

Appendix 2 **CAMBRIDGE CITY COUNCIL**
Draft Sustainability Appraisal Report of Planning
Obligation Strategy SPD
February 2006

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Non-Technical Summary

The purpose of this document is to set out the approach that has been taken in assessing the social, environmental and economic effects of the draft Planning Obligation Strategy (POS) Supplementary Planning Document (SPD). It outlines the methodology and results of this process.

This has been carried out in accordance with Central Government Guidance on the Sustainability Appraisal process: "Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents" November 2005 (the SA Guidance).

The SPD replaces the City Council's existing Planning Obligation Strategy 2004 SPG and its key objectives are firstly, to provide a more comprehensive and streamlined approach on to the negotiation and use of planning obligations and secondly to set out the mechanisms for the use of S106 funding towards the provision of appropriate infrastructure.

The SPD applies across the whole of the city, to various types of development proposals, depending on the scale and nature of the specific development. The detailed explanation of its application to different types of development proposals is set out in Sections 3 and 4 of the draft SPD.

The Sustainability Appraisal process is intended to identify any potential conflicts that may arise between the agreed sustainability objectives, those of the SPD and the strategic options identified for the SPD. This is to ensure that throughout the development of the SPD, any potential adverse impacts that may arise are identified and amendments are made to mitigate these impacts. Overall, the principle is that the results of this process are used to inform the relevant parties of these impacts, rather than determine which option should be chosen.

Given the low-level nature of this SPD, its closely prescribed remit and limited number of key objectives that it is intended to fulfil, it was established through the SA process that there are no viable options to the SPD. This is partly because the planning obligations process is prescribed by Central Government guidance as set out in Circular 05/2005 and in a variety of recent best practice guidance on the use of planning obligations. A recent Central Government study has also concluded that the SPD/ technical guidance route is the best way forward to achieve the objectives set out in this SPD.

It is concluded that the significant effects of the SPD are positive or significantly positive. No adverse effects have been identified.

The process also identifies ways that the effects of the SPD can be monitored.

Section 1: Introduction

This is the Sustainability Appraisal Report of the Planning Obligation Strategy (POS) Supplementary Planning Document (SPD).

1.1. Purpose of SPD

- 1.1.1. Reference should be made to the Introduction section of the Sustainability Appraisal Scoping Report Addendum for the general background to the SPD.
- 1.1.2. The main purpose of the POS SPD is to provide a framework for securing the provision of new/improvements to existing infrastructure, generated by the demands of new developments, measures to mitigate the adverse impacts of development and for addressing the needs identified to accommodate the projected growth of Cambridge. The key policy that the SPD relates to is therefore Policy 10/1 of the Cambridge Local Plan 2006: Infrastructure Improvements, although, of course, many other topic-specific policies will also be relevant. Paragraph 10.9 of the supporting justification for Policy 10/1 refers specifically to the POS. The objectives of the SPD are firstly, to provide a more comprehensive and streamlined approach to the negotiation and use of planning obligations and secondly to set out the mechanisms for the use S106 funding towards the provision of appropriate infrastructure. It seeks to achieve this by:
- Drawing together existing practice on planning obligations;
 - Supplementing policies and proposals of the development plan in relation to the use of planning obligations in Cambridge;
 - Providing a framework for the application of key planning obligations requirements and the expenditure of financial contributions collected through planning obligations.

1.2. Purpose of the Sustainability Appraisal (SA) and the SA Report

- 1.2.1. The purpose of a Sustainability Appraisal (SA) is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of planning documents, including Supplementary Planning Documents (SPDs).
- 1.2.2. It is a requirement under the provisions of the Planning and Compulsory Purchase Act 2004 and must also fulfil the Strategic Environmental Assessment requirements of the EU Directive that came in to force in July 2004.
- 1.2.3. The SA process is intended to be an iterative process that is undertaken alongside the preparation of the SPD. Government guidance is provided in Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (November 2005) –the SA Guidance. In this, it is made clear that it is not the role of the SA to determine which of a Plan's options should be chosen as the basis for

moving forward but simply to provide decision makers with information to help inform their decision.

1.2.4 The SA Report seeks to summarise the results of this process and to present information on the effects of the draft SPD in order to make the process more transparent. The SA Report must show that the SEA Directive's requirements have been met. This should be achieved through sign-posting the places in the SA report where the information required by the Directive is provided.

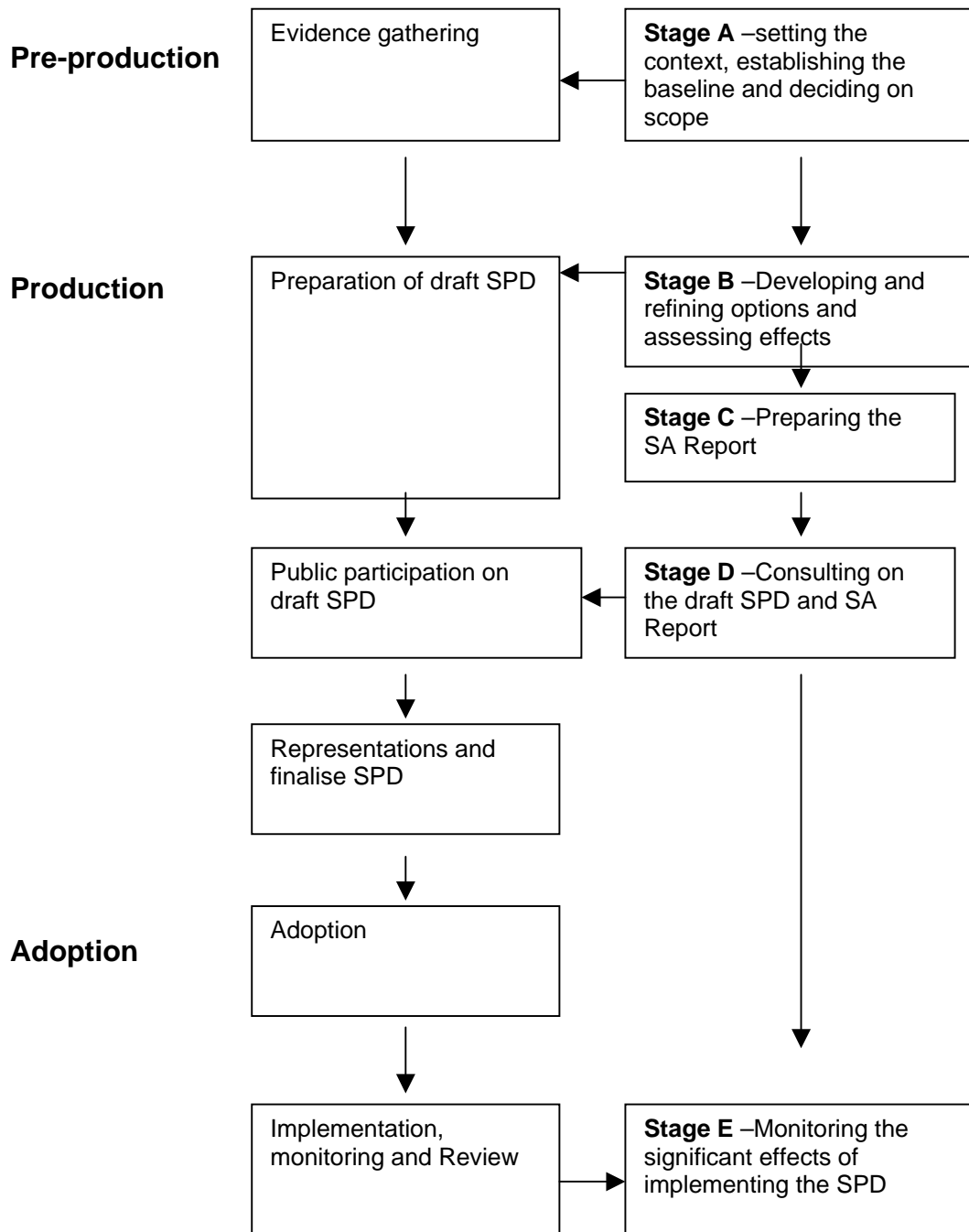
1.3. SA Process

1.3.1. There are 5 steps in the SA process as set out in the Government's SA Guidance. These are set out in Figure 1 and 2 below, in parallel with the steps in the production of an SPD.

Figure 1 –Incorporating SA within the SPD process

SPD Stage 1: Pre-production –Evidence gathering
SA stages and tasks
<p>Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope</p> <ul style="list-style-type: none"> • A1: Identifying other relevant policies, plans and programmes and sustainable development objectives. • A2: Collecting baseline information. • A3: Identifying sustainability issues and problems. • A4: Developing the SA framework. • A5: Consulting on the scope of the SA.
SPD Stage 2: Production –Prepare draft SPD
SA stages and tasks
<p>Stage B: Developing and refining options and assessing effects</p> <ul style="list-style-type: none"> • B1: Testing the SPD objectives against the SA framework. • B2: Developing the SPD options. • B3: Predicting the effects of the draft SPD. • B4: Evaluating the effects of the draft SPD • B5: Considering ways of mitigating adverse effects and maximising beneficial effects. • B6: Proposing measures to monitor the significant effects of implementing the SPD.
<p>Stage C: Preparing the Sustainability Appraisal Report</p> <ul style="list-style-type: none"> • C1: Preparing the SA report.
<p>Stage D: Consulting on draft SPD and Sustainability Appraisal Report</p> <ul style="list-style-type: none"> • D1: Public participation on the SA Report and the draft SPD. • D2: Assessing significant changes.
SPD Stage 3: Adoption
SA stages and tasks
<ul style="list-style-type: none"> • D3: Making decisions and providing information.
<p>Stage E: Monitoring the significant effects of implementing the SPD</p> <ul style="list-style-type: none"> • E1: Finalising aims and methods for monitoring. • E2: Responding to adverse effects.

Figure 2 –The SPD preparation process



1.4. Relationship to SEA process

- 1.4.1. Under the requirements of the SEA Directive 2004, all planning documents including SPDs must be subjected to a Strategic Environmental Assessment and the results of this provided in an Environmental Report.
- 1.4.2. In the SA Guidance, it is envisaged that the SEA process will be undertaken as part of the SA process and can be included within the SA Report to meet the Directive's requirements.
- 1.4.3. The table below therefore sets out the checklist of all the information that must be included in the SA Report in order to meet the SEA requirements. It also shows where this information can be found in this Report. Some of the information has already been provided in the Scoping Report as identified. The Scoping Report is included as a separate supporting document to the SPD. It should be noted that the Scoping Report for the POS SPD is an addendum to the Cambridge LDF SA Scoping Report.

Table 1

Environmental Report requirements (as set out in Annex I of the SEA Directive)	Where covered
(a) an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes;	Section 3 Scoping Report
(b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	Section 4 Scoping Report
(c) the environmental characteristics of areas likely to be significantly affected;	Section 4 Scoping Report
(d) any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC (The Birds Directive) and 92/43/EEC (The Habitats Directive);	Section 5 Scoping Report
(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;	Section 3 and Section 6 Scoping Report
(f) the likely significant effects ¹ 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;	Section 4 (SA)

Environmental Report requirements (as set out in Annex I of the SEA Directive)	Where covered
(¹ footnote: these effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects)	
(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;	Section 4 (SA)
(h) an outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;	Section 4 (SA)
(i) a description of the measures envisaged concerning monitoring in accordance with Article 10.	Section 4 (SA)
(j) a non-technical summary of the information provided under the above headings.	Before Introduction section (SA)

Section 2: Appraisal Methodology

2.1. Stages in the Process

Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope.

- 2.1.1. Setting the context and objectives of the SA and the SPD, establishing the baseline and deciding on the scope were carried out at this stage.
- 2.1.2. The baseline information was gathered from City Council and County Council sources, where this information was already being collected. Relevant plans, programmes and other policies from the international, national, regional and local context were then identified to help set the context.
- 2.1.3. The development of the Sustainability Appraisal objectives has been an iterative process with the objective evolving over time. The SA objectives from the 2005 Scoping Report for the Local Plan were taken as a starting point. These were based on regional objectives, with amendments made to take account of the local context. Internal round table discussions assisted in refining these objectives.
- 2.1.4. The SPD objectives were developed in accordance with the advice set out in Circular 05/2005, the key source of Central Government advice on planning obligations and other Central Government good practice guidance on planning obligations, including Planning Obligations: Practice Guidance (DCLG 2006).

2.1.5. These SPD objectives were then tested against the SA objectives, known as the SA Framework. The SPD objectives were then refined according to the results from this process to avoid any conflict between the two. The SA objectives were refined, so as to focus on those which were considered to have a link or possible impact.

2.1.6. The Scoping Report was then consulted on. The following bodies were consulted:

Statutory Consultees:

- Environment Agency
- Natural England
- English Heritage

Non-Statutory Consultees

- Government Office for the East of England
- Cambridgeshire County Council
- South Cambridgeshire District Council

A summary of the responses received on the Scoping Report and how these have been addressed is set out in Appendix 2.

Stage B: Developing and refining options and assessing effects

2.1.7. Because of the nature of the SPD, its precise scope and limited objectives, it was concluded that there were no viable alternative options to be considered and therefore tested. However, the effects of the SPD were assessed as being generally positive.

Stage C: Preparing the draft Sustainability Report

2.1.8. This report was then drawn up and consulted upon and considered with the draft SPD by Cambridge City Council Members before going to public consultation.

Stage D: Consulting on the draft SPD and Sustainability Report

2.1.9. Public consultation will be carried out over a six week period on the draft Sustainability Appraisal (SA) Report and the draft Supplementary Planning Document (SPD). The draft SPD and draft Sustainability Appraisal reports will be reported to the City Council's Environment Scrutiny Committee on 20 March 2007 to be agreed for public consultation. The consultation process is likely to commence within a few weeks from this date. The consultation letters will specify how to comment on the SA Report. The Council has introduced an On-Line consultation response system and this SPD will also be available for consultation through the On-Line system although hard copy consultation responses will also be accepted. It is currently intended that the final SPD will be reported to the Council's Environment Scrutiny Committee in July 2007 for adoption, with the revised Sustainability Report.

Stage E: Monitoring the significant effects of implementing the SPD

2.1.10. These will be monitored through the Annual Monitoring Report.

2.2. When the SA was carried out

2.2.1. The SA process commenced in June 2006 at the stage of the evidence gathering process conducted as part of the SPD process through to November 2006 when the evidence gathering process was largely completed. It continued through the drafting stage of the SPD from November 2006 through until February 2007. As it is an iterative process, there was some overlap between the two key SPD stages and therefore between the equivalent SA stages.

2.3. Who carried out the SA

2.3.1. The lead Council officer involved in carrying out the SA is Sharon Brown, Special Projects and Implementation Manager. However, a number of other officers and stakeholders were necessarily involved in various parts of the process. In addition, the SA of the POS SPD was considered as one of the case-studies considered at an SA Training Workshop run by Scott Wilson for Cambridge City Council on 17 January 2007. A cross-section of Council officers were involved in this workshop.

2.4. Difficulties encountered in compiling information or carrying out the assessment

2.4.1. As Section 4.3 of the Sustainability Scoping Report Addendum explains, there were a number of problems that arose when compiling data for the LDF Scoping Report to which the Addendum is linked. Data was not yet available for all indicators or was either at the wrong geographical level or held over insufficient time to show a trend. So there are some gaps that will need to be kept under review.

2.4.2. In addition, as the POS SPD covers a wide range of themes associated with categories of infrastructure provision that involve a number of stakeholders outside the City Council. The County Council is the education and transport authority and other external stakeholders such as the Primary Care Trust are also involved. The POS SPD evidence base is essentially linked to the evidence base for the individual Local Plan policies to which it relates and to the evidence basis that the other stakeholders have available in relation to evidence of needs for specific types of infrastructure. A significant amount of work remains to be done on assessing/mapping needs on a citywide basis in relation to education, community facilities including primary healthcare and faith provision, public realm and public art requirements. Much of this work is in hand but will take some time to complete.

2.4.3. Having reviewed the application of the SA process to the POS SPD as part of the Scott Wilson workshop on 17 January 2007, it was generally agreed as part of the workshop discussions that the SA process and SEA Directive only have limited relevance to this particular SPD process. The POS SPD is essentially a low level SPD that provides general advice, mainly as a source for developers, other types of applicants and development control officers, on planning obligations and sets out standard charges for financial contributions towards new

infrastructure provision. It is therefore difficult to apply the same process that would need to be applied to more complex high-level DPDs, to this low-level SPD. This issue appears to have been acknowledged as part of the recent Barker Review. Particular difficulty was encountered in identifying viable alternative options for testing and it was therefore concluded that there were no viable options. In addition, as the SPD has only two key objectives, Stage B1 was limited in its focus. However, addressing this by adding more objectives would have significantly changed the scope and remit of the SPD so was not an option.

Section 3: Sustainability Objectives, baseline and context

- 3.1. Links to other policies, plans and programmes and sustainability objectives and how these have been taken into account (Task A1)
 - 3.1.2. The relationship of this SPD with other plans, programmes and environmental objectives is provided in Appendix 1 of the SA Scoping Report.
- 3.2. Description of the social, environmental and economic baseline characteristics and the predicted future baseline (Task A2)
 - 3.2.1. The environmental baseline characteristics and other baseline information are covered in Section 4 of SA Scoping Report. The baseline data and indicators are set out In Appendix 2 of the SA Scoping Report.
- 3.3. Main social, environmental and economic issues and problems identified (Task A3).
 - 3.3.1. These are set out in Table 2 below:

Table 2: Key Sustainability issues in Cambridge directly relevant to the POS SPD

SUSTAINABILITY ISSUE	IMPLICATIONS FOR LOCAL DEVELOPMENT DOCUMENTS	EVIDENCE BASE	POLICY CONTEXT
SHARE THE BENEFITS OF PROSPERITY FAIRLY & PROVIDE SERVICES & FACILITIES FOR ALL			
Need to recognise the diversity of the population in Cambridge	Need to ensure equal access to services and facilities for all members of the community.	The % of residents who feel that their local area is a place where people from different backgrounds get on well together has decreased to 59%. The Index of Multiple Deprivation highlights that there are a number of deprived areas to the north and east of the City (although on a national level, these are less deprived than the most deprived areas nationally).	<ul style="list-style-type: none"> • A Community Strategy for Cambridge, 2004 • Diversity – A Guide to Good Practice, Cambridge City Council (2005)
MAINTAIN CAMBRIDGE AS AN ATTRACTIVE PLACE TO LIVE, WORK AND VISIT			

SUSTAINABILITY ISSUE	IMPLICATIONS FOR LOCAL DEVELOPMENT DOCUMENTS	EVIDENCE BASE	POLICY CONTEXT
Growth pressures will put increased demands on the historic City Centre and for the development of the Green Belt	Need to ensure the historic character of the city is retained.	The historic buildings and landscapes of Cambridge are both nationally and internationally important. The percentage of land designated as Conservation Areas has remained at a constant of 17% and Listed Building numbers has stayed at 1,585. Population growth will put increased demands on the city centre accommodation, which could put the historic centre under pressure.	<ul style="list-style-type: none"> • Planning Policy Guidance Note 15: Planning and the Historic Environment, DoE (1994) • Policy on protecting and enhancing the historic environment in the Proposed Changes to the Draft Revision of the East of England Plan (2006) • The Community Strategy stresses that with the growth of the City its heritage is protected and its environment improved
Development within the City will place increased demand on existing open space provision	Need to ensure that existing open space is protected and enhanced, and adequate and readily accessible open space is provided through new development.	At the moment there is 2.35 ha pf public open space per 1,000 people. This will need to be increased in line with the growth of the population.	<ul style="list-style-type: none"> • Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation, ODPM (2002) • Open Space & Recreation Strategy, Cambridge City Council (2004)

SUSTAINABILITY ISSUE	IMPLICATIONS FOR LOCAL DEVELOPMENT DOCUMENTS	EVIDENCE BASE	POLICY CONTEXT
Development within the City will place increased demand on existing community facilities	Need to ensure that existing facilities are protected and that readily accessible facilities are provided through new development.	<p>GIS maps 1, 2 and 3 in Appendix 4 show the current location of district and local centres, GP surgeries and primary schools.</p> <p>Currently there are 6.6 playgrounds provided by the City Council for every 1,000 children under the age of 12. With regards to sports facilities, there are around 0.8ha of sports pitches available for public use per 1,000 people.</p> <p>The provision of community facilities will need to be increased in line with the growth of the population.</p>	<ul style="list-style-type: none"> • The Community Strategy states that the growth of the City must benefit all and appropriate and sustainable community facilities will need to be provided. • A Major Sports Facilities Strategy for the Cambridge Sub-Region, Cambridgeshire Horizons (2006) • An Arts and Culture Strategy for the Cambridge Sub-Region, Cambridgeshire Horizons (2006) • Parks for Cambridge People – A Strategy for Parks, Play and Open Spaces, Cambridge City Council (2003) • Sports Services Strategy 2004-2007, Cambridge City Council
MINIMISE ENVIRONMENTAL DAMAGE RESULTING FROM THE USE OF RESOURCES			

SUSTAINABILITY ISSUE	IMPLICATIONS FOR LOCAL DEVELOPMENT DOCUMENTS	EVIDENCE BASE	POLICY CONTEXT
Development will place increased pressure on existing landfill sites and household waste processing centres	Developments should make adequate provision for waste and recycling storage.	Of the waste collected in Cambridge in 2005/06 (393.6kg per person), 15.7% was recycled, while 19.5% was composted (a combined total of 35.2%). Additional infrastructure for waste treatment, recycling and disposal will need to be provided to cope with the increase in population.	<ul style="list-style-type: none"> • EC Council Directive 99/31/EC on the Landfill of Waste (1999) • Planning Policy Statement 10: Planning for Sustainable Waste Management, ODPM (July 2005) • UK Waste Strategy, DEFRA (2000) • Waste management policies in the Proposed Changes to the Draft Revision of the East of England Plan (2006) • East of England Regional Waste Management Strategy, East of England Waste Technical Advisory Body (2002) • Cambridgeshire and Peterborough Waste Local Plan, Cambridgeshire County Council & Peterborough City Council (2003) • Cambridgeshire & Peterborough Minerals and Waste LDF – Preferred Options (November 2006) • Environment Strategy
MINIMISE DAMAGE AND DISRUPTION FROM TRANSPORT			
High levels of commuting into Cambridge by private car lead to increased congestion, air pollution and traffic noise	Within urban extensions, sustainable modes of transport need to be in place at an early phase in development to help establish sustainable travel patterns.	Between 2003/04 and 2004/05 the annual average traffic flow on Cambridge's roads has increased from 170,036 vehicles to 170,709.	<ul style="list-style-type: none"> • Planning Policy Guidance Note 13: Transport, DETR (2001) • Transport Ten Year Plan, Department of

SUSTAINABILITY ISSUE	IMPLICATIONS FOR LOCAL DEVELOPMENT DOCUMENTS	EVIDENCE BASE	POLICY CONTEXT
			Transport (2000) <ul style="list-style-type: none"> • The Future of Transport: A Network for 2030 White Paper, DfT (July 2004) • Proposed Changes to the Draft Revision of the East of England Plan (2006) • Cambridgeshire Local Transport Plan 2006-2011, Cambridgeshire County Council (March 2006) • A Community Strategy for Cambridge (2004) • Cambridge Walking and Cycling Strategy and Action Plan, Cambridge City Council (2002)

3.4. Limitations of the information

3.4.1. Problems in collecting baseline data are identified in Section 4.3 of the SA Scoping Report.

3.5. Future Trends Without the POS SPD

3.5.1. Not to have an SPD is not a realistic option, given that the Council is already committed to producing it as part of the LDS. However, the main effects of not having the SPD are considered below:

- Without the POS SPD, you would still have the policies to which the SPD relates that set out the likely types infrastructure for which new developments would generate increased demand or where there may be an impact requiring mitigation. However, there would be no clear overall framework or guidance for developers to understand how the infrastructure issues relating to their development proposals will be assessed, nor information on the likely costs related to mitigating the impacts of their proposals on infrastructure resulting in a lack of certainty for developers.
- If all S106 obligations were negotiated on an ad-hoc basis, there would be an increased risk of inconsistency and that the contributions provided by developers to mitigate the impact of their development would not cover the true cost of providing appropriate infrastructure.
- There would be no agreed framework of infrastructure projects for funding using planning obligation contributions, nor any

method of comprehensively combining contributions arising from individual developments to enable them to be used to implement larger more expensive items of infrastructure.

- As a result of having the POS in place, the City Council has been significantly more successful than many other local authorities in using planning obligations as a means of securing improvements to and provision of new infrastructure. The effectiveness of having formal detailed guidance on use of planning obligations in place is supported by a number of recent studies/best practice guidance commissioned by Central Government, including Valuing Planning Obligations in England 2005 and Planning Obligations: Practice Guidance 2006. To move away from this approach would therefore be contrary to recent Central Government advice.
- Circular 05/2005 recommends that detailed policies applying the principles of policies eg standard formulae/ charges should be contained in SPDs. Not to have an SPD would mean that the Council would not be able to rely on a system of agreed standard charges and would therefore have to adopt a more ad-hoc approach. This would be likely to result in greater inconsistency and would appear to be moving away from the approach advocated by Circular 05/2005.
- The Council would be unable to rely on the Planning Obligation Strategy 2004 SPG in the long –term, given that it is associated with the Cambridge Local Plan 1996, now superseded and will become increasingly out of date over time. Its weight will be therefore reduced, leaving the Council more open to a potential legal challenge.
- The POS SPD is likely to require significant revision in due course as a result of the future introduction of the Planning Gain Supplement. However, it is still likely that formal guidance will still be required, albeit more limited in its remit.

3.6. The SA Framework, including objectives, targets and indicators (Task A4)

3.6.1. This is contained in Appendix 1 of this report. The LDF SA Scoping report identified 22 SA objectives which are set out in Table 4 and Appendix 8 of that document.

3.6.2. For the purposes of the POS SPD, the sustainability objectives that were directly relevant to the SPD were extracted from the list contained in Table 4 of the LDF Scoping Report. Although the Environment Agency has suggested the incorporation of Objective 15 on managing and minimising flood risk within the POS SPD Scoping Report, this is not considered appropriate. Firstly, the City Council has prepared a separate topic-specific SPD on Sustainable Design and Construction

which covers water and drainage issues and it is not the purpose of the POS SPD to duplicate other City Council SPD guidance. In addition, it is not the purpose of the POS SPD to provide detailed guidance on any possible development or site-specific planning obligation requirement that may arise in any individual circumstance. It is considered that flood risk would fall within the development or site-specific category of potential planning obligation requirements.

3.7. Consulting on the Scope of the SA (Task A5)

3.7.1. See paragraph 2.1.6.

Section 4: Developing and refining options and assessing effects (Stage B)

4.1. Testing the Local Plan Policies Against the SA Framework

4.1.1. The Local Plan policies which the SPD seeks to provide guidance on were appraised by testing them against the SA Framework objectives. The results of this are shown in Appendix 3.

4.2. Testing the SPD objectives against the SA Framework (Task B1)

4.2.1. The SPD objectives need to be consistent with each other, and testing them against the SA objectives provides one way of checking this. Where there is a conflict between objectives, a decision needs to be reached on priorities. Given that the POS SPD has only two key objectives –to provide a comprehensive and streamlined approach to the negotiation and use of planning obligations and to set out mechanisms for the use of S106 funding towards the provision of appropriate infrastructure, this exercise is inevitably limited. However, increasing the number of objectives of the SPD would change the essential limited nature and purpose of the SPD.

4.2.2. The effects of SPD objectives against sustainability objectives are recorded as being:

Key

++	very compatible/very complimentary
+	probably compatible/potentially complimentary
+/-	possibly compatible or possibly incompatible
-	possibly compatible/potential conflict
--	very incompatible/potential conflict
0	having no effect
?	uncertain effect

Table 3 Testing the SPD objectives against the Sustainability objectives

Sustainability Objectives	SPD Objectives			
	1. Provide comprehensive/ streamlined approach to negotiation /use of planning obligations	2. Set out mechanism for use of S106 funding towards provision of appropriate infrastructure	Comments	Amend draft SPD?
Economic				
4. To provide services locally	+	++	Whilst streamlining the process to negotiation/use of planning obligations may not necessarily influence the provision of local services, this could potentially be a positive outcome of an effective process. However, setting out a mechanism for the use of S106 funding can direct funding to local services. The Council 's existing POS SPG contains locally defined projects for funding, which could include local services.	No
Social				
7. To redress inequalities	+	++	The same comments apply as above. Setting out a mechanism for the use of S106 funding will enable projects to be progressed and funded that will help to addresses inequalities, especially in the context of public transport and community facilities.	No

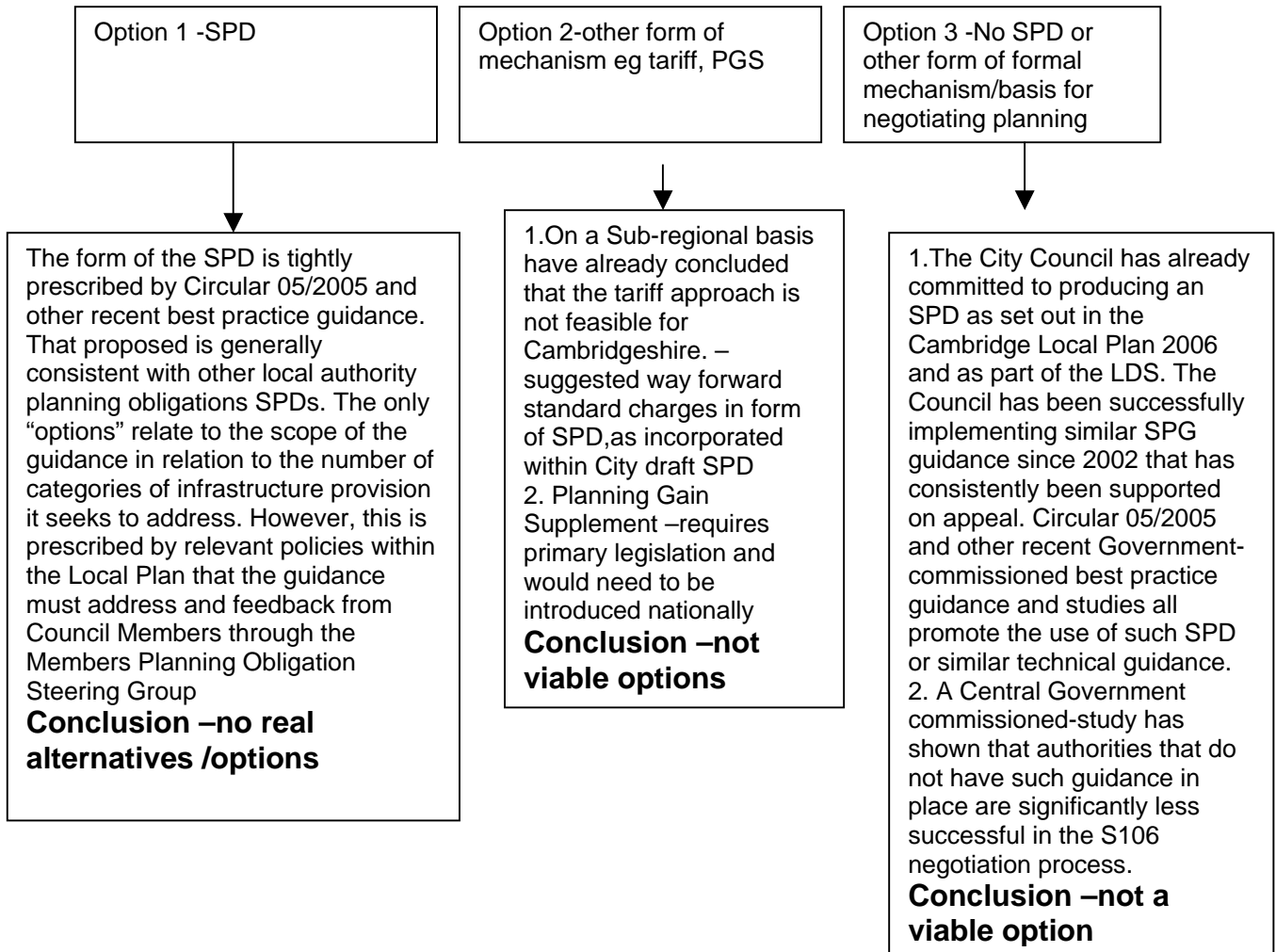
8.To keep distinctive character of built environment	+	++	The same comments apply as above. Setting out a mechanism for the use of S106 funding will enable projects to be progressed and funded that will help to mitigate the adverse effects of development on the environment and will positively enhance the environment.	No
9.Maintain/enhance historic character/streetscape	+	++	The same comments apply as above. Setting out a mechanism for the use of S106 funding will enable projects to be progressed and funded that will help to mitigate the adverse effects of development on the historic environment and will potentially positively enhance the historic environment	No
10.Give residents and visitors access to range of arts, cultural, recreation and sport	0	++	The funding mechanisms that the City Council has had in place since the adoption of the original 2002 POS SPG have achieved significant amounts of S106 funding for open space, recreation and sports projects which have benefited city residents. It is anticipated that the broadening of the requirements both within the Open Space and recreation and Community Facilities categories will result in greater flexibility of the use of such funding, potentially including arts and cultural facilities.	No

Environmental				
11.Protect/enhance green spaces	+	++	The same comments apply as above. Setting out a mechanism for the use of S106 funding will enable projects to be progressed and funded that will help to mitigate the adverse effects of development on green spaces and will achieve positive enhancements of existing green spaces	No
19.Reduce waste /encourage recycling	++	++	There was no Waste category within the 2002 and 2004 versions of the POS SPG. Incorporating a new Waste category within the current draft SPD will therefore have a significantly positive impact on increasing the importance of waste issues in the negotiation process and in terms of the Council's ability to secure s106 funding for receptacles/facilities to encourage waste reduction and recycling.	No

21.Increase sustainable transport modes	+	++	The same comments apply as above. Setting out a mechanism for the use of S106 funding will enable projects to be progressed and funded that will help to mitigate the adverse effects of development traffic congestion and will increase use of sustainable transport modes. Significant amounts of S106 funding have been achieved through the 2002 and 2004 POS SPGs for public transport-related projects.	No
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4.3. Developing the SPD options (Task B2)

4.3.1. The next step in the process is to identify SPD options, so that these can be tested, to ensure that the approach taken with the SPD is the best solution for achieving sustainable development. However, this is another area where the nature and precise scope of this SPD limits the available options. This is illustrated below:



4.3.2. It is therefore concluded that there are no viable options beyond the way forward that has already been identified. This conclusion was supported by the discussions that took place during the SA workshop session run by Scott Wilson on 17 January 2007.

4.4. Predicting the effects of the draft SPD (Task B3)

4.4.1. For the reasons above, given that there are no viable options to the SPD, it is not possible to complete the exercise of testing the options against the SA Framework. However, Section 5.1 and Table 3 illustrate the positive effects that the SPD will have in relation to economic, social and environmental factors. The City Council already has evidence to support these assumptions, in that it has already had similar guidance in place since 2002.

4.5. Evaluating the effects of the draft SPD (Stage B4)

SA Objectives	Assessment	Commentry on effects of SPD (including secondary, cumulative, synergistic, short/medium/long term, permanent/temporary/ positive/negative effects)
To provide services locally	+ / ++	Positive medium –term-long-term effects. Infrastructure provision takes time to be put in place and its positive benefits are only normally likely to be identifiable in the medium-long term. It often takes years for significant amounts of s106 funding to accumulate to finance larger projects that will have maximum benefits.
To redress inequalities	+ / ++	The SPD itself does not directly address this objective but the processes and mechanism it secures will provide for infrastructure and other benefits to be secured through the planning obligation process that will help to address inequalities eg through the provision of targeted community facilities etc
To keep distinctive character of built environment	+ / ++	Positive significant short, medium and long-term effects depending on the nature of the individual planning obligation secured
To maintain/enhance historic character/streetscape	+ / ++	Positive significant short-medium and long-term effects depending on the nature of the planning obligation secured
Give residents/visitors access to a range of arts, cultural and recreation and sport	+ / ++	Positive significant short-medium and long-term effects depending on the nature of the planning obligation secured. Significant positive effects will increase over time as the SPD is implemented, given that the draft SPD has broadened outs its application in relation to open space, recreation and sports facilities and community facilities, to address primary health care provision and other community facilities, in certain appropriate circumstances.
Protect/enhance green spaces	+ / ++	Positive significant long-term effects. Significant positive effects will increase over time as the SPD is implemented, given that the draft SPD has broadened outs its application in relation to

		contributions now being sought towards provision/enhancements of Strategic Open Space. However, given that the Strategic Open Space projects identified in the SPD are large-scale, it will take considerable time for sufficient S106 funds to accumulate to implement them.
Reduce waste/encourage recycling	++/++	Significant positive short-term/medium and long-term effects. As this is a new category being introduced into the SPD, this will have an immediate positive effect, with more significant positive effects over time.
Increase sustainable transport modes	+/++	Positive significant short, medium and long-term effects depending on the nature of the planning obligation secured. Site specific highways improvements and mitigation measures will be short-medium terms whereas projects implemented via the Area Transport Plans will be long-term.

4.6. Considering ways of mitigating adverse effects and maximising beneficial effects (Stage B5)

4.6.1. No adverse effects have been identified. However, it is considered that the beneficial effects of the SPD could be best maximised by ensuring that sufficient dedicated resources are put in place for the monitoring of planning obligations so as to ensure that requirements are being met by developers. This has been identified in recent Central Government best practice guidance on planning obligation processes. The process is labour-intensive and as the number of competed obligations that require monitoring increase significantly over time, so the monitoring implications increase. In order to address this, the draft SPD introduces standard monitoring charges to enable the employment of a dedicated full-time monitoring officer and to maximise the efficiency of monitoring processes.

4.7. Proposed measures to monitor the significant effects of implementing the SPD(Stage B6).

4.7.1. The significant effects of implementing the SPD will be monitored through the annual monitoring reports on planning obligations which provides information on planning obligations receipts and expenditure and planning obligations-funded project implementation over the previous 12 month period. The significant effects will also be monitored through the Annual Monitoring Report.

4.8. Uncertainties and risk

- Insufficient resources are put in place to monitor the significant effects of the SPD
- The introduction of the Planning Gain Supplement will have a significant impact on the existing planning obligation regime and there is currently still a high degree of uncertainty as to the level of funding that local authorities will be able to secure through the PGS in relation to provision of strategic infrastructure provision.

4.9. Next Steps

Stage C: Preparing the draft SA Report

This document is the draft SA Report and it will be consulted on with the draft SPD.

Task D1: Public Participation on the draft SPD and the Sustainability Appraisal Report

During the public participation stage the Sa report is consulted on at the same time as the draft SPD. In involving the public in the SPD and its SA Report, the Council advises that any responses should focus on the effects of the SPD.

Task D2: Appraisal of Significant Changes

If significant changes to the draft SPD are raised during consultation that have not already been subject to the SA, it will be necessary for the Council to ensure that the significant social, environmental and economic effects of these changes are appraised.

Task D3: Making decisions and providing information

Following the adoption of the SPD, a consultation statement will be prepared to show the ways in which responses to the consultation have been taken into account. This SA report documents proposed monitoring measures and these will be confirmed or modified in light of the consultation responses.

Stage E: Monitoring the significant effects of implementing the SPD

This will be carried out in accordance with the proposals set out above, with any amendments that occur as a result of the consultation process.

**Appendix 1
The Sustainability Appraisal Framework**

SEA/SA TOPIC	SUSTAINABILITY OBJECTIVES	INDICATORS	TARGET
Share the benefits of prosperity fairly and provide services and facilities for all	4.To provide services and facilities locally and near to users	% of dwellings within 400m of district and local centres	↑
	7.To redress inequalities related to age, gender, disability, race, faith, sexuality, location and income	% of residents who feel their local area is harmonious	↑
		Index of multiple deprivation	↓
		Range of income levels –25 th and 75 th quartiles	↓
Maintain Cambridge as an attractive place to live, work and visit	8.To keep the distinctive character and qualities of the built environment and create an attractive environment and a high quality of design	% of residents surveyed satisfied with their neighbourhood as a place to live	↑
	9.Maintain/enhance the built historic character and streetscape (including archaeological heritage) and historic landscape character	Number of listed buildings	↑
		% of total land falling within conservation areas	↑
	10.To give residents and visitors access to a range of high quality arts and cultural activities, recreation and sport	% of residents by targeted group satisfied with the local authorities cultural and recreational facilities: a) sport/leisure facilities b) folk museum c) Corn Exchange d) parks and open spaces, play areas and other community recreation facilities and activities	↑
	11.To protect and enhance green spaces (including parks, children’s play areas, allotments and sports pitches) and landscapes, and improve opportunities to access and appreciate wildlife and wild places	HA of public open space per 1,000 people	↑
		Number of playgrounds and play areas provided by the Council per 1,000 children under 12	↑
		% semi-natural green spaces accessible to public	↑

SEA/SA TOPIC	SUSTAINABILITY OBJECTIVES	INDICATORS	TARGET
Minimise environmental damage resulting from the use of resources	19.To reduce waste and encourage re-use and recycling at locally based facilities	Household waste collected per person per year (kg)	2006/07 a) 20% b) 25%
		a) % of total tonnage of household waste which has been recycled b) % of total tonnage of household waste which has been composted	
Minimise damage and disruption from transport	21.To increase practicality and attractiveness of environmentally better modes including public transport, cycling and walking	Local bus passengers entering and leaving Cambridge per day	
		Modal share of: a) cyclists; and b) pedestrians	a) 19% by 2007 ↑

Appendix 2: Summary of Responses Received on Scoping Report

Consultee	Representation	Response
Go-East	No comment made	No response necessary
Natural England	Do not have any specific comments but recognise that planning obligations are essential for protecting, enhancing and increasing biodiversity and green infrastructure	No changes required. Sections 3.3, 3.9 and 4 of the draft SPD address issue relating to the protecting, enhancing and increasing of biodiversity and green infrastructure
English Heritage	No response made during consultation period	No response required
Cambridgeshire County Council	Express concern about the way that open space calculations are made. Express concern that developers are including public rights of way in public open space totals. Public rights of way are highways and are not public open space and must not be counted as such. Whilst noting that the Environment Agency may have	It is considered that this is an issue that relates more to the implementation of the POS SPD itself than the Sustainability Appraisal process. This will therefore need to be considered as part of the public consultation process on the draft POS SPD although it will be necessary for the County Council to provide further information and examples of specific developments where this has occurred in order to explore the issue further and to address it as necessary. No changes are therefore required to the Scoping Report. This would appear to relate more properly to the Council's Sustainable Design and

	<p>concerns about the inclusion of drainage features as part of open space due to maintenance requirements, the County Council are positively promoting the dual use of open space for sustainable drainage. Management can then be integrated into normal landscape care regimes, obviating many of the concerns about SUDS maintenance.</p>	<p>Construction SPD, rather than the POS SPD. Sustainable Drainage Systems are only likely to be an issue within the Urban Extension developments and the planning obligation requirements for these will be set out in master-planning guidance and/or negotiated on a development-specific basis, as is made clear IN Section 4 of the draft SPD.</p> <p>No changes required to Scoping Report.</p>
<p>Environment Agency</p>	<p>Suggest that the Scoping Report needs to include Objective 15 “To manage and minimise flood risk taking into account climate change” . Note that where larger sites are proposed for development, the surface water drainage solutions may require prior installation and appropriate maintenance or management agreements may also have to be drawn up.</p>	<p>It is considered that it would not be appropriate for the POS Scoping Report to include this objective, as it would then result in duplication with the Sustainable Design and Construction SPD which does address water and drainage issues in detail. Managing and minimising flood risk would be a development-specific planning obligation requirement and the POS SPD does not seek to address such requirements in detail, as is made clear in the Introduction section of the draft SPD and in Section 3.9 which sets out other potential development-specific requirements that may arise, such as watercourse mitigation measures and SUDS maintenance.</p> <p>Not considered changes to Scoping Report are appropriate</p>

South Cambridgeshire District Council	No comments made within consultation period	No changes required to Scoping Report
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Appendix 3: Appraisal of Relevant Local Plan Policies against the SA Framework

Policy No.	Local Plan Policy	SA Framework								Comments
		4	7	8	9	10	11	19	21	
3/7	Creating Successful Places	+	++	++	++	++	+	++	++	Overall likely to have a significant positive effect
3/8	Open Space and Recreation Provision	++	+	++	0	++	++	0	0	Likely to have a significant positive effect on the provision of local facilities and the environment
3/12	The Design of New Buildings	0	+	++	+	++	+	++	0	Likely to have a significant positive effect on the environment
4/2	Protection of Open Space	0	0	++	++	++	++	-	0	Likely to have a significant positive effect on the provision of local facilities and the environment
5/5	Meeting Housing Needs	++	++	+/-	+/-	0	0	0	0	Likely to have a significant positive effect on the provision of local facilities and redressing inequalities but the provision of affordable housing could potentially have a negative impact on the environment, if not sensitively designed. Meeting housing needs has to be balanced against environmental considerations.
5/6	Meeting Housing Needs from Employment Development	+	++	+/-	+/-	0	0	0	0	Likely to have a significant positive effect on redressing inequalities but the provision of affordable housing could potentially have a negative impact on the environment, if not sensitively designed. Meeting

										housing needs has to be balanced against environmental considerations.
5/13	Community Facilities –Areas of Major Change	++	++	+	0	++	++	0	++	Overall likely to have a significant positive effect
5/14	Provision of Community Facilities	++	++	+	0	++	++	0	++	Overall likely to have a significant positive effect
6/2	New Leisure Facilities	++	++	+	0	++	++	0	++	Overall likely to have a significant positive effect
8/3	Mitigating Measures	++	++	+	-	0	-	0	++	Some significant positive effects in relation to redressing inequalities and provision of local facilities/services but some potential negative effects on the environment.
8/5	Pedestrian and Cycle Network	++	++	+	-	+	-	0	++	Mainly significant positive effects but some potential negative effects on the environment
8/7	Public Transport Accessibility	++	++	+	-	+	-	+	++	Some significant positive effects in relation to redressing inequalities and provision of local facilities/services but some potential negative effects on the environment.
9/2	Phasing of Areas of Major Change	++	+	0	-	+	0	0	++	Mainly positive effects but a small risk of potential negative environmental effects
9/3	Development in the Urban Extensions	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
9/4	East Cambridge	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
9/5	Southern Fringe	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative

										effects on the environment
9/6	Northern Fringe	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
9/7	Land between Madingley Road and Huntingdon Road	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
9/8	Land between Huntingdon Road and Histon Road	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
9/9	Station Area	++	++	+	-	++	++	+	++	Mainly significant positive effects but some potential negative effects on the environment
10/1	Infrastructure Improvements	++	++	++	++	++	++	++	++	Significant positive effects across the whole range of areas

Key

- ++ very compatible/very complimentary
- + probably compatible/potentially complimentary
- +/- possibly compatible or possibly incompatible
- possibly incompatible/potential conflict
- 0 having no effect
- ? uncertain effect