

Local Development Framework

Sustainability Appraisal Report:
Site Allocations (Regulation18)

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Executive Summary

Sustainability Appraisal (SA) is the process by which the likely significant environmental, social and economic effects of a plan can be identified and reported. This document is the sustainability appraisal report that sits alongside the additional Development Management (DM) policies set out in the Regulation 18 stage (first draft) of Portsmouth's Site Allocations Plan.

The additional policies relate to:

- A Presumption in Favour of Sustainable Development
- Development on Contaminated Land
- Coastal Development

The sustainability appraisal of the additional three DM policies shows that, overall, they make a positive contribution to sustainability.

1. Introduction

Purpose of the Sustainability Appraisal

- 1.1.1 Sustainability Appraisal (SA) is the process by which the likely significant environmental, social and economic effects of a plan can be identified and reported. It is a continuous process that informs all stages of the plan preparation process. The primary purpose of sustainability appraisal is to promote sustainable development – the process investigates the social, economic and environmental effects of the plan as it is prepared, so that changes can be made to improve its contribution to sustainable development before it is finally adopted.

What plan is being assessed?

- 1.2.1 This document is the sustainability appraisal report that sits alongside the development management policies in the Regulation 18 stage (first draft) of Portsmouth's Site Allocations Plan.
- 1.2.2 The objective of this plan is to identify development sites to help deliver the strategy for the development of the city that was set out in the Portsmouth Plan, which was adopted in January 2012. Alongside identified sites, the draft document also includes three Development Management Policies. Separate SA reports have been produced for these two elements, as they are assessed in very different ways. This SA report relates to the DM policies only. DM policies are proposed relating to:
- A Presumption in Favour of Sustainable Development
 - Development on Contaminated Land
 - Coastal Development

Compliance with the SEA Directive/Regulations

- 1.3.1 The process of undertaking sustainability appraisal (SA) is mandatory under the 2004 Planning & Compulsory Purchase Act for local planning documents. There is also an EU Directive (2001/42/EC) which requires a 'Strategic Environment Assessment' (SEA) of plans and programmes, including development plans.
- 1.3.2 The SA has been prepared in accordance with the guidance set out in the CLG Plan Making Manual (2009). Sustainability appraisal prepared according to this guidance incorporates the requirements of the EU Strategic Environmental Assessment (SEA), therefore in this report SA should be understood to mean SA incorporating SEA.
- 1.3.3 The table in Appendix 1 sets out how the requirements for the environmental report set out in that Directive have been met in this SA report.

Summary of when and how the SA was carried out

- 1.4.1 Work on the general scoping report, the collection of baseline data and the document review was first undertaken in 2005 and updated in 2006 and 2010 by officers in the planning policy team with input from other city council divisions and outside agencies.

The methodology set out in that scoping report has been tested a number of times in sustainability appraisals of local plan documents and found to be fit for purpose.

- 1.4.2 The appraisal process was devised and led by planning officers, as it was considered important for those responsible for drafting the plan to be actively involved in the appraisal rather than reviewing the results at the end of the process. It is the purpose of the sustainability appraisal to challenge and improve the quality of the final plan, and it is therefore essential that the authors of the plan should be actively involved in the appraisal process.

Consultation arrangements

- 1.5.1 This SA report is itself subject to consultation alongside the Regulation 18 stage of the Site Allocations. Please address any representations to:

Site Allocations
Planning Services
Portsmouth City Council
Civic Offices
Guildhall Square
Portsmouth
PO1 2AU

Or to planningpolicy@portsmouthcc.gov.uk

If you have any questions regarding the Site Allocations document or this report, please call the planning policy team on 023 9268 8633.

2. Appraisal Methodology

Overarching Planning Policy SA Framework

- 2.1.1 The city council has devised a generic sustainability appraisal framework for all of its Local Planning documents. A scoping report was initially published in 2005 and was refined through consultation and updates in September 2006. This was updated again in April 2010 to ensure the baseline data was relevant and to review sustainability objectives. The updated framework document sets out the baseline data in tabular form, along with associated targets grouped together in 10 sustainability objectives, assessment criteria and indicators.
- 2.1.2 Interested readers should refer back to the Sustainability Appraisal Framework Update (published in April 2010) to gain a fuller understanding of the approach to SA the city council is taking for all of its planning documents. Some of the requirements of the SEA Directive have also been met in the framework update. As it is not considered useful to repeat here all of that information in this sustainability appraisal report, the framework update is available on the LDF pages of the Portsmouth City Council website at http://www.portsmouth.gov.uk/media/SA_Framework_update_April_2010.pdf.

Links to other strategies, plans and programmes and sustainability objectives

- 2.2.1 The general scoping report contains a comprehensive review of all plans, strategies, guidance and legislation which relate to sustainability and which will influence the preparation of the LDF in general terms. These documents range from international guidance and legislation at the highest level, through UK government policies and guidance, to corporate policies and strategies at the local level. They also include targets and objectives of regulatory and advisory organisations (for example the Environment Agency and Natural England). The main sustainability objectives from these documents have been recorded in a database. This database is updated as and when documents are superseded and/or new documents are published.
- 2.2.2 Probably the most significant change to the plans and programmes affecting the site allocations plan, was the publication in March 2012 of the National Planning Policy Framework, which superseded the existing suite of planning policy statements. The focus of the NPPF is to encourage sustainable development, and the NPPF sets out what this entails. While this is a key change to the plans and policy 'library', the concept of sustainable development has not significantly changed, and there has therefore no need to change the sustainability appraisal framework.

The social, environmental and economic baseline

- 2.3.1 As part of the preparation of the General Scoping Report, a wide variety of information relating to a number of different sustainability issues was collected. Most of this was presented at city-wide or ward level, in order to provide a broad overview of the key sustainability issues affecting the city. This information was set out initially in the 'Portsmouth 2005' Baseline Report, and formed the basis of all subsequent updates to the baseline data.

2.3.2 An extensive review of the baseline information was carried out during the framework update in 2010. All data was reviewed and updated where possible. Assessment criteria were deleted in some cases where they were considered extremely out of date or no longer relevant to the sustainability appraisal. The result of this process was the updated framework which has been used to assess the site allocations plan (see Appendix 2).

SA framework for additional DM policies

2.4.1 The SA for the DM policies in the site allocations consultation reviews the impact of the proposed DM policies on the SA objectives. The results of this process are set out in section 3.

2.4.2 The site selection process took place in a number of stages, with SA criteria being applied at appropriate stages. The full details of this process are described in section 3.

3. Review of significant social, environmental and economic effects

3.1 The tables below show the likely effects of the proposed DM policies on the city's sustainability criteria:

Presumption in Favour of Sustainable Development		
Sustainability Objectives	Contribution to SA objective	Reason for Score
1 Natural Resources & Climate Change	✓	This policy is a requirement of the National Planning Policy Framework, which promotes Sustainable Development. It specifically states that it is designed to 'secure development that improves the economic, social and environmental conditions in the area', supporting the overall sustainability framework.
2 Flood Risk	✓	
3 Biodiversity	✓	
4 Landscape & Townscape Quality	✓	
5 Heritage	✓	
6 Homes for Everyone	✓	
7 Education, Employment & Economy	✓	
8 Health & Wellbeing	✓	
9 Culture, Leisure & Recreation	✓	
10 Social Inclusion & Quality of Life	✓	

Contaminated Land		
Sustainability Objectives	Contribution to SA objective	Reason for Score
1 Natural Resources & Climate Change	∅	No direct impacts
2 Flood Risk	(✓)	In some cases, dealing with the contaminated land can double up as a flood risk measure - for example through land raising.
3 Biodiversity	(✓)	Requiring development to

4 Landscape & Townscape Quality	∅	No direct impacts
5 Heritage	∅	No direct impacts
6 Homes for Everyone	?	The cost of cleaning up contaminated land can be very costly and in some case can therefore reduce development viability. On the other hand, of course, requiring contaminated land to be cleaned up results in better quality, safe homes for people to live in.
7 Education, Employment & Economy	∅	No direct impacts
8 Health & Wellbeing	✓	Requiring contaminated land to be dealt with before development is essential to the health and wellbeing of future occupants of the development.
9 Culture, Leisure & Recreation	∅	No direct impacts
10 Social Inclusion & Quality of Life	∅	No direct impacts

Coastal Development		
Sustainability Objectives	Contribution to SA objective	Reason for Score
1 Natural Resources & Climate Change	∅	No direct impacts
2 Flood Risk	(✓)	While there is no specific criterion relating the flood risk in this policy, careful consideration of coastal development is likely to include taking into account flood risk (which in any case is required through other policies).
3 Biodiversity	✓	The policy specifically expects developments on the coast to respect the functions on the harbour, with a specific reference to ecology. In addition, buildings in currently undeveloped areas of the coast will have to demonstrate that they require a coastal location, thus limiting development which could have an impact on coastal habitats.
4 Landscape & Townscape Quality	✓	The policy specifically expects developments on the coast to respect the coastal landscape and townscape character
5 Heritage	✓	The policy recognises that the city's diverse coastline is one of its unique attractions.
6 Homes for Everyone	∅	No direct impacts
7 Education, Employment & Economy	∅	No direct impacts
8 Health & Wellbeing	(✓)	The policy expects developments on the coast to enhance public access to the waterfront, and spending time on the coast can have a positive impact on people's health and wellbeing.
9 Culture, Leisure & Recreation	✓	The policy expects developments on the coast to enhance public access to the waterfront.
10 Social Inclusion & Quality of Life	(✓)	Access to the coast is one of the key traits that give people a good quality of life in Portsmouth - it can be accessed free of charge and therefore is a universal asset to residents regardless of their ability to pay.

✓ Positive effect	<i>Where the policy is certain to have a positive impact on the sustainability objectives</i>
(✓) Possible positive effect	<i>Where the policy is likely to have a positive impact, but where there is some uncertainty</i>
? Uncertain overall effect	<i>Where the effect of the policy on the sustainability criterion is uncertain, or where there are both positive and negative effects, thereby making the overall effect uncertain</i>
(✗) Possible negative effect	<i>Where the policy is likely to have a negative impact, but where there is some uncertainty</i>
* Negative effect	<i>Where the policy is certain to have a negative impact on the sustainability criterion</i>
∅ No direct relationship or no impact	<i>Where there is no direct relationship between the policy and the criterion or the policy has only a very minor impact on the criterion</i>

- 3.2 The sustainability appraisal of the additional three DM policies proposed as part of the development of the sites allocation document show that, overall, they make a positive contribution to sustainability.
- 3.3 Alterations to the policies or mitigation measures will not be necessary, as the impacts of the policies are likely to be positive.
- 3.4 Criteria for the continued monitoring of the SA of these policies will be developed with the monitoring framework for the policies itself, which will be set out in the next version of the plan.

Appendix 1: Compliance with the requirements for the environmental report under the SEA Directive

Information referred to in Article 5(1)	Where has this requirement been addressed
a) an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes	Section 1.2.2 of this report
b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme	Framework update April 2010
c) the environmental characteristics of areas likely to be significantly affected	Framework update April 2010 and section 3 of this document
d) any existing environmental problems which are relevant to the plan or programme, including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC	Framework update April 2010
e) the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way in those objectives and any environmental considerations have been taken into account during its preparation	General Scoping Report and section 2 of this report
f) the likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above	Section 3 of this report
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 3 of this report
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	Sections 3 of this report
i) a description of the measures envisaged concerning monitoring in accordance with Article 10	Section 3 of this report
j) a non-technical summary of the information provided under the above headings	Executive Summary of this report

Appendix 2: Sustainability Appraisal – Objectives and Assessment Criteria

Sustainability Appraisal Framework (2010) – Summary of SA Objectives & Assessment Criteria	
ISSUE & SUSTAINABILITY OBJECTIVE	ASSESSMENT CRITERIA: “What contribution does the policy make to...”
1 Natural Resources & Climate Change To protect the quality and minimise the consumption of natural resources, and minimise emissions to address the causes of climate change	Minimising the need to travel?
	Reducing the reliance on, and the consumption of, finite fossil fuels in transport and reducing emissions?
	Reducing the reliance on, and the consumption of, finite fossil fuels through energy efficiency in development?
	Improving air quality?
	Reducing final disposal of waste, including avoiding waste, re-using and recycling?
	Reducing the extraction of minerals and increasing the use of recycled aggregate?
	Maintaining and enhancing water quality?
	Conserving water resources?
	Re-using brownfield land, vacant sites and buildings? The density of development?
2 Flood Risk To reduce flood risk from all sources of flooding	Avoiding development in flood risk areas?
	Managing flood risk on sites at risk of flooding?
	Minimising the impact of development on the city's sewer system?
3 Biodiversity To make sure that the city's most important wildlife species and habitats are protected and enhanced	Maintaining and/or improving the condition of internationally, nationally and locally designated nature conservation sites?
	Safeguarding the role of non-designated sites in supporting wildlife in the city?
4 Landscape & Townscape Quality To preserve and enhance the character and appearance of the city and its surroundings, including its built-up areas and its open spaces	The quality / appearance of the built environment?
	Fostering positive perceptions of the city's attractiveness?
	To protecting and enhancing the greenness of the city, by improving the quality and quantity of open spaces and trees?
5 Heritage To protect and conserve Portsmouth's historic, cultural and maritime heritage	Maintaining and protecting conservation areas?
	Maintaining and protecting listed buildings and scheduled ancient monuments and their settings?
6 Homes for Everyone To ensure that good quality housing is readily available and attainable to all those who need it	Delivering sufficient housing numbers to satisfy overall housing need within the city?
	Delivering sufficient affordable housing units to satisfy the needs of those on lower incomes?
	Ensuring an appropriate mix and balance of housing types and tenures across the city and at neighbourhood level?
	Promoting good quality homes that will stand the test of time?
7 Education, Employment & Economy To ensure that the city's economy is buoyant and diverse, and to develop and maintain a skilled workforce to support long-term competitiveness	Employment levels?
	Supporting new and existing businesses?
	Economic growth?
	Maintaining and enhancing the appeal of Portsmouth's visitor attractions?
	The provision of adequate education & training facilities?
	Creating opportunities to increase the skills level of the local population?
8 Health & Wellbeing To promote standards of health within the city's population and to make Portsmouth a city where everyone feels safe and is safe	Improving people's perception of their own health?
	Improving the health of the city's population?
	Increasing opportunities for healthy pursuits?
	Ensuring access to adequate healthcare facilities?
	Reducing Health inequalities?
	Reducing danger to all road users and the potential for accidents?
	Reducing the fear of crime and levels of crime, in particular violent crime and anti-social behaviour?

9 Culture, Leisure & Recreation To ensure that there are opportunities for everyone to participate in fulfilling healthy and rewarding leisure activities to suit a full range of needs and interests	Ensuring that everyone has easy access to pleasant, multi-functional green spaces across the city? (NB sports facilities are covered in 'health' objective)
	Ensuring that all the city's children have easy access to a high quality play area?
	Ensuring that the city maintains adequate cultural and entertainment facilities to satisfy residents' expectations
10 Social Inclusion & Quality of Life To minimise unfair disadvantage or discrimination, so that all people in the city have equal access to facilities & services, feel part of a community and have a sense of pride in Portsmouth	Maintaining the role of the city's town and local centres and ensuring their continued vitality and viability?
	Ensuring that as many people as possible have good access to shops and services?
	Reducing concentrations of social disadvantage in certain areas of the city?

