



# **Sustainability Appraisal**

**Doncaster Council Core Strategy 2011 – 2026  
Submission Version**

**July 2011**

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# **1. Introduction**

## **1.1 Purpose of the appraisal**

- 1.1.1 The Doncaster Local Development Framework (LDF) is being produced by the Council to replace the existing Unitary Development Plan. The Core Strategy is the first document in the Council's suite of documents which make up the Local Development Framework. Documents within the Local Development Framework are referred to as Development Plan Documents (DPDs).
- 1.1.2 The planning system has recently undergone significant changes and Local Development Frameworks are now replacing the old-style Unitary Development Plans (UDPs). Although the Council has completed the Publication Version of the Core Strategy the statutory development plan remains as the current Unitary Development Plan (adopted July 1998). The saved Unitary Development Plan policies will be gradually replaced as each Development Plan Documents, such as the Core Strategy and Allocations Document, are adopted.
- 1.1.3 The development of the Core Strategy has been subject to a detailed Sustainability Appraisal (SA) which also complies with European Directive 2001/42/EC the Strategic Environmental Assessment Directive. The requirements of the SA and Strategic Environmental Assessment (SEA) are combined in one process which is embedded within the Council's adopted Scoping Report and will be referred to as SA throughout this report.
- 1.1.4 The purpose of the SA is to facilitate the production of more sustainable policies. It also highlights the existence of inconsistencies and conflicts between the DPD and the sustainability objectives.
- 1.1.5 The Core Strategy Revised Preferred Options Consultation Draft was also informed by, and accompanied by, a Scenario Testing document which examined in detail the impact of housing and employment growth and distribution, and also responded to the requirement to undertake a sequential test in relation to flooding. This document has been updated and was made available separately alongside the Core Strategy Publication Version.
- 1.1.6 An Equalities Impact Assessment and Habitats Regulation Assessment of the Core Strategy have also been produced and reported on separately. Although this Sustainability Appraisal is not intended to act as a formal Health Impact Assessment or Rural Proofing, it does consider many of the relevant issues.

## **1.2 Structure of the Report**

- 1.2.1 This report was initially produced alongside the Core Strategy Publication Version and sets out the findings of the final appraisal of the Core Strategy. In doing this, account has been taken of previous appraisal work undertaken including the Council's SA Scoping Report, the SA report on the Core Strategy Options, Preferred Options and Revised Preferred Options. As a result of the Publication stage, a list of proposed minor changes to the Core Strategy has been produced and is included in appendix 7 (these include the correction of errors and drafting changes made in the interests of clarity and accuracy). These

changes do not alter the substance of the policies and so it is not considered that Sustainability Appraisal of the changes is required. However, as part of the Publication process the Environment Agency indicated that the sustainability Appraisal report could be improved by referencing the Humber River Basin Management Plan. Also, as further clarity on the national single dataset is now available, the proposed approach to monitoring has been updated. It is not considered that these changes substantially alter the Sustainability Appraisal framework and so the findings of the appraisal remain unchanged.

2.2.2 The Additional Options Addendum to the Revised Preferred Options version of the Core Strategy outlined a series of options for the document which might be altered in light of ongoing changes to national planning policy. This has also been appraised and these options have specifically been considered within this report.

2.2.3 This Report takes account of the aims and requirements of the SA and SEA Directive as identified in the Council's Scoping Report, and is set out as follows:

### **Section 1 – Introduction**

**Section 2 – Broad Approach** Provides an explanation of the approach which has been adopted during the SA process, how the requirements of the SEA Directive have been met, how equalities has been incorporated into the SA process and any difficulties encountered during the assessment.

**Section 3 – Stage A: Scoping** References the first stages in the pre-production of the SA Scoping report and development of the SA. This section also identifies links to other policies and programmes, provides a description of the baseline situation and main social, economic and environmental issues which the appraisal has identified together with a description of the Council's SA framework.

**Section 4 – Stage B: Developing Options and Assessing Effects** In this section, the production of the main strategic options is discussed. The evaluation of these options is discussed and how social, economic and environmental problems were considered in developing the policies as well as how adverse effects can be mitigated and beneficial effects maximised. This section also sets out the approach to monitoring.

**Section 5 – Stage C: Preparing SA Report, D1: Public Participation and Appraisal Changes** This section sets out how the preparation of this SA has assessed the effects of any significant changes resulting from the consultation on the Core Strategy Revised Preferred Options and Options Addendum.

### **Section 6 – Conclusions**

## 2. Broad Approach

### 2.1 Sustainability Appraisal

- 2.1.1 The Planning and Compulsory Purchase Act (2004) makes it mandatory for Development Plan Documents to incorporate Sustainability Appraisal. This process appraises the social, environmental and economic effects of the strategies and policies to ensure that decisions are made in accordance with the principles of sustainable development. This is an iterative process which is well established with the plan making process.
- 2.1.2 This report is the final Sustainability Appraisal of the Publication Version of the Core Strategy and contains the outcome of the appraisal process. The statutory requirements for producing the appraisal report is that it should accompany the final version of the Core Strategy and be made available for consideration to all parties.
- 2.1.3 This appraisal is based on the generic framework produced by the Council in a document entitled Sustainability Appraisal Scoping Report against which the effects of policies and proposals in the Core Strategy have been assessed. This report attempts to draw together all of the other published SA work which has been undertaken on the Core Strategy.
- 2.1.4 This report has been undertaken in house by officers within Doncaster Council. This appraisal follows on from the interim appraisal carried out in August and September 2010 and should be read alongside the Core Strategy Publication Version.
- 2.1.5 There is a strong relationship between the development of Development Plan Document and the key SA stages. This relationship has been identified in the table below.

**Table 1: Stages of the SA process for Development Plan Documents**

<b>DPD Stage 1: Pre-production – Evidence Gathering</b>
<b>SA Stage A:</b> Setting the context and objectives, establishing the baseline and deciding the scope <ul style="list-style-type: none"><li>• A1: Identifying other relevant policies, plans, programmes and sustainability objectives</li><li>• A2: Collecting baseline information</li><li>• A3: Identifying sustainability issues and problems</li><li>• A4: Developing the SA framework</li><li>• A5: Consulting on the scope of the SA</li></ul>
<b>DPD Stage 2: Production</b>
<b>SA Stage B:</b> Developing and refining options and assessing effects <ul style="list-style-type: none"><li>• B1: Testing the DPD objectives against the SA framework</li><li>• B2: Developing the DPD options</li><li>• B3: Predicting the effects of the DPD</li><li>• B4: Evaluating the effects of the DPD</li><li>• B5: Considering ways of mitigating adverse effects and maximising</li></ul>

<ul style="list-style-type: none"> <li>beneficial effects</li> <li>B6: Proposing measures to monitor the significant effects of implementing the DPDs</li> </ul>
<p><b>Stage C:</b> Preparing the Sustainability Appraisal Report</p> <ul style="list-style-type: none"> <li>C1: Preparing the SA Report</li> </ul>
<p><b>Stage D:</b> Consulting on the preferred options of the DPD and SA Report</p> <ul style="list-style-type: none"> <li>D1: Public participation on the preferred options of the DPD and SA Report</li> <li>D2(i) Appraising significant changes</li> <li>D2 (ii) Appraising significant changes resulting from representations</li> </ul>
<p><b>DPD Stage 3: Examination</b></p> <p><b>DPD Stage 4: Adoption and Monitoring - making decisions and providing information</b></p>
<p><b>Stage E:</b> Monitoring the significant effects of implementing the DPD</p> <ul style="list-style-type: none"> <li>E1: Finalising aims and methods of monitoring</li> <li>E2: Responding to adverse effects</li> </ul>

## 2.2 Strategic Environmental Assessment

2.2.1 Sustainability Appraisals consider economic, social and environmental impacts. The approach taken to this incorporates the requirement to undertake a Strategic Environmental Assessment.

2.2.2 European Directive 2001/42/EC the Strategic Environmental Assessment Directive is used for the “assessment of the effects of certain plans and programmes on the environment” it “offers a high level of protection of the environment and ensures the integration of environmental considerations in the preparation and adoption of plans and programmes with a view to promoting sustainable development”..

2.2.3 The Environmental Assessment of Plans and Programmes Regulations 2004 reproduce the European Directive 2001/42/EC into English law and require the production of Development Plan Documents and Supplementary Plan Documents to incorporate a SEA where they are likely to give rise to significant environmental impacts. The directive requires information to be provided on the likely “significant effects on the environment”, including biodiversity, population, human health, fauna, flora, soil, water, air, climate change, cultural heritage and landscape.

2.2.4 The following table illustrates how the requirements of the SEA Directive have been incorporated into the SA process:

**Table 2: Strategic Environmental Assessment Requirements**

SEA Directive Requirements	Location
Outline relationship of LDF document to other relevant plans and programmes Article 5(1), Annex 1 (a)).	Scoping Report (SA Stage A1)

<b>SEA Directive Requirements</b>	<b>Location</b>
Set out the relevant aspects of the current state of the environment and the evolution of the environment if the LDF document was not implemented (Annex 1(b)).	Scoping Report (SA Stage A2-A3) and SA Report
Set out the environmental characteristics of areas likely to be significantly affected by the LDF.	Scoping Report (SA Stage A2-A3)
Describe any existing environmental problems (Annex 1(d)).	Scoping Report (SA Stage A3)
Identify the environmental protection objectives established at international, community or national level (Annex 1 (e)).	Scoping Report (SA Stage A1)
Authorities with specific environmental responsibilities (Article 6 (3)) to be consulted when deciding on the scope and level of detail of the information to be included in the environmental report (Article 5 (1)).	Scoping Report (SA Stage A5)
Environmental report to consider 'reasonable alternatives', taking into account the objectives and geographical scope of the LDF (Article 5(1)).	SA Report
Outline the reasons for selecting the alternatives dealt with include a description of any difficulties encountered in comparing the required information.	SA Report
Set out the likely significant effects of the LDF on the environment.	SA Report
Set out the measures envisaged to prevent, reduce or offset any significant adverse effects of the LDF.	SA Report
Member States shall monitor the significant environmental effects of the implementation of plans and programmes in order to identify, at an early stage, unforeseen adverse effects and be able to undertake appropriate remedial action (Article 10).	SA Report
Provide a description of the measures envisaged concerning monitoring in accordance with Article 10.	SA Report

## 2.3 Iterations of the Core Strategy

2.3.1 There have been many iterations of the Core Strategy since its first consultation in 2005. To date the Council has undertaken extensive engagement and consultation in developing Doncaster's Core Strategy including consultation on the following documents:

**Core Strategy Issues and Options** - consultation June 2005

**Core Strategy Preferred Options** - consultation December to January 2005

**Core Strategy Further Options** - August to September 2007

**Core Strategy Revised Preferred Options** - August to September 2010

**Core Strategy Options Addendum** - August to September 2010

2.3.2 A Sustainability Appraisal has been undertaken and has informed each of the above versions of the Core Strategy. SA is an iterative process, therefore the various versions of the Core Strategy and its SAs will be discussed in a separate section within this report (Section 5).

## **2.4 Difficulties Encountered During the Appraisal Process**

2.4.1 The main difficulties encountered in conducting the SA were:

- The Core Strategy has been under preparation by Doncaster Council since 2003 and has been subjected to frequent changes (to the content of the plan and the main plan approach) and this has made the Sustainability Appraisal work particularly difficult to present in an accessible way.
- During the period of the plan production there have been changes to both national policy and planning legislation. In particular, the Core Strategy Publication Version and supporting documents (including this appraisal) have been prepared in awareness of the Localism Bill. In relation to section 4.7 (Monitoring) it is noted that although the requirement to submit an Annual Monitoring Report to the Secretary of State may be ended, it is likely that there will still be a requirement to undertake some form of regular monitoring. Furthermore, although there have been changes to the indicators required by government, it is assumed that the collection of monitoring indicators at a local level will continue although, as acknowledged within the Core Strategy itself, the indicators used will be reviewed as required, to take account of any changes to local or national data gathering and reporting requirements. The list of changes to the Core Strategy and the amendments SA report including taking account of the published CLG Single Data List.
- Inevitably, during the appraisal process assumptions have had to be made in identifying the likely significant effects of the Core Strategy. The need to make a range of assumptions is an inherent challenge in undertaking SA. Where possible these assumptions have been identified in the justifications for scoring the Core Strategy components against the SA objectives.
- The Council has aimed to ensure that the adopted SA Scoping report is a 'living' document which as far as possible reflects up to date information. Subsequently, this has resulted in some changes being during the development of the Core Strategy. The changes to the SA Scoping Report have included changing/rewording the SA Objectives, changing detailed decision making criteria, merging objectives or the addition of new SA objectives. As a consequence, further appraisal work has been carried out to ensure a robust approach to SA and reflect these changes in the development of the Core Strategy's policies.

### 3. SA Stage A: Scoping

#### 3.1 Purpose of the Scoping Report

3.1.1 The purpose of the Scoping Report is to gather evidence on the current situation (baseline information) and to identify other relevant plans, policies, programmes. This allows the identification of the main issues and then the production of the sustainability objectives, against which emerging options policies can be assessed.

#### 3.2 A1: Identifying Other Plans and Programmes

3.2.1 In order to fulfil the requirements of the SEA Directive Annex 1(a, e)) the SA of the Core Strategy must provide information on the relationship with other relevant plans and programmes and “environmental protection objectives, established at international (European), Community or national 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”.

3.2.2 The purpose of this is to ensure consistency, deal with inconsistencies and identify any constraints or environmental protection objectives. The review of plans and programmes for the Local Development Framework is represented in annex 1. This review shows how the requirements of relevant plans, programmes and legislation will be taken into consideration during the development of the Core Strategy.

#### 3.3 A2: Collecting Baseline Information

3.3.1 The key purpose of the baseline is to establish the current situation. This information helps highlight what the existing social, economic, and environmental issues are and enables the assessment of the plan to address these issues. The key baseline issues are also reported on and updated on an annual basis through the Annual Monitoring Report (AMR) - table 6 explains the relationship between SA and the AMR in more detail. The 2009 – 2010 AMR is included as Annex 2 to this report.

#### 3.4 A3: Identifying Sustainability Issues and Problems

3.4.1 The key sustainability issues affecting the borough were established as part of the Scoping Report and are set out in the table below.

**Table 3: Sustainability Appraisal Issues**

Issue Number	Sustainability Appraisal Issue.
	<b>Social Sustainability Appraisal Issues</b>
S1	Pockets of deprivation
S2	A lack of range of housing choice and affordability
S3	Limited access to the natural environment for all
S4	Lack of local community facilities
S5	High levels of crime and fear of crime

<b>Issue Number</b>	<b>Sustainability Appraisal Issue.</b>
S6	Low levels of educational achievement
S7	Lack of integrated public transport
S8	Urban traffic congestion
	<b>Environmental Sustainability Appraisal Issues</b>
En1	Pressure on the historic built environment
En2	Threat to landscape character
En3	Pressure on Green Belt
En4	Pressure on designated sites and biodiversity
En5	Risk of flooding
En6	Threat from noise pollution
En7	Threat from air pollution
En8	Geology
En9	Large amounts of biodegradable waste being land filled
	<b>Economic Sustainability Issues</b>
Ec1	Lack of a diverse economy
Ec2	Lack of range of local jobs
Ec3	Lack of skilled local workforce
Ec4	Limited opportunities for redevelopment of derelict and other brownfield land.

### 3.5 Baseline evolution without Core Strategy

3.5.1 The Scoping Report sets out the baseline situation and identifies a number of issues. In considering whether or not to implement the Core Strategy, it is important to consider the likely evolution of the baseline situation without it. Assuming that either the Unitary Development Plan remains in force or is revoked without a replacement, the effect would still be that there would be no up-to-date statutory development plan, compliant with national policy and legislative requirements and reflective of local aspirations as set out in the Borough Strategy.

3.5.2 It would be unrealistic to assume that there would be no improvement to the baseline situation without the Core Strategy. As highlighted throughout the document itself, the success or otherwise of the policies is often dependent on other interventions – for example the need for softer interventions to improve skill levels is important to enable local residents to be able to benefit from any new employment opportunities that are created. However, it is likely that without the Core Strategy there are two main impacts which would undermine any attempts to address the sustainability issues:

- Firstly, as one of the most important functions of planning policy is to provide a level of certainty for investors and developers, confidence may be reduced if the Core Strategy were not progressed. The Core Strategy, to reflect the Borough Strategy, places an emphasis on improving the economy to achieve not just economic, but social and environmental outcomes. A loss of investment would therefore seriously undermine the delivery of the Borough Strategy

- Secondly, the Core Strategy shows how a positive approach towards development can facilitate social and environmental aspirations, such as providing support for projects that provides community and environmental improvements. The comments from Natural England and English Heritage in response to the summer 2010 consultation were broadly supportive of the emerging policies in relation to the Historic and Natural Environment. Without the Core Strategy, any investment which is achieved may be less likely to make a positive contribution to social and environmental issues.

### **3.6 A4: Developing the SA Framework and A5: Consulting on the Scope of the SA**

- 3.6.1 The Scoping Report has undergone several changes since its first adoption in 2005. The report was reviewed in August 2007 and again in January 2008 when the Council reviewed the SA indicators. To reflect the results of the public consultation in summer 2010 on the Core Strategy Revised Preferred Options and accompanying SA report, the Core Strategy Sustainability Appraisal Objectives were again been updated. These changes included clarifying the key focus of each objective, adding an objective about green infrastructure (which has become a more prominent concept since 2007) and rationalising the overall number of objectives.
- 3.6.2 In addition to the full 6 week public consultation in summer 2010, targeted further consultation on the resulting new objectives for a period of 4 weeks was undertaken at the beginning of 2011. The appraisal report (based updated objectives) was sent to a limited number of key stakeholders based on those who provided detailed comments in response to the summer consultation. This included English Heritage, Natural England and the Environment Agency (plus Doncaster Chamber who have attended a subsequent meeting to discuss the SA).
- 3.6.3 Following the consultation with stakeholders the Sustainability Appraisal objectives and the decision making criteria were updated. The new objectives and criteria are shown in the table below. These have been tested for consistency as summarised in appendix 1. It is important to note that the appraisals which predate the revised objectives will reflect the SA objectives at the time when the appraisal was carried out.

**Table 4: Updated Sustainability Appraisal Objectives (2011)**

No	Objective	Detailed decision making criteria	Indicators
1	Employment opportunities available to everyone.	Will the policy help to: 1) Provide opportunities to create jobs? 2) Attract medium sized businesses to the Doncaster borough and grow local supply chains?	1) Prosperity Gap 2) Economic Activity 3) Indices of Multiple Deprivation
2	Conditions which enable business success, economic growth and investment, and a diverse economy.	Will the policy: 1) Make Doncaster more attractive to potential investors/businesses? 2) Support existing businesses?	1) ABI Sector Analysis 2) Total amount and type of completed employment floorspace gross and net 3) Indices of Multiple Deprivation
3	Education and training opportunities which build the skills and capacity of the population.	Will the policy: 1) Improve qualifications and skills in young people? 2) Provide opportunities for adults to learn new skills?	1) Qualified to Level 2 or higher 2) Information on National Curriculum assessments and qualifications taken by students 3) Indices of Multiple Deprivation
4	Quality housing provided that is available to everyone including vulnerable people, disadvantaged groups and rural communities.	Will the policy: 1) Contribute to the provision of affordable housing which meets local needs, including those of the rural population? 2) Contribute to a mix of uses, tenures and/or house types?	1) New Housing 2) Provision of Affordable Housing 3) Building for Life Assessments 4) Number of developments meeting Code for Sustainable Homes and BREEAM 5) Indices of Multiple Deprivation
5	Conditions and services which minimise noise, dust, light and air pollution.	Will the policy: 1) Reduce direct pollution? 2) Reduce indirect pollution (e.g. increased traffic)?	1) Number of significant applications granted on Best and most Versatile Agricultural Land
6	Safety and security for people and property.	Will the policy: 1) Promote buildings and developments which are 'Secure by Design'? 2) Address anti-social behaviour?	1) Number of developments meeting Code for Sustainable Homes and BREEAM 2) Indices of Multiple Deprivation
7	Access to culture, leisure and recreation activities will be available to all.	Will the policy: 1) Make it easier for people to have healthy lifestyles? 2) Facilitate access to fit for purpose open space? 3) Increase opportunities to access to the natural environment? 4) Increase opportunities to	1) Department of Transport Statistics: Ref ACS0401 - Travel time, destination and origin indicators to Employment centres by mode of travel. 2) Amount of Public Open Space 3) Indices of Multiple

No	Objective	Detailed decision making criteria	Indicators
		access to cultural facilities such as museums?	Deprivation
8	Efficient land use patterns that minimise the need to travel and local needs met locally.	Will the policy: 1) Result in new developments being located in accordance with the settlement hierarchy? 2) Facilitate access to services such as health, education, retail etc (including in rural areas)?	1) Department of Transport Statistics: Ref ACS0401 - Travel time, destination and origin indicators to Employment centres by mode of travel.
9	An efficient transport network which maximises access and minimises detrimental impacts.	Will the policy: 1) Result in new developments being located in areas served by public transport? 2) Facilitate walking and cycling? 3) Maximise the efficiency and capacity of existing transport infrastructure? 4) Facilitate the transport of freight by canal or rail?	1) Congestion
10	Reuse of previously developed sites and buildings.	Will the policy: 1) Provide opportunities for existing buildings to be reused? 2) Provide the opportunities to redevelop existing brownfield or contaminated land? 3) Avoid the use of greenfield sites?	1) New and converted dwellings - on previously developed land 2) Total amount of employment floorspace on previously developed land - by type 3) National land use database of previously-developed brownfield land
11	An attractive place.	Will the policy positively contribute to: 1) A high quality built environment? 2) The overall townscape? 3) Landscape character?	1) Number of developments meeting Code for Sustainable Homes and BREEAM
12	Cultural heritage conserved and enhanced.	Will the policy conserve or enhance those elements which contribute to the significance of designated or non-designated heritage assets and their settings?	1) Numbers and types of designated heritage assets at risk
13	To protect, enhance and increase the borough's biodiversity and geodiversity.	Will the policy facilitate; 1) The protection and enhancement of designated sites? 2) The protection and enhancement of other non designated features of interest?	1) Number of Sites of Special Scientific Interest (SSSI) in favorable or recovering condition 2) Changes in Area of Biodiversity Importance 3) Proportion of Local Sites where positive conservation

No	Objective	Detailed decision making criteria	Indicators
		3) The creation of new features of biodiversity value?	management is being achieved.
14	Conservation of soil and minerals resource, including prevention of soil pollution and sterilisation of minerals.	Will the policy: 1) Result in the protection/retention of the Best and Most Versatile agricultural land (Grades 1-3a)? 2) Avoid the sterilisation of mineral resources? 3) Facilitate the use of recycled rather than primary aggregates?	1) Air quality within Air Quality Management Area
15	Quality and quantity of groundwater, ponds, lakes and water courses conserved and enhanced in accordance with the Water Directive Framework <sup>1</sup> .	Will the policy: 1) Increase the quality and quantity of the water environment? 2) Reduce direct or indirect pollution of the water environment?	1) Significant development that results in Groundwater abstraction in Source Protection Zones
16	Greenhouse gas emissions minimised and a managed response to the effects of climate change.	Will the policy: 1) Result in the reduction of greenhouse gas emissions? 2) Result in development that is able to withstand the effects of climate change?	1) Number of developments meeting Code for Sustainable Homes and BREEAM 2) Renewable energy generation 3) Department of Transport Statistics: Ref ACS0401 - Travel time, destination and origin indicators to Employment centres by mode of travel
17	Flood risk minimised.	Will the policy: 1) Help to address the flood risk of existing properties? 2) Help to avoid development within flood zones 2 and 3? 3) Ensure that where development in flood zones 2 and 3 is necessary that the flood risk will be addressed?	1) Number of developments in flood risk areas against Environment Agency advice (number of units) 2) Number of applications made to the SAB and number of approved applications
18	Prudent and efficient use of energy and natural resources (including water) by	Will the policy reduce the amount of natural resources required in the construction, use and decommissioning of development?	1) Number of developments meeting Code for Sustainable Homes and BREEAM 2) Production of secondary and recycled aggregates by

<sup>1</sup> The Environment Agency has advised in response to the Publication Version, that this should be amended to say “in accordance with the Humber River Basin Management Plan rather than in accordance with the Water Framework Directive,” as this is more up-to-date and detailed than the directive. However, it is not considered that this amendment will result in any changes to the appraisals of the policies included in annex 3 of this report. Therefore, the updated SA objective 15 wording will be used in future appraisals and monitoring but, in the interests of clarity, has not been changed in the body of this report.

No	Objective	Detailed decision making criteria	Indicators
	developments without unnecessary production of waste and promotion of both waste minimisation and recycling techniques.		mineral planning authority 3) Significant development that results in Groundwater abstraction in Source Protection Zones
19	Efficient use of physical infrastructure.	Will the policy: 1) Support proposals within the capacity of existing infrastructure? Or; 2) Where there is no existing capacity will the policy facilitate the development of new sustainable infrastructure for the benefit of the borough?	1) Percentage of applications approved as departures from the LDF
20	Protect, enhance and increase green infrastructure within the borough.	Will the policy: 1) Protect the borough's green infrastructure? 2) Enhance the borough's green infrastructure? 3) Facilitate the creation of new green infrastructure which will improve links and corridors between open space?	1) Proportion of Local Sites where positive conservation management is being achieved. 2) Amount of Public Open Space

### 3.7 Coverage of the SEA topics in the SA Objectives

3.7.1 The SEA Directive requires that information on the likely significant effects on the environment must be provided in the SA report, and Annex 1(f) of the directive provides a list of specific environmental issues to be addressed. The table below sets out these SEA environmental issues and the relevant SA objectives that address them. In this way we ensure that each SEA environmental issue is addressed in the appraisal of the Core Strategy.

**Table 5: SEA environmental issues and coverage by SA objective**

SEA environmental issues	Relevant SA Objectives
Biodiversity	Objective 13, 15, 20
Population	Objective 1, 3, 4, 7
Human Health	Objective 5, 6
Fauna	Objective 13, 15, 20
Flora	Objective 13, 15, 20
Soil	Objective 14
Water	Objective 15
Air	Objective 16, 5
Climatic Factors	Objective 15, 17
Material Assets	Objective 2, 4, 7, 9, 19, 20
Cultural Heritage	Objective 12
Landscape	Objective 11

## 4. SA Stage B: Developing Options and Assessing Effects

### 4.1 SEA requirements

- 4.1.1 Both the SEA Directive and the Planning and Compulsory Purchase Act 2004 require the consideration of various alternatives and options during the development of the plans.
- 4.1.2 The SEA Directive (Article 5.1) requires that “an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated”. The Directive (Article 1 (h)) also requires the Environmental Report to include “an outline of the reasons for selecting the alternatives dealt with”.
- 4.1.3 National planning policy and legislation requires that the various alternatives (versions) and policy options generated by the Core Strategy have been appraised against the SA objectives and baseline information to identify any significant negative, positive, and cumulative effects. Options which are considered unrealistic (e.g. do not comply with nation policy) have been rejected.
- 4.1.4 As the Core Strategy has progressed the appraisal of its options has become more detailed, robust and meaningful. This method of appraisal has helped refine and improve the sustainability of the policies. It should be noted that the appraisals undertaken at each stage were based on the SA Objectives which were adopted at the time.

### 4.2 B1: Testing the DPD objectives against the SA Framework

- 4.2.1 It is important that the objectives of the Core Strategy are compatible and do not conflict with the SA objectives. Stage B1 of the SA appraisal process is the mechanism for establishing this. This process involves the comparison of the Core Strategy Objectives against the SA objectives to establish any conflicts and tensions which may need to be resolved.
- 4.2.2 Since the Further Options stage of the Core Strategy the plan objectives have been changed to reflect the new Borough Strategy. The change to the Core Strategy objectives has resulted in a new appraisal of the Core Strategy which is reflected in appendix 2. The results of the appraisal have identified that all the Core Strategy objectives are compatible, and in most cases, support the Sustainability Appraisal Objectives. In some cases, the SA Objectives are supported by multiple Core Strategy Objectives. The new Core Strategy objectives are set out below:

**Objective 1:** To use economic engagement to achieve widespread economic, social and environmental regeneration for all sectors of all our communities, and to allow Doncaster’s economy to realise its potential.

**Objective 2:** To be a pro-business borough where we will welcome and support investment which; stimulates employment opportunities; develops

a diverse economy including innovative new sectors such as Green Industries and high tech and manufacturing industries; and: helps tackle deprivation through job creation and training in all our communities to support a healthy local economy.

**Objective 3:** To increase and maximise the role played by our excellent road, rail and canal links and future transport developments, our towns, villages and neighbourhoods and international airport to stimulate business growth particularly in the education, digital, communications and logistics sectors.

**Objective 4:** To increase the provision of housing throughout the borough, particularly in areas with access to existing services.

**Objective 5:** To ensure that all our residents, visitors and workers have the very best life opportunities, benefiting from easy access to high quality health, education, shopping, recreation facilities, heritage, culture and tourism.

**Objective 6:** To locate most new homes, jobs and services in our existing towns to support job creation and improvements to services and facilities.

**Objective 7:** To ensure that all our towns and villages are safe, clean and are well-connected; to make it possible for everyone to move easily around and across the borough and to and from our neighbouring towns and cities by a range of affordable and accessible transport options.

**Objective 8:** To ensure that all our towns, villages and countryside are of the highest quality (displaying excellence in architecture) with the built and natural environment conserved for the enjoyment of all; including identifying the towns and villages we want to conserve and protect by restricting growth.

**Objective 9:** To ensure that new development for homes and jobs makes the most of existing buildings, of land that has been used before and maximises opportunities for regeneration, to minimise the loss of agricultural land, Green Belt and avoiding areas vulnerable to flooding where possible.

**Objective 10:** To increase the efficient use of natural resources – particularly energy, water, waste and minerals – to address environmental issues, including climate change and create sustainable job opportunities in green industries.

### **4.3 B2: Developing the DPD options**

4.3.1 The Council has developed many options in preparing the Core Strategy, some of which have been generated from public consultation, workshops and targeted consultation with key stakeholders. A stand alone Core Strategy Consultation Statement has been produced which briefly summarises the terms and types of consultation carried out for each version and development stage of the Core

Strategy. All consultation has been carried out in accordance with the Council's adopted Statement of Community Involvement.

#### **4.4 B3: Predicting the effects of the DPD**

4.4.1 This stage of the process finds the social, economic and environmental effects of the development plan and finds what the changes to the baseline situation will be. The predictions which have been made as part of this process are both quantitative and qualitative predictions and also include a degree of subjective professional judgement to quantify and express what the effects of the plan and its policies will be.

#### **4.5 B4: Evaluating the effects of the DPD and B5: Considering ways of mitigating adverse effects maximising beneficial effects.**

4.5.1 Once Stage B5 (predicting the effects) was completed officers appraised the Core Strategy policies to establish the significance of the social, environmental and economic effects. This involved understanding the scale (major, minor), duration (long, short term) type (positive, negative, neutral effects).

4.5.2 For the purposes of this report the significance of these effects, have been quantified and documented in simple terms and are illustrated in the following key:

- + Mainly positive effects
- ++ Major significant positive effects
- ++/- Mainly significant positive effects but some negative effects
  
- 0 Neutral effects
- ? The effects are uncertain
- +/- A mix of both positive and negative effects
  
- Mainly negative effects
- Major significant negative effects
- /+ Mainly significant negative effects but some positive effects

#### **4.6 How SA has informed each iteration of the Core Strategy**

4.6.1 **Core Strategy Issues and Options 2005** The original Core Strategy Preferred Options document published in 2005 was the first version of the Core Strategy. This document was subject to SA in December 2005 by Land Use Consultants. The SA comprised of a number of iterations. The first of those iterations involved the appraisal of the Core Strategy Objectives, and was included in the Council's SA Scoping Report published in 2005 (updated August 2007). This appraisal highlighted elements of the objectives which were clearly sustainable and should be maintained. It also highlighted tensions between some of the Core Strategy objectives. The second iteration produced in May 2005 was the appraisal of Strategic Options. This appraisal informed the selection of the preferred policy options which were include in the Preferred Options for the Core Strategy. The appraisal suggested that these tensions needed to be considered in the development of appropriate Development Plan policies. Appendix 3 summarises how this stage informed the Preferred Options.

- 4.6.2 **Core Strategy Preferred Options 2005** The third iteration of the SA involved an appraisal of the preferred options, which Land Use Consultants undertook in December 2005. The appraisal demonstrated both the negative and positive effects of implementing the plan. The recommendations from this assessment informed the Revised Preferred Options as set out in appendix 4.
- 4.6.3 **Core Strategy Further Options 2007** Following the publication of the first version of the Core Strategy Preferred Options in 2005, a series of further options were developed in relation to new guidance, legislation (Planning Policy Statement 3: Housing) and the results of the consultation process. This document was called the Further Options and was also subject to an Interim Sustainability Appraisal by Land Use Consultants, which built upon the existing appraisal work carried out in 2005 at the Preferred Options stage. The recommendations made from the Further Options stage (alongside those from the Preferred Options stage) helped to improve and shape the Core Strategy Revised Preferred Options in 2010. There has been considerable dialogue throughout the SA process between the SA officers and Council Policy officers during the preparation of the Core Strategy. Many of the previous recommendations made by external consultants (Land Use Consultants) have been taken on board and were reflected in the Core Strategy Revised Preferred Options Consultation Draft. However, in some instances, officers have not been able to respond to all of the suggestions because of the desire to achieve certain outcomes such as economic regeneration and tackling deprivation. Land Use Consultants have fully acknowledged in previous appraisals that there can be tensions between sustainability priorities and the choices that have to be made that will not always satisfy all the SA objectives.
- 4.6.4 **The Core Strategy Revised Preferred Options 2010** The Core Strategy Revised Preferred Options Consultation Draft set out the Council's preferred option and was appraised by council officers in August and September 2010. The document was prepared to take account of the complex issues and challenges facing the borough (including dispersed patterns of coalfield deprivation, flood risk, biodiversity and landscape character) and to reflect national, regional and local policy. The Core Strategy Revised Preferred Options Consultation Draft was found to be a much improved and more sustainable document in comparison to earlier versions of the strategy. Each policy was individually appraised against the SA Objectives. The resulting tables were included in the SA report which accompanied the Revised Preferred Options consultation. These tables have since been updated to reflect the updated SA Objectives and the changes made to the document to produce the Publication Version. The document was also informed by, and accompanied by, a Scenario Testing document which examined in detail the impact of housing and employment growth and distribution, and also responded to the requirement to undertake a sequential test in relation to flooding. This document has been updated and is available separately alongside the Core Strategy Publication Version. The updated tables are included in annex 3.
- 4.6.5 Consultation on development of the Core Strategy has involved a wide range of interested parties including the public, local councillors, business interests, statutory bodies, Parish and Town Councils, the Mayor of Doncaster and a wide range of council officers

- 4.6.6 The Core Strategy Revised Preferred Options Consultation Draft has responded to this community feedback and to the SA. Whilst the main thrust of the document and the settlement strategy is broadly the same as in the previous Core Strategy Preferred Options consulted on in 2005/2007 a lot more detail has been added to it. This includes housing numbers and locations, broad employment land quantities, an affordable housing policy and a green infrastructure policy.
- 4.6.7 The 'Vision for Settlements and Communities' section was also greatly improved and includes much more detail, drawing together the strategy and policy in housing, employment, transport and environment to articulate more clearly what level of growth is expected for different communities in different areas.
- 4.6.8 A dedicated implementation section has been added, ensuring that the implementation of the strategy is measured and key infrastructure is delivered. In addition, it also sets out how the policies provide flexibility, and what remedial action may be appropriate if targets are not met.
- 4.6.9 It has taken account of important new and updated evidence, particularly: Updated Strategic Flood Risk Assessment, Economic Strategy, Logistics Study and Aviation Strategy, Strategic Housing Land Availability Review and an Updated Employment Land Review.
- 4.6.10 It has also taken account of the revised Borough Strategy 2010, and builds upon the Strategy vision by setting out several detailed priorities
- 4.6.11 **Options Addendum Consultation** . Following the governments revocation of the Regional Spatial Strategy in July 2010 it was decided that an Options Addendum should be produced for the Core Strategy Revised Preferred Options. The purpose for this was to establish the relative merits of abolishing the Regional Spatial Strategy and the targets contained therein. Therefore, the options addendum was produced to examine the merits of generating options on the policies contained in the Regional Spatial Strategy specifically, housing numbers, distribution strategy, the phased release of housing sites and renewable energy targets.
- 4.6.12 These policy options have now been subjected to a Sustainability Appraisal (using the new Core Strategy Sustainability Appraisal Objectives). As this SA report was not included in the material made available as part of the public consultation over the summer (due to timescale constraints) it was subject to its own consultation from January – February 2011.
- 4.6.13 This appraisal confirmed that the approach which Doncaster has taken in follow the RSS, was in fact the correct approach and the most sustainable (see appendix 5 for more detail).

## 4.7 Cross-boundary effects

- 4.7.1 The Core Strategy policies are likely to have impacts on the wider context including outside the boundary of the Doncaster borough (i.e. cross-boundary effects). The impacts will be dependent on the nature of individual policies and potential changes within the wider region such as the setting up of the Sheffield City Region Local Economic Partnership. The Local Economic Partnership will

act as a new mechanism for making strategic economic decisions and will consider issues across the region ensuring a consistent approach. Further to this the Core Strategy has been written to be in broadly in-line with the Yorkshire and Humber Regional Spatial Strategy, evidence base and consultation. It is accepted that the Regional Spatial Strategy will be revoked, as reflected in the Localism Bill 2010, however, through general conformity with this strategy many cross-boundary effects will have previously been considered.

4.7.2 Overall, there is uncertainty regarding how regional issues will be dealt with as these are dependent on central government decisions and the formation of the Sheffield City Region. It is therefore difficult to fully establish the cross-boundary impact of Core Strategy policy until this information is established. The regular monitoring of the Core Strategy and Sustainability Appraisal (see section 4.8) will provide an opportunity to keep this under review.

## 4.8 B6: Monitoring

4.8.1 In order to satisfy the SEA Directive and Act, the Core Strategy will need to be monitored. The Directive requires the “significant environmental effects of implementing the plan to be monitored”. It is envisaged that the Core Strategy and SA will be monitored and reported on together (currently through the Annual Monitoring Report or AMR) to keep the Local Development Framework policies under review and ensure that it is meeting the necessary guidance and SA objectives. For the purposes of the AMR, three types of information are collected to reflect national, regional and local requirements: Contextual Indicators; Core Output Indicators and Local Indicators; and; Significant Effects Indicators.

- **Contextual Indicators:** This data shows important changes within Doncaster. This provides a backdrop to the environmental, social, and economic situation in which the LDF is working (baseline situation). A range of indicators have been included for the first time this year, although this will continue to develop in order to reflect emerging guidance and additional documents.
- **Core Output Indicators and Local Indicators:** show the changes that relate directly to the implementation of the planning policies (including indicators for each policy, and other local indicators such as the mayoral priorities).
- **Significant Effects Indicators:** allow comparison to be made between the intended outcome of policies, and the actual result; this reflects the sustainability appraisal process (including the Strategic Environmental Assessment, Habitats Regulation Assessment and Equalities Impact Assessment). Where documents have already been completed (DPDs) an attempt has been made to measure their result against the Sustainability Appraisal Indicators as they currently stand.

4.8.2 The majority of the SA objectives are currently monitored through the AMR process and associated indicators (see table below). However, some of the indicators associated with SA objectives 12, 14, 15, 16 and 19 are at present not incorporated within the AMR and will be included into this years AMR. Annex 2 contains the 2009 – 2010 AMR. In future the AMR will be updated to take account of the updated Core Strategy Indicators, and SA Indicators as set out in table 4 of this report (to take account of the replacement of Nis with the CLG single data list).

**Table 6: Relationship between AMR and SA Monitoring**

<b>Indicator Reference</b>	<b>Indicator Text</b>	<b>SA Objective</b>
DS01	Indices of Multiple Deprivation	<b>SA 1 (3)</b> <b>SA 2 (4)</b> <b>SA 3 (3)</b> <b>SA 4 (5)</b> <b>SA 6 (2)</b> <b>SA 7 (3)</b>
Ec01 / NI 151	% of working age population that are economically active across all communities	<b>SA 1(2)</b>
Ec02 / NI 166	Average (median) earnings	<b>SA 2</b>
Env02	Area covered by Greenbelt	<b>SA 11</b> <b>SA 5 (1)</b>
Env03	Area covered by Countryside Policy Area	<b>SA 11</b> <b>SA 5 (1)</b>
HBE01 / NI 155	Number of affordable homes delivered (gross)	<b>SA 4 (1)</b>
TSC01 / NI 176	Working age people with access by public transport (and other specified modes)	<b>SA 8 (2)</b>
TSC02 / NI 167	Congestion average journey time per mile during the morning peak (0700 – 1000)	<b>SA 9 (1)</b>
E1	Number of planning permissions granted contrary to Environmental Agency advice on flooding and water quality grounds	<b>SA 17 (1)</b>
BD1	Total amount of additional employment floorspace – by type	<b>SA 2 (2)</b>
BD2	Total amount of employment floorspace on previously developed land – by type	<b>SA 10 (2)</b>
H2a-d	Housing Trajectory - Net Additional Dwellings	<b>SA 4 (1)</b>
H3	New and converted dwellings on Previously Developed Land	<b>SA 10 (1)</b>
H5 / LPDSPD2 / SA5	Gross affordable housing completions	<b>SA 4 (1)</b>
H6 / SCSPD1	Housing Quality – Building for Life Assessments	<b>SA 4 (4)</b> <b>SA 18 (1)</b>
PNSPD3/ LPSPD3/ SA7	% Ward meeting - NPFA 6 Acre Standard - NPFA 4 Acre Standard	<b>SA 20 (3)</b>

<b>Indicator Reference</b>	<b>Indicator Text</b>	<b>SA Objective</b>
	- NPFA 2 Acre Standard	<b>SA 7 (2)</b>
E2 / NI 197 / PNSPD2	Change in areas of biodiversity importance	<b>SA 13 (3)</b> <b>SA 20 (1)</b>
AD7	Number of Sites appraised and meeting Local Sites Criteria	<b>SA 20 (1)</b> <b>SA 13 (3)</b>
H6 / SCSPD1	Housing Quality – Building for Life Assessments	<b>SA 18 (1)</b>
E2 / NI 197 / PNSPD2	Change in areas of biodiversity importance	<b>SA 13 (2)</b> <b>SA 20 (2)</b>
PNSPD3/ LPSPD3/ SA7	% Ward meeting - NPFA 6 Acre Standard - NPFA 4 Acre Standard - NPFA 2 Acre Standard	<b>SA 7 (2)</b>
AD7	Number of Sites appraised and meeting Local Sites Criteria	<b>SA 13 (3)</b>
E3	Renewable Energy Generation -amount by installed capacity and type	<b>SA 18</b>
M1	Production of primary land won aggregates by mineral planning authority	<b>SA 18 (2)</b>
M2	Production of secondary and recycled aggregates by mineral planning authority	<b>SA 18 (2)</b>
W1	Capacity of new waste management facilities by waste planning authority	<b>SA 18 (3)</b>
W2	Amount of municipal waste arising, and managed by management type by waste planning authority	<b>SA 18 (3)</b>

## **5. SA Stage C: Preparing SA Report and D: Public Participation and Appraising Changes**

### **5.1 C1: Preparing Report and D1: Public Participation**

5.1.1 Throughout the development of the Publication Version of the Core Strategy there has been extensive consultation on both the Core Strategy and its Sustainability Appraisals. In addition to consulting the statutory SEA consultees (Natural England, English Heritage and the Environment Agency) a much wider audience has been consulted. A separate consultation statement explains in detail how the consultation process has been managed.

5.1.2 Each SA report has been subject to consultation, and this has informed later appraisals. The most significant issue arising from the consultation on the SA Report which accompanied the Core Strategy Revised Preferred Options has been the updating of the SA Objectives to inform the appraisal of the final Publication Version (appendix 6: Consultation Comments on the SA Report of the Revised Preferred Options).

### **5.2 D2: Assessing Significant Changes**

5.2.1 Following the public consultation of the Revised Preferred Options of the Core Strategy some key issues were identified. These issues can be summarised as:

- Delivery of Finningley and Rossington Regeneration Route Scheme
- Hatfield/Stainforth and approach to DN7
- Employment Numbers and Sectors
- Housing Numbers
- Housing Mix and Affordable Housing
- Design and Sustainable Construction
- Countryside and Flooding
- Protecting the Built and Natural Environment

5.2.2 These key issues were discussed at a LDF workshop held on 17<sup>th</sup> November 2010. Representatives invited to the workshop include all Ward Councillors, Members of the Enterprising Doncaster Board and some key representatives from the house building industry. The workshop debated how we can deliver our priorities under the current political and economic climate, focusing on the main areas highlighted by the consultation.

5.2.3 Following the workshop recommendations were made through the Council's approval process and these changes were incorporated within the Publication Version of the Core Strategy and the policies of the Core Strategy were appraised.

### **5.3 Appraisal of the Core Strategy Publication Version**

5.3.1 Each of the policies within the Core Strategy were appraised at the Revised Preferred Options Stage and these individual appraisals were updated for the Publication SA. This was to take account of the updated SA Objectives and

changes to the policies following consultation. It is the finding of this final SA that the Core Strategy is overall a sustainable plan. The Core Strategy has been subjected to the Sustainability Appraisal process throughout its entire development (including versions, some of which have not been published) hence many of the negative issues and or impacts have been addressed in earlier stages of the plan's development.

## **5.4 Positive Effects**

5.4.1 The majority of the Core Strategy policies are likely to result in mainly positive effects, particularly in relation to the following:

### **Economically**

- Sufficient land to enable economic growth and support the retention of existing employment sites.
- A strong focus on tackling flooding at a local level protecting Doncaster's residents, its assets and environment.
- Further development of Robin Hood Airport unlocking national and international areas of trade and bringing economic diversity to the borough.
- High quality design encouraging a mix of uses capable of maintaining and improving the vibrancy of town centres.

### **Environmentally**

- To steer development away from designated sites and support the preservation and enhancement of the natural environment.
- Promote the protection of the borough's Green Belt and countryside, and allow for rural diversification.
- The protection and enhancement of the borough's built and natural heritage assets.

### **Socially**

- A sustainable settlement hierarchy that will locate development where it can do most good, especially in deprived communities.
- It will create access to jobs and job related opportunities such as training, and learning new skills.
- Facilitate sustainable development to ensure that local and village centres are protected, sustaining their viability, cultural value and local identity whilst supporting employment growth and training opportunities.
- Ensure that new development is accessible by public transport and have strong cycling and walking facilities.

## **5.5 Significant Positive Effects**

5.5.1 The results indicate that the following policies will have significant positive significant positive effects:

**Policy 1:** Quality of Life

**Policy 10:** Housing Requirement, Land Supply and Phasing

**Policy 11:** Housing Renewal and Regeneration

**Policy 12:** Housing Mix and Affordable Housing

**Policy 15:** Valuing our Historic Environment

**Policy 16:** Valuing our Natural Environment

**Policy 17:** Providing Green Infrastructure

**Policy 18:** Air, Water and Agricultural Land

**Policy 20:** Minerals

5.5.2 Some of the Core Strategy policies will have a range of effects and some of which will be a combination of both minor positive and negative effects. The appraisal matrix in annex 3 shows that some of the policies will have some minor negative impacts against certain SA objectives and some of these negative effects can be offset or mitigated by other policies with the Core Strategy.

## 5.6 Potential Negative Effects

5.6.1 The appraisal has identified that there is a small number of potential significant negative effects in three of the policies, (Policy 5 Employment Strategy, Policy 6 Robin Hood Airport and Business Park and Policy 20 Minerals) and these are discussed in more detail below.

5.6.2 **Policy 5 Employment Strategy:** It was considered that this policy would have some major significant negative effects in relation to SA Objective 14 (Conservation of soil and minerals resource, including prevention of soil pollution and sterilisation of minerals) especially in relation to point 1 of the detailed decision making criteria (Result in the protection/retention of the Best and Most Versatile agricultural land (Grades 1-3a). Policy 5 will require some sites to be allocated beyond the urban area and on greenfield land. Greenfield land will need to be utilised for commercial scale warehousing which due to their nature and size will require a large greenfield land take. A proportion of that development is likely to be located in the eastern side of the Doncaster borough, where the majority of Doncaster's sand and gravel mineral reserves are located. Therefore, it is reasonable to assume that at some point within the plan period some minerals may be sterilised by this type of development if it is considered, at that time, to be economically unviable to extract, or not environmentally acceptable. However, policy 20 E 1-5 (where possible extract the mineral prior to development) will offer some mitigation against such effects where practicable.

5.6.3 **Policy 6 Robin Hood Airport and Business Park:** The appraisal has identified that this policy will have some major significant effects in relation to SA Objective 16 (Greenhouse gas emissions minimised and a managed response to the effects of climate change) especially in relation to point 1 of the detailed decision making criteria (Result in the reduction of greenhouse gas emissions). Policy 6 promotes the growth and investment in Robin Hood Airport, and as such will increase commercial and passenger aviation use at this site. Increases in flights at the airport will have an impact upon increasing greenhouse gas emissions at a local level. The policy seeks to improve access and links to the mainline railway to reduce reliance on more distant airports and utilise Doncaster's position on the rail network encouraging journeys by rail to the airport. However, this is unlikely to be achieved until the end of the plan period. Issues in relation to CO<sub>2</sub> emissions and the aviation industry are a national issue which needs to be addressed nationally, and to some extent is an issue which is outside the remit of the Core Strategy.

5.6.4 **Policy 20 Minerals:** The evaluation of the Minerals Policy has highlighted both positive and major significant negative effects against SA Objective 13 (To protect, enhance and increase the borough's biodiversity and geodiversity). The policy will ensure that restoration of minerals sites will be to an environmentally acceptable standard and to an appropriate after-use which could lead to a positive net increase in habitat creation. However, allowing significant extraction of mineral resources adjacent to Hatfield moor could have a major significant negative effect on the surrounding level of the water table. Changes to the level of the water table (reduction) will have a detrimental impact, on this site due to the nature of the underlying geology. Hatfield Moor has a relatively high hydraulic connectivity making it very sensitive to groundwater abstraction from any form of development including minerals development which requires extensive dewatered (to remove water by pump) of the site to allow the mineral to be extracted safely.

## 5.7 Cumulative Effects

5.7.1 The SEA Directive requires that the appraisal of the environmental effects should include "secondary, cumulative, synergistic, short, medium, long term, temporary permanent effects". Cumulative effects are defined in the SEA guidance as effects which "arise, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of a plan (noise, dust and visual) have a combined effect" (DOE 2005).

5.7.2 Due to the very strategic nature of the Core Strategy it is difficult to be precise and quantify what form the cumulative effects will take. The Cumulative Impact assessment has been based upon the SA appraisal matrices, base line information and officer opinion. In the appraisal some broad assumptions and conclusions have been made and these have been clearly stated. It is assumed that if all the policies are implemented and the level of proposed growth is delivered through the plan period that there will be some positive and negative environmental, social and economic cumulative effects. The following table summarises the potential duration and type of cumulative effects that the SA has identified

**Table 7: Cumulative Effects of the Core Strategy Policies**

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
<p>1. Employment opportunities available to everyone.</p>	<p>1) All Core Strategy Policies with the exception of policy 4 (Flooding and Drainage) and 16 (Valuing our Historic Environment) will have positive direct and indirect effects on creating, retaining and improving the range of employment opportunities available to everyone throughout the borough for all equality groups.</p> <p>2) Policy 4 (Flooding and Drainage) could potentially have positive and negative cumulative impacts on this SA objective. Whilst this policy positively addresses issues of flood management, mitigation and directs employment towards areas of least flood risk it could result in opportunities for economic development being foregone where issues of flood risk can not be mitigated especially in relation to the accumulation of policies 2 and 5.</p>	<p>1) There are significant positive effects in the short to long term as the policies in the plan are implemented over time.</p> <p>2a) It is assumed that the negative effects on employment associated with policy 4 in some circumstances will be permanent as development is forgone to prevent flooding. However, in the long term flood risk may be overcome.</p> <p>2b) However, employment development which incorporates flood mitigation measures will also have secondary effects such as encouraging the creation/extension of new habitats which will have a permanent impact on Doncaster's biodiversity.</p>
<p>2. Conditions which enable business success, economic growth and investment, and a diverse economy.</p>	<p>1) All policies with the exception of policy 4 and 18 will have a positive cumulative impact on ensuring economic growth and success and will encourage future investment in Doncaster's economy and wider City Region.</p> <p>2a) Policy 4 see comments made in Objective 1 above.</p> <p>2b) Policy 18 has both positive and negative cumulative impacts. This policy sets out the long term approach to positively improving the boroughs air quality by reducing pollution. However, the continued development of the borough as a logistics hub and the proposed expansion of the airport will mean road-based travel will continue in the long term which will have a cumulative negative impact on air quality.</p>	<p>1) There are significant positive benefits in the short to long term. Some of these benefits will be synergistic such as improving life choices for deprived communities, improving access to facilities.</p> <p>2a) see comments above.</p> <p>2b) Policy 18 will have long term permanent positive benefits and will help promote long-term sustainable economic growth. However, until investments opportunities in reducing green house gas emissions and promoting a shift to public transport and low carbon technologies are realised there will be a short to medium cumulative impact</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
		on air quality.
3. Education and training opportunities which build the skills and capacity of the population.	1) Many of the policies will provide secondary cumulative impacts in relation to achieving this objective (1,2,4,5,6,7,8,9,10,15 and 17). Other policies will have no impact (neutral effect) as they are primarily related to environmental protection and development standards.	There are significant short to medium term positive effects.
4. Quality housing provided that is available to everyone including vulnerable people, disadvantaged groups and rural communities.	<p>1) The majority of policies will provide positive cumulative effects in providing facilities which will support vulnerable disadvantaged people.</p> <p>2) In relation to housing development specifically policies 4 (Flooding and Drainage), 11 (Housing Renewal and Regeneration), 12 (Housing mix and Affordable housing), 13 (Gypsies and Travellers) and 14 (Design and Sustainable Construction) significantly support the aim of this SA objective and will provide for a range of house types in a variety of locations throughout the borough.</p> <p>3) There no definitive negative cumulative effects from the Core Strategy policies in relation to this objective.</p>	<p>1) There are positive effects in the long term to addressing issues of deprivation for many of Doncaster's communities.</p> <p>2) There are significant positive long term effects of the implementation of these policies. These policies enable renewal of deprived areas to take place and provide for a range of house types to suit all needs including those in rural areas and specific ethnic groups located in Doncaster.</p> <p>Other long term secondary benefits will include improved access and life choices.</p>
5. Conditions and services which minimise noise, dust, light and air pollution.	<p>1) A proportion of the policies will have a direct negative effect in the short term (policies 19, 13, 5, 6, 7, 8 and 20). The reason for this is that these policies will trigger specific types of development e.g. (renewable energy, housing, employment, retail) with the exception of policy 20 (minerals) as this policy involves the extension of existing sites rather than the development of new sites.</p> <p>2) The rest of the Core Strategy policies will have positive cumulative effects as they phase and focus development in strategic locations through out the borough</p>	<p>1) There will be negative effects in relation to noise, dust and light pollution in the short term until development sites are completed.</p> <p>2) The remainder of the policies will have positive and secondary effects over the medium to long term of the plan as local issue of pollution are addressed improving the long term health benefits to all Doncaster's residents, especially those who live in the urban area.</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
6. Safety and security for people and property.	1) The majority of policies will provide cumulative benefits to all Doncaster's residents by making our environments safer as urban design standards are used. Some of the policies (20, 19, 15, 9, 3, and 16) will provide neutral effects.	1) The benefits of safety and security will be experienced in the medium to long term as policy measures are implemented in a phased manner throughout the plan period.
7. Access to culture, leisure and recreation activities will be available to all.	1) All the policies but three will have positive cumulative (in the first instance) and some secondary impacts (as a consequence of facilitating other types of development) by improving access to culture, leisure and recreational activities for all.  2) Policies 12 (Housing Mix and Affordable Housing), 19 (Renewable Energy) and 5 (Employment Strategy) will have neutral effects.	1) Some of the cumulative benefits associated with these policies will be experienced over the medium to long term once the policies trigger development (e.g. creation of public open space improvements). Other secondary benefits, will be experienced as economic prosperity, redevelopment and regeneration takes place (encouraging the success of culture and leisure activities as people have more disposable income).
8. Efficient land use patterns that minimise the need to travel and local needs met locally.	1) A significant majority of the policies have a cumulative positive effect on efficient land use patterns, as they are intrinsically linked to the Growth and Regeneration Strategy (Policy 2) which focuses development in existing centres with access to all facilities. This policy seeks to distribute growth where it can do most good in supporting prosperous sustainable communities and will benefit most sections of society. The only exception to this is in relation to policy 13 (Gypsies and Travellers) as these ethnic groups preferred location is in the countryside. 2) Policies 12, 16, 18 and 20 will have a neutral effect on this objective.	1) The effects of policy 2 will in combination with other policies be permanent. The effect will be over the long term. It is assumed that a range of secondary effects will also be experienced throughout the plan period (long term) as the policies help reduce some of the barriers experienced by some sections of society by improving access to facilities and addressing local needs.
9. An efficient transport network which maximises access and minimises detrimental impacts.	1) The Core Strategy policies will have a significant positive cumulative effect in relation to achieving this objective, as the majority of policies are intrinsically linked to policy 9 (Providing Travel Choice).  Policies 20, 19, 16, 13, and 15 will have neutral effects as they are outside the scope of supporting/creating an efficient transport	1) The duration of the effects will vary depending upon the type and location of development and associated transport interventions which they are linked to. However, it is assumed that their impact will be over the medium to long term, especially in relation to the more strategic transport interventions included within the Core Strategy

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
	<p>network for the following reasons;</p> <p>20 This policy utilises existing sites with established transport networks and access.</p> <p>19 Renewable Energy depending upon its type (e.g. wind farms, biomass) will utilise the existing transport networks.</p> <p>16 Natural Environment policy is about the protection of the boroughs biodiversity.</p> <p>13 Is regarding the allocation and design of Gypsy and Traveller sites.</p> <p>15 Is regarding the protection of historical assets which are already in situ.</p>	<p>such as the Finning and Rossington Regeneration Route Scheme. More importantly the provision of an efficient transport network will benefit all equality groups by creating better access.</p> <p>There will also be many secondary benefits which will tackle issues such as social inclusion, health and well being, and more importantly social interaction.</p>
<p>10. Reuse of previously developed sites and buildings.</p>	<p>1) There will be significant positive cumulative effects from the implementation of Core Strategy policies in relation to the development of previously developed sites and buildings.</p> <p>2) However, policy 5 will have a negative cumulative impact on this objective as this policy is for the allocation of new strategic employment sites (both greenfield and brownfield). New employment sites will be required for uses such as warehousing which due to their scale and nature are likely to be on greenfield sites.</p>	<p>1) There will be significant permanent long term benefits.</p> <p>2) There will be significant long term permanent synergistic effects from the development of large scale warehousing on green field sites regarding the incremental loss of the countryside. It is presumed that other indirect effects will be that greenfield sites will be developed before brownfield sites.</p>
<p>11. An attractive place.</p>	<p>1) There will be significant positive cumulative effects from the in combination of Core Strategy policies on making Doncaster an attractive place.</p> <p>2) In contrast, policies 19 Renewable Energy (especially Stand – Alone Renewable Energy such as Wind Farms) and policy 5 Employment Strategy (involving larger scale warehousing proposed in the countryside) will have a significant negative cumulative impact on the attractiveness/ Landscape Character of</p>	<p>1) There will be short –term positive effects such as the protection/retention of natural and built environment. There will also be a range of longer term permanent benefits such as housing market renewal and urban regeneration.</p> <p>2) At this stage it is difficult to quantify what the duration of impact from renewable energy development will be. Some forms of renewable energy can have temporary effects such as</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
	the Doncaster borough and loss of greenfield land.	<p>biomass crops, and others such as wind turbines can have a permanent impact on the Countryside.</p> <p>Strategic Warehousing development will have long term permanent effects.</p>
12. Cultural heritage conserved and enhanced.	<p>1) The subsequent interventions associated with policies 1, 3 ,6 ,7 ,8, 9 ,10,11, 12, 14, 15, and 17 will have a positive cumulative impacts on conserving Doncaster’s cultural heritage.</p> <p>2) Policies 18, 16, 4, are environmental protection policies in relation to specific environmental impacts where as policy 13 is about design standards of Gypsy and Traveller sites.</p> <p>3) Policies 2, 5 and 20 will have some negative and positive cumulative impacts over the plan period, as these policies are very strategic which will focus and trigger the location of future development.</p> <p>4) Some forms of renewable energy production have the scope to create negative cumulative effects on the Landscape Character of the borough.</p>	<p>1) There will be significant long term benefits from the implementation of these particular policies especially in relation to the protection, and preservation of cultural heritage. It is assumed that some of the long term indirect effects associated with these policies will be the enhancement of cultural facilities.</p> <p>3/4) It is difficult to identify precisely the duration and type of effects associated with these policies. Any associated impacts will be largely dependant upon the size and location (if they are to be developed near listed structures, or archaeological remains) of the proposed development as to whether these policies will have any long term permanent impacts on cultural heritage.</p>
13. To protect, enhance and increase the borough’s biodiversity and geodiversity.	<p>1) More than half the policies in combination with each other will have positive cumulative effects on protecting, enhancing and increasing Doncaster’s biodiversity in particular policy 16 (Valuing our Natural Environment) which sets out strong principles to guide all future development for the protection and enhancement of the natural environment.</p> <p>2) Policies 2, 5, 9, 14, and 18 have the potential to create both positive and negative cumulative effects, depending upon the type, scale and location of the development.</p>	<p>1) These policies will have a long term beneficial impact on retaining, supporting and increasing Doncaster’s biodiversity.</p> <p>2) It is reasonable to say that policies 2 (Growth and Regeneration Strategy), 5 (Employment Strategy), 9 (Provide Travel Choice) will at some point, have an impact on the borough’s biodiversity and geodiversity as these policies identify the location of strategic development (even if this is</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
	<p>3) Development of new Gypsy and Traveller sites in the countryside (Policy 13) is unlikely to create cumulative impacts as this policy is in relation to a limited number of sites.</p>	<p>only temporary during the construction phase). However it is not possible to estimate what the duration of these effects will be (temporary or permanent) without further detail regarding the specific proposals.</p>
<p>14. Conservation of soil and minerals resource, including prevention of soil pollution and sterilisation of minerals.</p>	<p>1) Over half the Core Strategy policies will have no cumulative effects on the conservation/protection of soils and minerals as these are in relation to triggering development, the majority of which is directed towards the main urban area and brown field land.</p> <p>2) Policies 5 (Employment Strategy) and 6 (Robin Hood Airport) are the policies which will have the most cumulative effects on the loss of these resources as these policies involve strategic development in the countryside to the eastern side of the borough where the majority of Doncaster's sand and gravel resources are located.</p>	<p>2) The development of strategic employment sites and the future expansion of Robin Hood Airport will have a long term permanent effect on the loss of agricultural land (soil) and could potentially sterilise important minerals resources (sand and gravel) if these minerals are not extracted prior to development.</p>
<p>15. Quality and quantity of groundwater, ponds, lakes and water courses conserved and enhanced in accordance with the Water Directive Framework.</p>	<p>1) Over half the Core Strategy policies will have no cumulative effects on the quality and quantity of groundwater and water courses.</p> <p>2) The remainder of the policies will have a positive in combination cumulative effect on preserving, protecting and in some cases enhancing Doncaster water provisions in particular policies 4 (Flooding and Drainage), 14 (Design and Sustainable Construction), 16 (Valuing our Natural Environment), 17 (providing Green Infrastructure) and 18 (Air, Water and Agricultural Land (e.g. through incorporating water efficiency, creating water habitats, and incorporating Sustainable Urban Drainage)).</p>	<p>2) These policies will have a long term beneficial impact on protecting Doncaster's water resources.</p> <p>Other secondary effects could result in the re charge of Doncaster's aquifer, increase in biodiversity and flood prevention,</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
<p>16. Greenhouse gas emissions minimised and a managed response to the effects of climate change.</p>	<p>1) A significant majority of the Core Strategy policies (15 in total) will have positive in combination cumulative effects in minimising emissions and responding to climate change. Climate change factors for example have been built into the majority of the policies in the following way;</p> <ul style="list-style-type: none"> <li>• Providing an urban centric approach to the location of development to reduce travel by car.</li> <li>• Prioritising the development of urban sites over greenfield sites.</li> <li>• Improving choice and access to public transport.</li> <li>• Requiring development to incorporate flood resilience and mitigation.</li> <li>• Require housing to meet specific design standards (Code for sustainable homes level 3) for energy and water efficiency.</li> <li>• The producing of renewable energy.</li> <li>• The protection and enhancement of ecological networks which is a key factor in ensuring species can adapt/move in response to climate change.</li> </ul> <p>2) However, policy 6 (Robin Hood Airport) and 9 (Providing Travel Choice) in combination will have the potential to increase green house gas emissions.</p>	<p>1) The in combination, of all these policies will have a long term beneficial effect on addressing climate change.</p> <p>2) It is assumed that the impacts on climate change in relation to policy 6 and 9 will be long term and permanent. Aviation generates high levels of greenhouse gases but the location of the airport offers a regional alternative to the use of more distant airports using congested road routes. However, it is unlikely that the associated rail development proposed at Robin Hood Airport will be achieved until the end of the plan period.</p>
<p>17. Flood risk minimised.</p>	<p>1) The majority of policy interventions will have beneficial cumulative effects on addressing the borough's flood risk issues at a local level. Some policies will also have neutral effect as they are out of the scope of this SA objective.</p> <p>2) It is assumed that the only policies which potential may have a negative cumulative impact are policies 9 (Providing Travel</p>	<p>1) The cumulative effects in relation to the SA objective will be over the medium to long term.</p> <p>2) Developments such as the Finningley and Rossington Regeneration Route Scheme and strategic warehousing will be located in areas which are at risk from flooding. It is assumed that</p>

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
	Choice) and to some extent policy 5 Employment Strategy in relation to strategic warehousing.	there will be a long term permanent impact from the initial development phase of these projects, which may be mitigated through flood management measures in the long term. However, other secondary effects associated with these projects are issues surrounding air quality (Co2 emissions from vehicles) and the impact this may have on health, climate change and the natural and built environment.
18. Prudent and efficient use of energy and natural resources (including water) by developments without unnecessary production of waste and promotion of both waste minimisation and recycling techniques.	1) The majority of policy interventions will have beneficial cumulative effects on addressing the requirements of the SA objective. Some policies will also have neutral effect as they are out of the scope of this SA objective.	1) The cumulative effects in relation to the SA objective will become permanent over the medium to long term as projects are developed which incorporate technology to use resources more efficiently (Code 3 and BREEAM).
19. Efficient use of physical infrastructure.	1) The majority of policy interventions will have beneficial cumulative effects on addressing the requirements of this SA objective. The main location of future new development will follow an urban centric approach, with the majority of development being focused towards the main urban areas (which are served by existing physical infrastructure). Some policies will also have neutral effect as they are out of the scope of this SA objective.	1) The cumulative effects in relation to the SA objective will become permanent over the medium to long term as projects are developed incorporate existing infrastructure.
20. Protect, enhance and increase green	There will be significant cumulative benefits from the majority of Core Strategy policies, as nearly all policies either directly	The duration of effects from Core Strategy policies will be long term and permanent. Other secondary

SA Objective	Policy interventions which in combination with each other will provide cumulative effects.	Type and duration of effects
infrastructure within the borough.	(creation, support, and enhancement of GI) or indirectly (development in the main urban area/on brownfield land away from the countryside) strongly support this SA objective.	effects which will also be experience over the long term are benefits to air quality, health and well being, climate change adaption and improvements to habitat creation and biodiversity.

## 6. Conclusions

### 6.1 Summary of the findings

- 6.1.1 The document will ensure that development is carried out in a sustainable way whilst still allowing the plan to deliver its economic objectives for the borough, and wider region. The appraisal has identified that on the whole, the effects of the Core Strategy over the long term will be mainly positive with some negative effects which will need to be mitigated over the plan period. However, it is very difficult to say at this stage, what the full range of cumulative effects will be and more information will become available as and when lower tier plans are implemented and the policies within the plan are monitored through the Annual Monitoring Report.
- 6.1.2 At this stage it is unrealistic to assume that the level of growth proposed will not have some environmental impact at some stage within the plan period. Clearly, some impacts may be temporary as sites are developed and mitigation is implemented and as technologies change. Some impacts may be permanent (e.g. the loss of agricultural land to major development). It is important therefore, to take a balanced view considering all the tensions which exist between economic growth, environmental protection and social deprivation.
- 6.1.3 The greatest challenge which this appraisal has had to address is how to predict, and quantify, the impacts of climate change considering that climate change is a global event and is 'the greatest long-term challenge facing the world today (Planning Policy Statement 1). Government guidance makes it clear, that planning has a fundamental and important role to play in delivering sustainable development and tackling climate change. However, it is difficult at this stage of the LDF to predict what the full impact of Policy 6 (Robin Hood Airport and Business Park) will be. The Coalition Government regards aviation as a key driver in securing economic growth and recognises the role of Britain's regional airports. The proposed growth of the airport is aimed at supporting the wider Sheffield City Region economy. It is important to recognise that the airport will create impacts associated with aviation (increase in CO<sub>2</sub> emissions), however this must be considered in a wider context at a regional/national level and the associated benefits of reducing vehicular travel to other regions airports.
- 6.1.4 Taking this into consideration, the sustainability appraisal process of the Core Strategy can robustly demonstrate that climate change has been taken into account at every opportunity to ensure that the policies contained within the strategy address, consider and where possible influence those types of development which contribute to climate change and its associated impacts (air quality, CO<sub>2</sub> emissions, flooding, loss of biodiversity) by ensuring that:
- New development both residential and business is energy efficient (Code for Sustainable Homes and BREEAM)
  - Encouraging the development of renewable energy sources

- Reductions in the amount of energy consumed by transport by locating development near public transport and local services
- Protecting, enhancing the natural environment and allowing biodiversity to adapt to climate change through green corridors and green infrastructure
- Reductions in the amount of emissions generated by development

6.1.5 Significantly, the work on the Core Strategy and SA has made sure that climate change is embedded throughout the policies of the plan. This approach should further the deliverability of the plan towards reducing carbon emissions. It is considered on balance, that the broad strategic nature of the Core Strategy has gone as far as it can at this stage (using the broad strategic approach) to tackle climate change. The document sets the direction and principles for the lower tier plans, such as the allocations DPD and Supplementary Planning Documents (SPDs) and these documents are considered to be the most appropriate means of considering measures to tackle climate change as it is these documents that facilitate actual development.