possible. F1 does not require mitigating measures, as it does not have negative impacts.

The policy relating to waste management (F2) will ensure that waste developments are directed to suitable, sustainable locations.

Green Environment

All the policies within this section (policies G1-G4) have a positive impact on objectives relating to engendering good health, and making leisure and recreation facilities available to all. Well managed, protected green environment provides recreation opportunities and access to the outdoors is acknowledged as having positive health benefits. Similarly, they all score positively against objectives relating to maintaining and enhancing natural landscapes, and conserving wildlife sites, as the policies relate to the natural qualities of green spaces, woodlands and water. There are also specific impacts relating to access and transport, as an objective of the green network (policy G2) is to increase opportunities for walking and cycling. Protection of wooded areas and promotion of tree planting within developments (policy G3) helps to provide a managed response to the effects of climate change as trees absorb carbon dioxide. The policy around water in the landscape (policy G4) supports the creation of new wetlands, which will minimise the risk to people and property from flooding.

Character and Heritage

Policies in this section are largely about protecting heritage, landscape, and green space assets, and ensuring that new development respects and enhances character as well as drawing on its influences. Therefore, the key positive impacts are against the objectives of a quality built environment, the historic environment protected, and quality natural landscapes maintained. One of the key areas in which the policy relating to protection of Countryside Areas (including the Green Belt) (policy G6A) has a negative impact is that it may constrain development of previously developed sites in such areas. Similarly the other policies might constrain development to a certain extent as

a result of protecting assets. For example, protection of heritage assets (policy G7) may limit the ability of development to include renewable energy installations, or may add to costs of development which could impact on the economy where regeneration is taking place. However, in these situations, significant weight is given to the positive impacts of ensuring protection of heritage and landscape assets.

Areas that Look Good and Work Well

The policies in this section (policies G10-G14) impact positively, mainly on objectives relating to a high quality built environment, and protection and enhancement of the historic environment. A secondary impact of the policies is that a quality built environment supports a strong economy by making Sheffield an attractive place for businesses to invest. Similarly, good design, and an attractive public realm can have a positive impact on safety and security. No negative impacts have been identified.

- 7.10 The table below summarises the main impacts of implementing the site allocations included within the City Policies and Sites document.

Table 6 Summary of the Main Sustainability Impacts of Site Allocations

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
City Centre	<p>Nine of the proposed allocations for the City Centre are for offices, some with a mix of other uses such as retail or residential. There are four retail sites, mostly retail warehouses. There are also four open space sites, which is seen as being important to serve the increasing working and residential population of the City Centre. Two sites will be predominantly residential.</p>	<p>The City Centre has two very significant pieces of sustainable infrastructure, namely the Supertram and district heating networks. City Centre sites are highly sustainable due to their accessibility. All sites are close to high frequency bus routes at least but many are close to the railway station, bus and coach stations or the Supertram as well. Mixed developments are particularly suitable on many City Centre sites, which also improves sustainability, as there is scope for making efficient use of previously developed sites.</p> <p>One significant negative impact is the risk from flooding that is present on some City Centre sites, and will require limits on development or mitigation.</p> <p>There are also some sites that could suffer from noise impacts; a consequence of encouraging city living in areas where there are late night uses or busy roads. This is balanced by positive sustainability impacts related to good cultural, leisure and recreation facilities and efficient use of physical infrastructure.</p>
Lower Don Valley	<p>The Core Strategy has defined the Lower Don Valley as being an important strategic employment area to provide for different kinds of businesses than the City Centre. As a result, 14 of the proposed allocations are for Industrial uses, with another being</p>	<p>The majority of sites are former industrial sites that score well as their reuse will provide employment opportunities in a priority regeneration area that is close to good local and national road links, and is accessible from nearby residential areas. However some key sustainability issues are raised, particularly on sites close to Junction 34 of the M1. The</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
	<p>for business or industrial use. The remaining sites comprise a mixture of residential sites, and waste management facilities.</p>	<p>potential to add to traffic congestion and to worsen already poor air quality from uses that generate large amounts of traffic will need substantial and wide ranging mitigation measures to be in place (see policies F1 and E1, and Core Strategy policies CS7-CS9 and CS53).</p> <p>Several sites are proposed to be allocated for residential use and these score well in terms of contribution to providing a wider range and choice of new housing in a Housing Renewal area. But in some cases, noise, pollution, and poor air quality issues will need to be addressed to protect future residents, and for sites in Darnall school capacity will be a major issue. These issues will be covered by criteria policies in the in the Local Plan.</p> <p>Flooding is also raised as an important issue to be addressed for those sites close to the River Don in particular those around the Meadowhall centre and close to the Tinsley viaduct. This will be managed with reference to Core Strategy policy CS67.</p>
Upper Don Valley	<p>The Core Strategy has defined the Upper Don Valley as being an important strategic employment area to provide for different kinds of businesses than the City Centre. Nearly all the sites proposed for allocation are for business or industrial use.</p>	<p>The vast majority of potential sites for allocation are former industrial sites. In most cases these sites score well as they provide employment opportunities in a priority regeneration area and there are limited negative effects. There are, however, some significant access issues, for example on sites situated off Club Mill Road which is in need of substantial upgrading, and issues of contamination that need to be further investigated in the light of policy F1.</p> <p>Many of the sites in the valley are also in flood risk areas and</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
		this will need to be taken into consideration with reference to Core strategy policy CS67.
Sheaf Valley and neighbouring areas	There is only one allocated site in this area and this is for a retail warehouse adjacent to the city centre and the inner ring road.	The main issue with this site is flood risk, which will require mitigation. There may also be an impact on adjacent listed buildings, and the design should consider the prominent location. Development here would increase car use but in a more sustainable location than sites further away from the centre.
North East Urban Area	The North East Urban Area is one part of the Housing Renewal area, and the focus is on redevelopment of new housing. 30 of the sites in this area are proposed for housing allocation. However, there is also a focus, particularly in the area closer to the City Centre and Lower Don Valley, on business and industry allocations.	<p>The majority of available sites in Owlerton Southey are cleared housing sites, where new housing development is proposed. Generally, the housing sites score very well against sustainability objectives. Many are cleared sites, where the main alternative would be the 'no development' option, which would have negative impacts associated with leaving vacant sites in housing areas. A very important positive impact is on the objective of decent housing. Redevelopment of sites for housing in this area provides major opportunities to introduce a variety of new housing types, particularly open market housing and housing to meet specific needs, into an area characterised by mainly monolithic social housing estates.</p> <p>The main negative impact of allocating sites in this area is that some are currently greenfield as they fall within existing open space areas. Although there are strong regeneration reasons for releasing these sites, particularly in terms of reconfiguring housing to overlook open space areas, this does have potential negative impacts on soil quality and wildlife.</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
		<p>Falstaff is a large grouping of sites providing a significant quantity of previously developed land, and its redevelopment for high quality, sustainable housing could provide a good choice in terms of type and size of dwellings and improve the appearance of the area.</p> <p>Colliery Road Gas Site is the key employment site in the area, and is a large previously developed site with good public transport access.</p>
South East Urban Area	<p>All but two of the sites proposed for allocation in this area are purely residential. This reflects the fact that the majority of the area lies within the Housing Renewal area. One mixed use site (housing and retail) is proposed for allocation, which will support a new neighbourhood centre in the area.</p>	<p>Much of the area is highly accessible by public transport and is well served by services and facilities, and open space. This provides a beneficial environment for new residential development. Most are previously developed sites.</p> <p>Generally, there are few issues with flood risk in the area, although, for example, Rotherham Road, Beighton is within a flood risk area. A key concern is to ensure that development meets the needs of people in the area, and is of a significantly high quality to contribute towards regeneration.</p>
South and West Urban Area	<p>The South and West Urban Area is characterised by being a predominantly residential area. This is reflected in the proposed allocations which are almost all for new housing development. In addition, there is a new site for retail proposed within an existing area of retail, and a park-and-ride site which will enable increased servicing to an existing facility.</p>	<p>The majority of the sites in this part of the city are located on previously developed land within the urban area and within walking distance of one or several high-frequency bus routes. Compared with the options of leaving the land vacant, housing allocations would have generally positive impacts on sustainability objectives, in particular in terms of making the most efficient use of previously developed land and the existing infrastructure, providing decent housing available to everyone, encouraging sustainable land pattern that minimize the need to travel by private cars, supporting</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
		<p>local services and facilities, and improving the built environment.</p> <p>Several Green Belt sites on the urban fringe were proposed by consultees during Emerging Options consultation but would be contrary to Core Strategy. Residential options were also rejected on sustainability grounds due to these sites being relatively isolated from local facilities and services and having poor accessibility to high-frequency public transport routes.</p>
Mosborough / Woodhouse	<p>This area has a mixture of mainly residential proposed allocations, with some business/industrial allocations centred on existing employment areas.</p>	<p>One of the key sustainability issues in the Mosborough/Woodhouse area is the development of greenfield sites, as this is the main area of the city where significant greenfield development is proposed. Several peripheral greenfield sites that were allocated for housing in the UDP have now been de-allocated for reasons including the nature conservation value and lack of accessibility of the land. However, some greenfield development is proposed and is considered to be sustainable. Three greenfield sites at Owlthorpe are proposed for housing; the positive impacts resulting from their good accessibility and the completion of the "township" outweigh any potential negative impacts. These Owlthorpe sites have also been confirmed in the Core Strategy.</p> <p>Given the urgent citywide need to identify more land for new housing, two greenfield housing sites to the north and south of Beighton Road, Woodhouse have been included in the Pre-Submission draft. These sites had previously been proposed to be de-allocated from their status as housing allocations in the UDP. Following detailed surveys of the</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
		<p>land it's considered that new housing is appropriate in these locations but ensuring that open space, public access and ecological mitigation requirements are met.</p> <p>There are also several brownfield and greenfield sites proposed for employment use, mainly within the large Holbrook Industrial Estate. All of these sites are considered to be sustainable for this type of use and there are no open space or ecological constraints that would prevent their allocation.</p>
Chapelton / Ecclesfield	<p>The focus in this area is on employment. The Core Strategy promotes provision for local jobs in order to reduce the need to travel far to work. So the majority of sites proposed for allocation in the area are for industrial uses. There are two residential allocations which already have planning permission.</p>	<p>Chapelton has very good public transport links, including a railway station, which, combined with a District Centre makes it a sustainable location for development. However, limited sites with constrained road capacity limits options for sustainable development. The sites proposed for employment uses contribute to the objective of 'land use patterns that minimise the need to travel' potentially reducing commuting distances. There is also good access to the motorway network for distribution.</p>
Stocksbridge / Deepcar	<p>Most of the proposed site allocations in this area are for residential development, reflecting one of the town's roles as a commuter settlement. A large retail allocation will support the District Centre, whilst an allocation for industry will provide some new jobs.</p>	<p>Stocksbridge/ Deepcar is physically remote from the main urban area, however, it has an established District Centre and is now accessed by a high frequency bus route which links to Supertram, making it a more sustainable location in terms of access. The sites make efficient use of previously developed land that is available and contribute to the critical mass of population, jobs and services which need to be sustained.</p>
Rural Settlements	<p>Four sites in Worrall and Oughtibridge are proposed for residential allocation.</p>	<p>The sites are all located in the larger villages of Oughtibridge and Worrall and therefore benefit from relatively good</p>

Local Plan Sub-Area	Range of site allocations	Key sustainability issues
		<p>accessibility compared to other locations in the rural area. They have a positive benefit for the objective of decent housing, as it provides new housing choices and supports the population in the rural area. Three of the sites are greenfield, so score negatively in terms of efficient use of land but are needed to increase the overall supply and choice of sites. The main negative impact of the two Oughtibridge sites relates to safety and security because the site is relatively remote currently from public transport routes and lacks a safe pedestrian route to the village. This impact can be partly mitigated by making provision of a bridleway bridge over the railway a condition of development.</p>

7.11 The table below summarises the main impacts of implementing the City Policies and Sites document on each of the 20 sustainability objectives. This has been used to illustrate where the strongest impacts are, and where there might be cumulative impacts of implementing the plan.

Table 7 Significant Effects of Implementing the Plan

Sustainability Objective	Impacts
1. A strong economy with good job opportunities available to the whole community	<ul style="list-style-type: none"> • Site allocations to ensure sufficient land to meet the needs of business over the plan period • Site allocations in locations identified in the Core Strategy as being key locations for business • Policy seeks to support quality development in the City Centre which provides a positive environment for investment • Support for retail development in the City Centre and District and Local Centres will retain/create jobs in the most accessible locations
2. Education and training opportunities which build the skills and capacity of the population	<ul style="list-style-type: none"> • Some areas are identified where site allocations for new housing could exceed the capacity of local schools. Developer contributions and/or funding would be required to partially mitigate this impact
3. Decent housing available to everyone (including vulnerable people and disadvantaged groups)	<ul style="list-style-type: none"> • Site allocations to ensure sufficient land to meet housing requirements over the plan period • Policies included will result in good living environments, for example through ensuring sufficient open space, good design, accessibility to shops and services, and house types that meet a range of needs
4. Conditions and services which engender good health	<ul style="list-style-type: none"> • Policy related to open space that aims to ensure sufficient provision will increase the opportunity to pursue recreation and leisure activities and make a positive contribution to health • Ensuring sites allocated for housing are not close to incompatible uses such as heavy industry will help to engender good health • Promotion of more sustainable travel methods will encourage physical activity • Protection for Countryside Areas and the Green Network ensures retention of open spaces which are found to be beneficial to

Sustainability Objective	Impacts
	physical and mental health
5. Safety and security for people and property	<ul style="list-style-type: none"> • Policies to ensure that design of new developments, and roads and streets considers safety and security • Allocations for new housing take into account flood risk, and will incorporate flood mitigation measures where necessary to ensure that new development is not at risk of flooding
6. Good cultural, leisure and recreation facilities available to all	<ul style="list-style-type: none"> • Site allocations to improve leisure provision in the City Centre, such as new open spaces • Policies support provision and retention of community facilities which can provide local access to culture, leisure and recreation • Site allocations score positively which have good access by public transport which is likely to ensure that hubs offering cultural, leisure and recreation facilities are accessible • Protection for Countryside Areas and the Green Network and provision of open spaces ensures outdoor leisure and recreation is supported
7. Land use patterns that minimise the need to travel or which promote the use of sustainable forms of transport	<ul style="list-style-type: none"> • Almost all allocations within or immediately adjoining the existing urban areas • Many site allocations for residential and employment uses in locations which are highly accessible (in or near the City Centre or District Centres or near the Core Public Transport Network) • Site allocations for office use focussed in the City Centre and other locations which are widely accessible by public transport, which encourages sustainable travel • Supporting District and Neighbourhood Centres ensures provision of facilities locally which people can access by foot
8. An efficient transport network which maximises access and minimises detrimental impacts	<ul style="list-style-type: none"> • Policies for movement and sustainable transport ensure that new development makes best use of sustainable transport options • Policy to protect and improve the green network will make cycling and walking a more attractive prospect in many areas • Locating many site allocations for high density employment uses in the City Centre will have strong benefits for the transport network by ensuring that new developments

Sustainability Objective	Impacts
	<p>are much more accessible due to their centrality</p> <ul style="list-style-type: none"> • Large site allocations have been identified which will need to put measures in place to minimise effects on the transport network, for example through travel planning
9. Efficient use of land which makes good use of previously developed sites and buildings	<ul style="list-style-type: none"> • Strong emphasis on allocation of brownfield sites for new development
10. A quality built environment	<ul style="list-style-type: none"> • Policies included to ensure high quality design in new developments • Policies included to ensure appropriate development in relation to the historic environment • A range of policies will ensure that design new development better meets the needs of all users, and incorporates measures to improve safety and security
11. Historic environment protected and enhanced	<ul style="list-style-type: none"> • Policies included to ensure appropriate development in relation to heritage assets • Sites identified which may have an impact on the protected historic environment • Distinctive characteristics of City Centre quarters relating to the historic context are identified
12. Quality of natural landscapes maintained and enhanced	<ul style="list-style-type: none"> • A strong policy presumption in favour of protecting quality natural landscapes, particularly Countryside Areas (including the Green Belt) • Policies in place to protect and improve natural landscapes such as green links within the urban area
13. Wildlife and important geological sites conserved and enhanced	<ul style="list-style-type: none"> • Policies which protect, provide or improve the Countryside Areas, the Green Network and open spaces will have a positive impact on wildlife habitats • Sites which may impact on habitats are identified, and mitigation measures will be required as part of development proposals
14. Soil resources conserved	<ul style="list-style-type: none"> • Strong emphasis on allocation of brownfield sites for new development which reduces the need to develop greenfield sites and conserves soil quality
15. Water resources protected and enhanced	<ul style="list-style-type: none"> • Policy to minimise the impacts of pollution stresses the importance of preventing

Sustainability Objective	Impacts
	<p>adverse effects of pollution to watercourses, ponds, lakes, reservoirs or groundwater</p> <ul style="list-style-type: none"> • Policy relating to water within the landscape includes a range of measures to protect and enhance waterways and watercourses
<p>16. Air pollution and greenhouse gas emissions minimised and a managed response to the effects of climate change</p>	<ul style="list-style-type: none"> • Site allocations in accessible locations will reduce the need to travel and/or enable access by sustainable transport modes, therefore reducing emissions caused by traffic • Policy to deal with the impact of new development on trip generation promotes measures to reduce congestion and thus the knock-on effects on air pollution
<p>17. Minimal risk to human life and property from flooding</p>	<ul style="list-style-type: none"> • Site allocations take account of the flood risk of different locations • Policy relating to water in the landscape requires that development near watercourses does not increase flood risk, and should be set back from the banks of watercourses to allow for flooding
<p>18. Prudent and efficient use of energy and mineral resources</p>	<ul style="list-style-type: none"> • Increased development will inevitably lead to increased energy consumption, which will partly be met by Core Strategy requirements for production of renewable energy. This may be limited by the impact on certain assets such as conservation areas
<p>19. Minimal production of waste and the reuse, recycling and recovery of waste maximised</p>	<ul style="list-style-type: none"> • Policy setting out requirements for waste management takes account of priorities for recycling and recovering waste • Policy setting out guidelines for design quality requires that new development should include space and facilities to enable recycling and composting
<p>20. Efficient use of physical infrastructure</p>	<ul style="list-style-type: none"> • Site allocations are concentrated in existing urban areas, and on previously developed sites where infrastructure is likely to already be in place • Some potential problems of exceeding capacity where development is concentrated around areas with existing capacity issues. Policy to prioritise Community Infrastructure Levy and other developer contributions towards infrastructure highlights transport infrastructure as a priority

- 7.12 Each policy or site allocation and its likely effects cannot be considered in isolation. There will be enhanced positive effects, as well as possible heightened negative impacts as a result of implementing several or all policies together, and delivering development on a range of sites. For example, a number of policies, including C1 Access to Local Services and Community Facilities in New Residential Developments, D3 Delivering Affordable Housing, and C2 Residential Layout, Space Standards and Accessible Housing, will impact together on the objective of decent housing available to all. Likewise a range of policies including B1 City Centre Design, and A2 Requirements for Economic Prosperity and Sustainable Employment will together have a greater impact on the objective of a strong economy than they would individually. Then, in combination with site allocations for employment uses, the positive impact is increased further.
- 7.13 The SEA Directive guidance recognises the importance of this complex relationship between policies, plans and impacts, and specifically requires that the **cumulative**¹⁴, **synergistic**¹⁵ and **secondary**¹⁶ impacts of implementing the plan as a whole are evaluated. Simply, when a number of policies are applied to the same area, or result in a repeated action, there are likely to be cumulative effects. Synergistic effects are also the result of combining policies and development sites, and refer to instances where the impact of these combinations is greater than that of each individual policy or development site. Secondary impacts could apply equally to individual policies and sites, or combinations, and are basically indirect effects of implementation.
- 7.14 In the case of the City Policies and Sites document, examples of these three types of impact could include the gradual cumulative impact of developing a number of new employment sites in close proximity with resultant positive economic impacts, or potential negative transport impacts. Secondary impacts could arise from the development of a number of residential sites in close proximity, such as increase in population which supports new retail facilities. A third example would be the combined positive (synergistic) impact of a number of transport policies on levels of accessibility.
- 7.15 Table 8 above shows which sustainability objectives have policies impacting on them, and therefore which are the key sustainability issues raised by the City Policies and Sites document. Where several elements of the plan are impacting on the same resource or issue, such as air quality or flooding, then qualitative evaluation has identified the scope of potential impacts. This also

¹⁴ 'Cumulative' defined as '*the net result of environmental impact from a number of projects and activities*' from Sadler (1996) Environmental Assessment in a Changing World: Evaluating Practice to Improve Performance. International Study of Effectiveness of Environmental Assessment Final Report; International Association for Impact Assessment and Canadian Environment Assessment Agency

¹⁵ 'Synergistic' defined as '*cumulative effects that result when the interaction of a number of impacts is greater than the sum of the individual impacts*'. From Cooper, L.M. (2004) Guidelines for Cumulative Effects Assessment in SEA of Plans, EPMG Occasional Paper 04/LMC/CEA, Imperial College London

¹⁶ 'Secondary' defined as '*effects that are consequential from direct or primary effects of the action*'. From Cooper, L.M. (2004) Guidelines for Cumulative Effects Assessment in SEA of Plans, EPMG Occasional Paper 04/LMC/CEA, Imperial College London

relates in part to the mitigation measures that have been considered (see below).

7.16 In summary, some principle effects of implementing the City Policies and Sites document which have been identified are:

- The absolute increase in road traffic as a **cumulative** result of new development, potentially leading to greater congestion issues in areas with significant numbers of allocated development sites. Mitigation measures are presented for example through the detail of policy E1, Development and Trip Generation.
- The beneficial **cumulative** impact of focussing new development where people can choose to use public transport to access it. For example, allocation of many sites for employment development in the City Centre, which benefits from good access from most areas. A **secondary** impact of this is that, although the site allocations relate to land use, their location can contribute indirectly to a more efficient transport network.
- Positive **synergistic** effects stem from inclusion in the document of a range of policies which contribute towards attractive and sustainable neighbourhoods. Delivering these objectives on the ground, for example significant levels of new housing development in the North East Urban Area not only aids regeneration of the area, but also supports populations, in turn supporting local shopping which is the key objective of policy C4, Development in District and Neighbourhood Centres.
- Potential positive **synergistic** effect of policies for location of community facilities (policy C1), provision of open space to meet the needs of new residential development (D2) and protection of the green network (G2), on sustainability objective 6 about access to culture, leisure and recreation, with likely **secondary** impacts on health through increased opportunities for activity.

7.17 In order for a development plan document to be considered sound, the Sustainability Appraisal process is used to consider a range of alternatives so that the policies and sites included in the document represent the most appropriate approach. This Sustainability Appraisal report demonstrates that the City Policies and Sites document of the Sheffield Local Plan is sound, giving examples of how reasonable alternatives were considered through the Sustainability Appraisal process, and demonstrating the role that this played in decision making. It also acknowledges what the main impacts of implementing the plan are likely to be, and reports on how these will be addressed (below).

Mitigation Measures

7.18 Mitigation measures identified for dealing with the potential negative impacts of development arising from the Pre-Submission Draft of the City Policies and Sites document are broadly consistent with those identified during

development of the Core Strategy, and at previous stages of this document. Generally, mitigation measures fall into the following categories:

- (a) Avoidance of the potential negative impact, for example by altering policy wording, or selecting a more appropriate land use for a site allocation
- (b) Mitigation measures, such as a requirement for development of a site to include flood alleviation measures
- (c) Compensation, such as funding from developers towards infrastructure costs linked to a development (such as provision of funding for school places where education capacity would be stretched by new development)
- (d) Enhancement to increase likely positive effects. For example, G3, Trees, Woodland and the South Yorkshire Forest, will have an intrinsic positive impact on objectives relating to wildlife, but this will be improved by adding to the wooded area wherever possible, through new developments.

7.19 Generally, policies have been developed to avoid negative effects where possible. Many policies provide the opportunity to minimise impacts of development as they provide greater detail than the policies included in the Core Strategy, and this is a key feature of the document. Site allocations will generally represent the most sustainable use of a site, but may still have identified possible negative effects which will require mitigation measures. It is easier to identify what mitigation measures might be needed at a site level than it is in relation to a broad policy that could be applied anywhere.

7.20 The following table illustrates some examples of situations arising from the policies and site allocations that could require mitigation, and recommendations on how these might be addressed. This demonstrates that mitigation can include external measures, measures to be dealt with through Supplementary Planning Documents, as well as changes in approach to policy wording or site allocation.

Table 8 Examples of Mitigation Measures

Issue Raised through Sustainability Appraisal Process	Recommended Mitigation Measure
Concentrations of new residential developments in some areas of the city will lead to the capacity of local schools being exceeded (e.g. P00181)	Extra capacity to be partially funded through new development, potentially through the Community Infrastructure Levy (see policy A1 and Core Strategy policy CS43).
Sites with close but poor physical access to public transport routes or interchanges (e.g. P00476)	A range of measures will be needed including provision of pedestrian links to enable access to bus, tram and train

Issue Raised through Sustainability Appraisal Process	Recommended Mitigation Measure
	facilities at the nearby Meadowhall Interchange.
Improved frequency of public transport would increase the relative sustainability and accessibility of some sites for housing (e.g. P00213)	Policy E1, Development and Trip Generation, will support development of travel plans to improve sustainability of the site. Development of sites will increase the population which in turn could have the secondary impact of supporting increases in public transport frequency on routes near to these sites.
Some design requirements for new homes may require more space, thus having a potential negative impact on the objective of efficient use of land which makes good use of previously developed sites and buildings (e.g. C2)	Developers will have to consider innovative design approaches if necessary to ensure that any additional space requirements do not result in inefficient use of land. This will be achieved by considering the whole range of planning policies at planning application stage.
Development of new housing in some locations could result in homes being subject to unacceptable levels of noise nuisance (e.g. in certain parts of the City Centre)	Policy C3, Safeguarding Sensitive Uses from Nuisance, requires that noise-sensitive uses (such as housing) should incorporate appropriate design features to reduce the effects of noise within the building to an acceptable level.
The Baseline and Scoping Report identified that there are some areas of Sheffield, where economic deprivation is more prevalent than other areas.	Policy A2, Requirements for Economic Prosperity and Sustainable Employment, will require local employment to be promoted in major employment-generating schemes that would have an adverse impact on the local environment.
A number of the sustainability objectives are linked to the beneficial effects of accessing open space, providing for health, leisure opportunities and also wildlife.	Policy D2, Open Space in Large New Housing Developments, will ensure that sufficient open space is made available to meet the needs of large new housing developments so that people continue to have access to the benefits of open space.
Until plans for development are further progressed it is difficult to appraise the likely impact of development on some issues such as safety and security, as this will depend partly on detailed design.	Policy E3, Design for Roads and Movement requires that routes and spaces should be designed or improved to maximise the safety of users, particularly at night and ensuring that, wherever possible, pedestrian and cycle

Issue Raised through Sustainability Appraisal Process	Recommended Mitigation Measure
	routes are overlooked and, where viable, segregated

7.21 From the table above it is possible to get a flavour of the two main approaches to mitigating the potential negative effects of implementing the plan. Firstly, to require specific actions or further work to take place in relation to development sites where a negative impact has been identified, and secondly to include within the plan policies which are designed to deal with possible general negative impacts of development.

8. IMPLEMENTATION

Links to Other Plans and Programmes

- 8.1 The City Policies and Sites document fits within the Sheffield Local Plan, and follows on from the adopted Core Strategy which sets out the broad spatial principles for development in Sheffield. Implementation will be discussed in detail in the background reports relating to the policies and site allocations. However, broadly, implementation will fit into two main categories.
- 8.2 Firstly, some policies will be implemented through further documents such as Supplementary Planning Documents (SPD). For example, more detail on how to implement policy D3, Delivering Affordable Housing, will be contained within an SPD. Some policies will be implemented through other, non-Local Plan plans, strategies and programmes such as bid priorities in the Local Transport Plan to support development in certain areas. Another example would be the proposed Local Housing Company which will provide strategy, funding and support for delivery of around 2,300 new homes.
- 8.3 Secondly, and importantly, development management decisions will play a critical role in implementing the City Policies and Sites document successfully to ensure sustainable outcomes. At this stage, many practical issues relating to cumulative impacts will be assessed. For example, at the development management stage, the cumulative impact of a large housing development on education provision, open space, ecology, congestion and accessibility will be brought together and appraised through the planning application process.

Proposals for Monitoring

- 8.4 Targets and indicators used for monitoring policies in the Local Plan have already been established in the Core Strategy. Monitoring is a valuable tool in the Sustainability Appraisal process, as it enables better understanding of the impacts of options chosen, once they are in place. The Council intends to regularly publish monitoring information on its web-site and this will be used to refine policies in the future where necessary. It will also enable us to assess more accurately where mitigation measures might be needed. Appendix 10 outlines the Local Plan indicators. If significant adverse impacts, with a direct relationship to planning policy, were found, this could be a trigger for a review of the document.
- 8.5 Successful implementation of the City Policies and Sites document will be measured by reference to these indicators and associated targets. Development of allocated sites will directly contribute to achievement of these targets and will be assessed primarily through monitoring of planning permissions and completions for different uses. For example the following indicator - 'amount of completed retail development in the Core Retail Area of the City Centre', will measure a key indicator of regeneration in the City Centre.

- 8.6 A further example relates to concern about accessibility, and the impact of travel on congestion and air quality. Policies such as C1, Access to Local Services and Community Facilities in New Residential Developments, will guide the majority of new housing development to areas where there is good access to a range of services and facilities by foot and/or public transport. This will be measured by the Core Strategy indicator which measures the percentage of new residential development completed which is within 30 minutes public transport time of a principle interchange.
- 8.6 Other Local Plan monitoring indicators with direct relevance to the sustainability impacts of the City Policies and Sites document include:
- Number of Travel Plans agreed per year in (i) the City Centre (ii) the Lower and Upper Don Valley Areas (policy E1)
 - Annual number of additional park-and-ride spaces (site allocations P00355)
 - Hectares of land in the Green Belt developed each year for inappropriate Green Belt uses (policy G6A)
 - Tonnes of waste managed per year at facilities at Bernard Road and Parkwood Landfill Site (policy F2)
 - Amount of floor space developed per year for employment by type (site allocations for industry and business)
- 8.7 Other contextual indicators collected for performance management such as BV106 will show whether there are changes to the baseline as set out in the Baseline and Scoping Report. For example, access to culture, leisure and recreation is frequently measured in terms of visits to museums and libraries.
- 8.8 Clearly, not all indicators described for monitoring the Core Strategy are directly related to measuring how sustainable outcomes will be for policies or sites included within the City Policies and Sites document. Some indicators are more about outcomes, such as completion of an urban park at Parkwood Springs by 2020 which isn't a direct measure of sustainability. However, it is sensible to use the same information as this will be reliably monitored, and in many cases is able to be used to show effects. An example of this is the percentage of office developments completed in the City Centre; this will show the success of the approach to allocating land for office development in the City Centre.
- 8.9 In addition to this, other effects will be monitored, for example through the Local Strategic Partnerships annual performance management review. A key significant impact of the City Policies is on ease of accessibility by sustainable transport modes through location of new development. Monitoring for transport plan purposes will help indicate the success of promoting sustainable travel, such as through the indicator 'annual percentage change in the number of trips into the City Centre by bus as a proportion of total trips into the City Centre'.
- 8.10 Whether or not assumptions on likely sustainability outcomes are realised will be best monitored over the longer term. Realistically, effects of the City Policies and Sites will be reviewed as part of the document review and will be

regularly monitored. This enables trends to be analysed and links made between policies and outcomes. This will also enable conclusions to be drawn as to whether appraised effects were correct, and whether other options might have been more sustainable. At this stage, contextual baseline information would be updated and trend changes analysed in addition to analysis of monitoring.

9. CONCLUSION AND NEXT STEPS

- 9.1 This Sustainability Appraisal report demonstrates how the City Policies and Sites document of the Local Plan is sound in relation to sustainability. The National Planning Policy Framework states that:

'A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors'¹⁷.

- 9.2 To be 'sound' a DPD should be justified, effective and consistent with national policy. Sustainability Appraisal forms a key part of the evidence base for justifying the policies and site allocations proposed in the City Policies and Sites document. This means that the policies are those which are most appropriate when considered against the reasonable alternatives.
- 9.3 The Sustainability Appraisal process carried out on the Pre-Submission Draft City Policies and Sites document, as detailed in this report, has enabled development of a portfolio of policies and site allocations, which are considered to be a sustainable approach to development in Sheffield. These are guided by the spatial approach to development set out in the adopted Core Strategy. They will also provide a framework for further Local Plan documents in the form of Supplementary Planning Documents, which will also contribute to achievement of sustainable development.
- 9.4 Full Sustainability Appraisal matrices, showing the appraisal of the policies and site allocations alongside appraisal of alternative options, are available in Appendixes 3a and 3b found on our website at www.sheffield.gov.uk/sdfconsult

Next Steps

- 9.5 This report has highlighted the likely impacts of implementing the suite of City Policies and allocating the full range of City Sites to meet the need for housing, business and other land uses, as well as measures required to improve sustainable outcomes.

¹⁷ National Planning Policy Framework (2012), paragraph 165.