

3 Appraisal Methodology

3.1 Introduction

3.1.1 This section sets out the process and methodology for appraising the guiding principles and options considered for the Planning Obligations SPD.

3.2 SA Process

3.2.1 The appraisal follows the approach set out in the SA Guidance. The appraisal of the planning obligations incorporates the stages of Stage B set out in the Guidance. The results of Stage B1 are included in Section 4 of this Report. Stage B2 is the responsibility of the Council in producing the plan. Stages B3 – B5 are incorporated within Section 5, and Stage B6 is incorporated into Section 6.

B1 – Testing the SPD objectives against the SA framework.
B2 – Developing the SPD options
B3 – Predicting the effects of the draft SPD
B4 – Evaluating the effects the draft SPD
B5 – Considering ways of mitigating adverse effects and maximising beneficial effects
B6 – Proposing measures to monitor the significant effects of implementing the SPD

3.3 SA Methodology

3.3.1 The appraisal of the SPD essentially involves appraising options against the SA Objectives (see Table 2.3) using a series of matrices. Furthermore, the guiding principles of the SPD have been assessed to reflect Stage B1 of the SA Process (See above). The appraisal was a qualitative exercise based on the professional judgement of the consultants taking into account the information presented by the Council in the Scoping Report (as outlined in Section 2). The completed matrices can be found in Appendices 1 and 2. In completing the matrices, the impact of each option on each SA Objective was defined according to the key in Table 3.1. It was not considered necessary or useful to score the impacts in any greater detail due to the generalised nature of the options themselves and the dangers of ‘false precision’.

Table 3.1: Appraisal scoring system

Symbol	Likely effect on the SA Objective
++	The option is likely to have a very positive impact
+	The option is likely to have a positive impact
0	No significant effect / no clear link

?	Uncertain or insufficient information on which to determine impact
-	The option is likely to have a negative impact
--	The option is likely to have a very negative impact

3.4 Proposing Recommendations

- 3.4.1 Following the appraisal of the Planning Obligations SPD, a series of recommendations were put forward for strengthening the sustainability performance of the SPD prior to being finalised. The nature of the suggested recommendations is discussed further in Section 5.3.

3.5 Developing Proposals for Monitoring

- 3.5.1 In light of the appraisal, a series of potential indicators were proposed for monitoring the implementation of the Planning Obligations SPD – see Section 6. Developing and finalising measures for plan monitoring is a key requirement of SA.

3.6 Difficulties Encountered

- 3.6.1 The primary difficulty encountered when undertaking this assessment involved predicting the significance of benefits associated with implementation of the SPD. The nature of the planning obligations means that they will rarely result in direct effects, as they will generally seek to make planning applications acceptable through ensuring that that the status quo is maintained. In such cases the most significant sustainability benefits will result from the secondary effects of planning obligations. However, the nature of secondary effects means that they are difficult to predict with any certainty. This is particularly the case given that the magnitude of planning obligations, and therefore the magnitude and significance of secondary effects can vary greatly.
- 3.6.2 Furthermore, in many cases the SPD promoted similar principles and a similar general approach to the Planning Obligations SPG, as a result of both documents being restricted to promoting only what can reasonably be achieved through planning obligations. In many cases the main benefit of the SPD as a document related to minor changes or additions, which resulted in an improved focus or more a detailed methodological approach to implementing planning obligations. Although such changes indicate that the new SPD is indeed an improved document in comparison to the SPG, it is more difficult to judge whether the outcomes would be significantly more sustainable.

4 Objectives Appraisal

4.1 Introduction

- 4.1.1 Stage B1 of the Guidance² on SA tests the SPD objectives against the sustainability appraisal framework. This is designed to determine whether the objectives of the Planning Obligations SPD will generate conflicts with the aims of sustainable development.

"It is important for the objectives of the SPD to be in accordance with sustainability principles. The objectives should be tested for compatibility with the SA objectives. This will help in refining the SPD objectives as well as in identifying options. The SPD objectives also need to be consistent with each other, and the SA objectives will be one way of checking for this. Where there is conflict between objectives, the LPA will need to reach a decision on priorities."

(Paragraph 4.3.4, p 68).

- 4.1.2 In the case of the Planning Obligations SPD objectives were not included and instead a number of principles were highlighted. These were taken forward for assessment.
- 4.1.3 The assessment has been completed in matrix format. The identification of possible conflicts between the SA objectives and principles provides an opportunity to consider early mitigation against any possible negative effects of the plan.

4.2 Assessment Findings

- 4.2.1 The results of the assessment of the Planning Obligations SPD objectives are displayed in the matrix in Appendix 1. Table 4.1 below discusses the results of the assessment of the plan objectives. Where appropriate mitigation has been suggested.

Table 4.1: Findings of the appraisal of the Plan Principles

Summary (key issues arising; potential mitigation measures; sources of uncertainty; assumptions in making the assessment)

In summary, the list of principles should ensure that the SPD is in accordance with guidance set out in Government Circular 05/05. Many of the principles will directly have a role in ensuring a clear and fair procedure. This will be particularly important in terms of increasing clarity and certainty for developers and those looking to invest in the borough.

A clear and fair procedure will also be conducive with ensuring that the social and environmental effects of the SPD are sustainable. These effects will depend entirely on implementation and so must remain uncertain at this stage.

² ODPM (2005). *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*.

Additionally, it is felt that the principles should have the following sustainability effects:

- Stating clearly that planning permission cannot be bought or sold will ensure that all sustainability impacts are addressed and none remain unmitigated.
- Ensuring that planning obligations are material to the planning decision on a proposal should ensure that those whom a planning obligation is targeted at are the same as those who would otherwise stand to be affected by a planning consent.
- Onsite, rather than offsite contributions can have a similar positive sustainability effect. However, it is important to note that offsite planning obligations are not unsustainable *per se*. A well targeted offsite scheme might still be accessible to those that are directly affected by the development, and might also lead to particularly significant secondary benefits.
- A focus on *reasonable* planning obligations should ensure that development is not unduly hindered and that Hillingdon is viewed as a good place in which to invest.
- Use of planning conditions where possible should speed up the planning process, which will be important in terms of delivering adequate housing, infrastructure and community facilities. Similarly, an emphasis on addressing planning obligations as early as possible in the planning process should lead to developers being able to change and adapt their proposals in an efficient manner.
- Ensuring that planning obligations are not used to address existing deficiencies in provision of services and facilities should ensure that a financial burden is not placed on private enterprise, which could result in Hillingdon becoming less attractive as a location for investment.
- Monitoring planning obligations will be particularly important so that there is evidence that obligations are effectively implemented, resulting in confidence in the process and stakeholder buy-in.

4.3 Summary

- 4.3.1 In general the principles are considered to be wholly appropriate and should provide an important background for the development of a sustainable SPD. No recommendations or areas for mitigation have been proposed. The precise result of the assessment was in most cases unknown, as this will depend on how the Council implement the objectives. Where uncertainty has arisen it has been made explicit in the matrix in Appendix 1.

5 Appraisal of the Options for the SPD

5.1 Introduction

“LPAs will develop options, working with the community and relevant stakeholders, to achieve the objectives of the SPD”

(Paragraph 4.3.5, p68).

- 5.1.1 Options can be described as the range of rational choices open to plan-makers for delivering the plan objectives. In line with the Guidance this report considers the term “options” to be synonymous with the term “alternatives”. The need to consider and appraise options is clear in the SA Guidance.

“Given the duty under the Act on those preparing a SPD to contribute to sustainable development, it is essential for it to set out to improve on the situation which would exist if there were no SPD. It should also aim to improve on the effects of implementing the existing parent DPD policy or ‘saved plan policy’. To test this, options considered often include scenarios termed ‘no plan’ and ‘business as usual’. It is important to be aware that baselines will change over time under ‘no plan’ and ‘business as usual’ options, as well as under new SPDs.”

(Paragraph 4.3.5, p68).

- 5.1.2 The Council has not developed distinct options for the development of the SPD in terms of broad content and direction. Planning obligations are an integral part of planning in the London Borough of Hillingdon and therefore a ‘no plan’ option was not seen as being a reasonable. Therefore the assessment has been carried out as a comparative assessment between the ‘business as usual’ and ‘planning obligations SPD’ options. The business as usual scenario is considered as the assessment of the current Council Supplementary Planning Guidance (SPG) document, before its alteration and update (to form the content of the new SPD).

5.2 Assessment of Options

- 5.2.1 Scott Wilson have undertaken the assessment of the options for the plan in line with the methodology set out in Section 3. The result of this assessment is included in full in Appendix 2 of this report. This is in the form of a matrix comparing each option against the SA Objectives and their sub objectives. The assessment includes an explanation of the reasons behind the results including a description of the likely effects of the policy and the assumptions made during the assessment process.

5.3 Background and Summary of Findings

- 5.3.1 The Planning Obligations SPD has been produced in accordance with Government guidance regarding planning obligations set out in Circular 05/05. As such there is an emphasis on ensuring that any planning obligation sought from a particular developer is used to address issues that have come about as a direct result of that development. Similarly, the scale of contributions required must be commensurate with the scale of the impact occurring directly as a result of the development. It is clear that the SPD promotes an approach that, rather than seeking to create benefits for the borough through obligations, concentrates on ensuring that there are no adverse impacts as a result of new development.
- 5.3.2 Nonetheless, the SPD also ensures that, where there is a requirement for planning obligations to address a particular need, these obligations are brought forward and implemented in the most sustainable way possible. As a result the SA has identified a range of secondary benefits associated with well implemented planning obligations. In a number of circumstances an integrated approach to planning obligations is promoted, which addresses a particular need, but will have sustainability benefits beyond meeting this need. For example, a focus on ensuring community safety along waterways, if well implemented can lead to wide ranging benefits in terms of improving the quality of the local environment (which itself can lead to further knock-on effects including increased leisure use and health) and might also lead to biodiversity benefits.
- 5.3.3 The appraisal has found that the effects of the SPD, when compared against almost all of the sustainability objectives, will be either positive or very positive. This SPD should ensure that planning obligations fit well within the LDF, and can be used to effectively mitigate the adverse effects of any other policy. Nonetheless, Table 5.1 includes a range of comments on the SPD and recommendations of ways in which the plan *might* be improved. Many comments take the form of queries regarding the content of the SPD. In answering these queries, through responding to this SA in an SA Statement (see Section 7), the Council can increase the transparency of the plan making process.
- 5.3.4 Due to the fact that there were no significant adverse effects identified none of the recommendations take the form of mitigation measures. Similarly, none of the recommendations take the form of statements indicating what *should* be included in the SPD. This is because it is recognised that ultimately the Council is in the best position to be able to judge which sustainability objectives can reasonably be achieved directly through the use of planning obligations (in accordance with Circular 05/05), and which cannot.

Table 5.1: Key messages and recommendations from the assessment (note that numbers relate to individual points for consideration)

To improve air quality to a standard that is acceptable for human and ecological health

1) The SPG did promote tackling congestion in areas where it is likely to contribute to air quality issues. However, air quality remains a significant sustainability issue. A more fully integrated approach is made explicit in the new SPD, recognising that transport, accessibility, noise and air quality issues in the Borough are often linked.

2) There are also a number of robust proposals for planning obligations to address air quality impacts separate to transport generating developments. However, it is noted that one such proposal is the use of community heating. This approach may need some further clarification as biomass fuelled community heating would have the potential to affect poor local air quality (although air quality effects can be mitigated).

Recommendation: Take account of Point 2 above.

To ensure sustainable management and conservation of wildlife and habitats representative of the borough and reverse those in decline

1) The borough contains many designated sites of interest to nature conservation, and the new Planning Obligations SPD should be conducive with minimising direct impacts to these sites.

Recommendation: It could be useful to further prioritise the types of obligation that could be required to ensure site level nature conservation.

2) The protection of biodiversity in non-designated sites is included within the Hillingdon Biodiversity Action Plan (HBAP), and the value of these sites should be considered alongside those of SINCS. The SPD should go some way to promoting consideration of the biodiversity value of all land/landscapes, rather than just designated sites.

Opportunities exist to promote biodiversity as part of new developments so that new development does not lead to a reduction in the ecological connectivity across the borough. It will be important that new development does not impact upon the existing functionality of whatever particular landscape it is part of, in terms of ecosystems and ecological connectivity.

Recommendation: A clearer distinction should be made between planning obligations that will be important to ensure there is no significant impact to strategic landscape character (including ecosystem functionality at the landscape scale), and more small scale 'landscaping', such as tree planting or pond creation, which will not necessarily lead to targeted ecological benefit.

3) The Open Space and Recreation Chapter makes no reference to biodiversity.

Recommendation: It is recognised that the open space chapter was set up to primarily to address accessibility and quality impacts arising from population increase associated with development consents. However, it is felt that the biodiversity value of the open space network must also be maintained, and has the potential to be impacted as a result of new development. This is especially the case if community access to biodiversity rich open / green space is considered a part of 'biodiversity value'. A suitable level of access to biodiversity rich open / green space per head of population must be maintained.

The current discussion surrounding the quality of open space could be expanded to also discuss

biodiversity. This linkage could also be made clear in the Public Realm Chapter with regard to urban open space and waterways. The SPD could consider the role of Planning Obligations in contributing to the strategic vision set out in the North London River Restoration Plan.

To protect and preserve landscape character, historic buildings, archaeological sites and cultural features of importance to the community

1) The new planning obligations SPD does not specifically address archaeology, conservation and listed buildings, these important topics being considered to be adequately covered separate processes.

2) The Public Realm chapter has a focus on contributions related to landscape, accessibility and community safety projects on public spaces surrounding waterways. This is a proactive approach to the promotion of community interest in the history of the borough.

Recommendation: No proposed changes

To avoid the adverse effects of activities and development on the natural functions of soil and water systems

1) The SPD makes provision for SuDS to be provided as part of developments that might increase flood risk. Well designed SuDS will also have the potential to reduce the amount of polluted surface water run-off reaching the river network.

Recommendation: It could be stated that water quality can also be addressed through the use of SuDS.

To reduce contributions towards, and vulnerability to, the effects of climate change

1) It is felt that that planning obligations will promote a shift towards increased use of public transport and so will have an indirect positive effect on climate change mitigation.

2) The potential for planning obligations to be used to increase the proportion of energy needs being met by renewable sources is not addressed.

It is recognised that Core Policy 9 of the emerging Core Strategy promotes an approach to responding to climate change whereby specific requirements for onsite renewable energy generation as part of development will be required as a planning condition. In some cases development will not be able to meet onsite renewable requirements, in which case there could be the possibility for a planning obligation to ensure that investment is then made in another local renewable energy scheme. However, we recognise that this may not be easy to implement and currently there is little precedent for such an approach.

Recommendation: The Council may wish to comment further on Point 2 above.

To minimise the hazard risk from flooding in Hillingdon

1) It will be important that the cumulative increase in flood risk as a result of developments is taken account of. Planning obligations could be used to address increased cumulative flood risk.

Recommendation: Address the Point 1 above.

2) The Environmental Impacts Chapter promotes protection and enhancement of the ecological value of waterscapes. This wording implies a proactive approach to the management of floodplains to maintain a

good degree of natural functioning.

To ensure efficient use of non renewable resources and minimise the production of waste

1) The SPD repeats much of what is promoted by the old SPG in terms of waste management and recycling.

Recommendation: No proposed changes

To encourage efficient use of available land that will not foreclose on future options

1) The Planning Obligations SPD will not directly promote development on previously developed land. However, it does make provisions for reducing the amount of contaminated land, which should bring more previously developed land into use. It is not clear whether this will have a significant effect, as the precise amount of contaminated land in the borough is not known.

2) Hillingdon contains deposits of sand and gravel, which will continue to be extracted from sites in the south of the borough in particular. Sand and gravel extraction can result in significant local sustainability impacts, although it is recognised that these should, in most cases, be addressed through planning conditions.

Recommendation: No proposed up changes

To create a variety of high quality residential environments that provide everybody with the opportunity to live in a decent home

1) Together, the London Plan (2008) and the Planning Obligations SPD should ensure that ambitious affordable housing objectives are achieved in the borough. Policy in the Planning Obligations SPD will ensure that contributions are well targeted so that benefits in terms of this SA Objective are maximised. For example, in circumstances where payment in lieu is deemed to be acceptable in place of the provision of on-site intermediate housing the SPD promotes contributions to be directed towards the Council's 'First Time Buyers Initiative'. This is an example of a structured, strategic approach that should ensure contributions are well utilised.

Recommendation: No proposed changes

To provide environments that promote healthy and safe living and reduce anti social behaviour

1) Safety in the borough is addressed in a number of ways. The Community Safety Section of the Public Realm Chapter in the new SPD promotes an almost identical approach to community safety as the previous SPG. However, reference to seeking contributions for community initiatives linked to crime prevention e.g. youth projects, has been removed. It is recognised that it will be difficult for such contributions to community initiatives to be identified as material planning considerations, and hence might not be suitably addressed through the use of planning obligations.

Following consultation, the SPD now promotes 'Policing Facilities', with contributions or on-site provision to be negotiated on a case by case basis on very large residential, mixed-use or town centre expansion developments that generate a significant increase in strain on policing and where community safety issues can not be adequately addressed through design ('designing out crime') or other impact mitigation measures (such as contributions towards lighting and/or CCTV).

Recommendation: No proposed changes.

2) The new SPD has a proactive focus on contributions to promote landscape, accessibility and community safety projects on public spaces surrounding waterways. Furthermore, there is a detailed consideration of when and where contributions towards CCTV should be promoted.

3) Both the old SPG and the new SPD promote integration with the Noise SPD, which sets out requirements to be considered in the assessment of noise. Both the SPG and the SPD propose to use conditions and obligations to control noise where adequate separation cannot be achieved through strategic land use planning. Measures promoted in the new SPD are similar to those promoted in the old SPG. However, the new SPD more explicitly promotes integrated packages which address transport, accessibility, noise, pollution control, safety, climate change and congestion. It is felt that this is a proactive approach.

4) The Planning Obligations SPD includes a Chapter devoted to provision of health facilities. It states that accessible health facilities are one of the key supporting infrastructure requirements for new and existing communities.

Where there is an identified local need for health facilities as a result of a development, the Council will seek contributions for provision of facilities. The SPD is detailed and prescriptive in its consideration of what developments qualify for healthcare contributions. It also adds detail regarding the form that planning obligations should take. It also adds detail regarding the form that planning obligations should take. The SPD makes provision for use of the 'HUDU' model as a sophisticated tool for calculating the level of investment in healthcare that is required as a result of a development.

To improve the ready access to essential services and facilities for all residents

1) The SPD promotes integrated packages that address accessibility of new development (to services/facilities) alongside noise, pollution control and safety, climate change issues and congestion.

2) The SPD separately promotes providing and maintaining community facilities at a local level in convenient locations so as to make them more accessible to users and reduce travel distances. For example, the SPD takes on board the London Plan's recommendation that town centres are appropriate locations for healthcare facilities.

Accessibility to existing local services and facilities is a key determinant in the assessment of whether direct provision or a contribution towards local provision is required from new development.

3) The Community Facilities Chapter of the Planning Obligations SPD considers the provision of the following community facilities:

- Libraries
- Multipurpose community facilities
- Childcare facilities
- Cultural facilities

Open space and recreational facilities are covered in a separate chapter in the new SPD.

Recommendation: No proposed changes

To promote methods to reduce dependence on private transport and manage the effects of traffic on the environment

1) The Planning Obligations SPD promotes transport and accessibility to be jointly addressed through the requirement to provide contributions to Travel Plans, highways improvements or improved public transport and infrastructure, cycleways and pedestrian walkways. It is felt that this degree of integration is a proactive approach. However, the Planning Obligation SPG recognises that there are important links between land use planning and transport policies, and that planning obligations can contribute to strengthening this link. This link is not explicitly made in the transport section of the new SPD.

In general, however, this Planning Obligations SPD should be conducive with promoting sustainable transport in the borough, rather than contributing to expansion of road capacity as a reaction to new development.

Recommendation: Address point 1 above.

2) The consultation draft of the SPD promoted a 30 unit minimum qualifying threshold for residential travel planning. However, subsequent to consultation, TfL Guidance for Travel Planning (March 2008) was adopted, and changes have been made to the plan to account for the recommendations set out in this document. In particular, the minimum qualifying threshold has been increased to 80 residential units minimum

To provide residents of all ages with the option to access education and skills based enhancement

1) The new planning Obligations SPD should result in significant improvements to the way that planning obligations contribute to education in the borough. Although many of the principles and proposals are the same as those included in the previous SPG, the new SPD includes greater detail regarding implementation.

2) The new SPD retains a similar focus on ensuring beneficial training and recruitment to that in the previous SPG. Training will be targeted so that it is most effective, bearing in mind the current levels of skills amongst Hillingdon residents. Improved training opportunities should also be supported by requirements for contributions for childcare provision, which can assist carers' access to jobs, training and other facilities.

3) The Planning Obligations SPD does not include any consideration of what level of contribution might be required from smaller businesses.

Recommendation: Address Point 3 above.

To encourage built environments of high quality urban design that assists in enhancing areas amenity value and promote community sense of place

1) The SPD states the council's commitment to ensuring that contributions to the public realm are conducive with making it more attractive, accessible, safe, diverse and sustainable. The public realm is defined as including the streetscape, footpaths and other public spaces that are publicly accessible. Increased access to the public realm in town centres, in particular, should be conducive with enhanced sense of place in the borough.

2) There is also recognition in the SPD of the importance of waterscapes. Well managed and maintained canals and rivers have the potential to be valuable community features in Hillingdon.

3) The new SPD includes measures that should ensure that there is an adequate quantity of open space, as well as addressing the quality and accessibility of open space and recreational facilities. This is viewed

as being a sustainable approach. This should be conducive with ensuring that open spaces and recreational facilities are places are well used and contribute positively to sense of place.

Recommendation: No proposed changes

To promote growth in the economy whilst improving its environmental and social performance

1) It is not felt that any of the planning obligations will necessarily hinder economic growth in the borough.

Recommendation: No proposed changes

To enhance the image of the borough as a location for new business

1) In general it is felt that there is provision for targeting planning obligations in town centres in such a way that the image of the borough as a place for business will be enhanced as a secondary effect.

2) There is provision for training opportunities to be tailored to suit the particular needs of companies moving to the borough or the needs of specific areas or sectors. This should mean that there is potential for planning obligations to contribute to attracting skilled workers to borough. However, it is also stated that training will be focused on the unemployed and socially excluded which is a sustainable approach.

Recommendation: No proposed changes

To encourage business to provide a range of jobs and services that will support and enhance existing residential and employment areas

1) In order to provide a mix of business and job opportunities it is important to maintain business units for a variety of employment generating uses. Market forces may result in a decline in the number of thriving small businesses, and therefore the local economy can become less diverse. The new SPD has removed reference to promoting small business units through planning obligations.

Recommendation: Consider planning obligations to provide premises suitable for small businesses.

5.4 Cumulative Effects

5.4.1 It is difficult to ascertain the cumulative effects of the SPD by the very nature of the plan content. Guidance on planning obligations will be used on a site by site, application by application basis and applied to a variety of land uses. These developments will also be subject to the requirements of other LDF documents, for example the Core Strategy and Site Allocations DPDs. These emerging documents are also subject to SA, which will provide mitigation to minimise adverse effects.

5.4.2 It is therefore considered that cumulative effects will be minimal, if any. It is likely that in many cases planning obligations will be used to mitigate the residual negative effects of other LDF Policy (that has been subject to separate SA), and therefore in this sense cumulative effects are likely to be positive.

6 Monitoring

6.1 Introduction

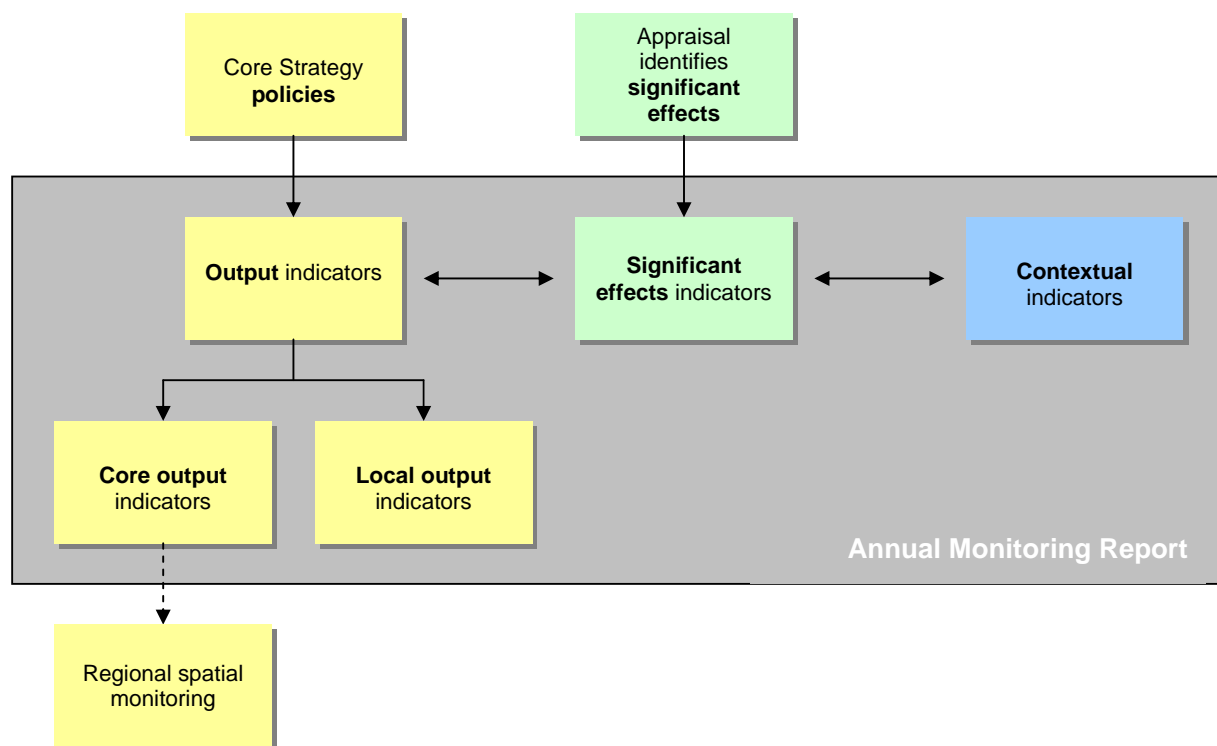
- 6.1.1 SA includes a requirement for monitoring the significant effects of plans and programmes and the SA Report should include a description of the measures envisaged for monitoring the plan. Furthermore, under the Planning and Compulsory Purchase Act 2004, every local planning authority must prepare an **Annual Monitoring Report (AMR)** setting out, amongst other things, the extent to which the policies set out in DPDs and SPDs are being achieved. The SA Guidance states that:

"Monitoring arrangements should be designed to provide information that can be used to highlight specific performance issues and significant effects, and lead to more informed decision-making."

(Paragraph 4.6.2, p 75)

- 6.1.2 In relation to monitoring, the Government has published Local Development Framework Monitoring: A Good Practice Guide. This proposes three types of indicators for monitoring development frameworks (see Figure 6.1):
- Contextual indicators – for monitoring the wider background against which the plan operates
 - Output indicators – for monitoring plan policies
 - Significant effects indicators – for monitoring important effects identified by the SA
- 6.1.3 The significant effect indicators identified in light of the SA process should be monitored as part of the AMR process, which monitors the performance of the plan.

Figure 6.1: Local Development Framework monitoring



6.2 Contextual Indicators

6.2.1 The purpose of **contextual indicators** is to provide a backdrop against which to consider the effects of the plan. Government guidance suggests that contextual indicators should be drawn from existing sources and structured so as to establish the economic, social and environmental baseline position in the area. The Government has identified six broad issues to guide authorities' choices of contextual indicators – see Box 6.1. The Council will select a series of contextual indicators for inclusion in the AMR and has already proposed a series of indicators in their AMR Report produced in December 2006.

Box 6.1: Key topics for contextual indicators

Demographic structure: population size, household types, ethnic composition, and social groups
Socio-cultural issues: crime rates, unemployment level and deprivation
Economy: economic activity rates, household income, house price level, productivity and employment
Environment: key assets in the natural environment
Housing and built environment: housing stock conditions and quality and assets of the built environment
Transport and spatial connectivity: transport accessibility, regional hub, spatial inequality / uneven distribution of activities

6.3 Output Indicators

6.3.1 The main purpose of output indicators is to measure quantifiable physical activities that are directly related to, and are a consequence of, the implementation of planning policies. There are two types of output indicator: Core Output Indicators and Local Output Indicators. Core Output Indicators – see Table 6.2 – must be monitored by all local planning authorities (including Hillingdon) while Local Output Indicators should address the outputs of policy not covered by the Core Output Indicators – Box 6.2 provides examples of these. The Council will select a series of Local Output Indicators, and has already proposed a series of indicators for inclusion in their first AMR, produced in December 2006.

Table 6.2: Core Output Indicators³

Business development	
1a	Amount of floorspace developed for employment by type
1b	Amount of floorspace developed for employment by type, in employment or regeneration areas
1c	Amount of floorspace by employment type, which is on previously developed land
1d	Employment land available by type
1e	Losses of employment land in <ul style="list-style-type: none"> (i) employment / regeneration areas and (ii) local authority area.
1f	Amount of employment land lost to residential development
Housing	
2a	Housing trajectory showing: <ul style="list-style-type: none"> (i) net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer; <ul style="list-style-type: none"> (i) net additional dwellings for the current year; (ii) projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer; (iii) the annual net additional dwelling requirement; and (iv) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance.
2b	Percentage of new and converted dwellings on previously developed land
2c	Percentage of new dwellings completed at: <ul style="list-style-type: none"> (i) less than 30 dwellings per hectare; (ii) between 30 and 50 dwellings per hectare; and (iii) above 50 dwellings per hectare.

³ ODPM (2005). *Local Development Framework Core Output Indicators Update 1/2005*
http://www.communities.gov.uk/pub/907/LocalDevelopmentFrameworkCoreOutputIndicatorsUpdate12005_id1143907.pdf

2d Affordable housing completions
Transport
3a Amount of completed non-residential development within UCOs A, B and D complying with car-parking standards set out in the local development framework
3b Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s)
Local services
4a Amount of completed retail, office and leisure development
4b Amount of completed retail, office and leisure development in town centres
4c Amount of eligible open spaces managed to Green Flag Award standard
NB objectives 5 and 6 on minerals and waste are not relevant
Flood protection and water quality
7 Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality
Biodiversity
8 Change in areas and populations of biodiversity importance, including: <ul style="list-style-type: none"> (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.
Renewable energy
9 Renewable energy capacity installed by type

Box 6.2: Local Output Indicators – examples from Government guidance

- Percentage of development in urban areas within 400 metres or 5 minutes walk of half hourly bus service;
- Percentage of development in rural areas within 800 metres or 13 minutes walk of an hourly bus service;
- Design: Best Value Indicator 205 quality of services checklist;
- Air quality: number/percentage of planning applications dealt with where air quality was a material consideration and number / percentage of planning permissions granted where air quality was a material consideration;
- Gypsies and travellers' housing and land use requirements: those living on public and private sites (both with or without planning permission) and those encamping on roadsides, open land etc;
- Amount of waste collected by type (e.g. household, industrial and commercial etc);
- Percentage of land in protected areas (e.g. national parks, AONBs and heritage coasts) which has been developed; and
- Percentage of residents that are satisfied with the quantity and quality of open space in their local area. Authorities are required to conduct customer satisfaction surveys as part of BV119(e) on a three-yearly basis. They are also required to conduct open space audits and local needs assessments in accordance with PPG17 and set locally determined standards for open space provision (e.g. quantity, quality and access). Resident satisfaction in terms of whether their needs are being met should be measured against this evidence base.

6.4 Significant Effects Indicators

6.4.1 Significant effects indicators should be linked to the SA, and the Government advises that sufficient numbers of these indicators should be developed, together with the Core and Local Output Indicators, to ensure a robust assessment of policy implementation. Table 6.3 below summarises the suggested indicators for monitoring the significant economic, social and environmental effects of the Planning Obligations SPD, as identified through the appraisal. These indicators will be discussed internally within the Council and formal significant effects indicators will be put forward at a later date.

Table 6.3: Significant effects that will be addressed by the SPD and potential significant effects indicators

Significant Effects	Potential Indicators
Air quality	The number of planning obligations used to address congestion and private car use in town centres.
Accessibility to services and facilities	The number of planning obligations addressing the public transport network.
Biodiversity across the borough	The number of planning obligations used to maintain SINCS Contributions towards biodiversity rich green space. Contributions made towards provision of wildlife habitat as part of developments.
Flood risk	The number of planning obligations addressing SuDS.
Waste production	The number of planning obligations addressing waste infrastructure.
Access to education and training	The number of planning obligations addressing education for young people. The number of planning obligations addressing training needs associated with new employment so as to increase the recruitment potential of local residents.
Access to high quality open space and recreational facilities	The number of planning obligations addressing access to high quality open space and recreational facilities.
Noise	The number of planning obligations seeking to mitigate noise impacts of development.
Health	The number of planning obligations addressing health facilities.
Community safety	The number of planning obligations addressing the maintenance of a sense of community safety.
Affordable housing	The number of planning obligations leading to affordable housing provided on-site and timed to come forward in conjunction with market housing.

7 What Happens Next

7.1.1 Once the SPD has been adopted, the SA Guidance requires those responsible for preparing it – in this case the Council - to provide the public and the Consultation Bodies with information on how environmental considerations and consultation responses are reflected in the plan or programme and how its implementation will be monitored in the future.

7.1.2 When referring to the SA Statement the SA Guidance states that:

“This summary must provide enough information to make clear how the SPD was changed as a result of the SA process and responses to consultation, or why no changes were made, or why options were rejected.”

(Paragraph 4.5.5, p 74)

7.1.3 In light of this requirement, the Council will prepare an SA Statement setting out the above information. Furthermore the Council may wish to combine the production of this statement with the requirement to produce a consultation statement to accompany the adoption SPD.

Appendix 1 – Assessment of the SPD Principles

SA Objective	Assessment of the SPD key principles
To improve air quality to a standard that is acceptable for human and ecological health	?
To ensure sustainable management and conservation of wildlife and habitats representative of the borough and reverse those in decline	?
To protect and preserve landscape character, historic buildings, archaeological sites and cultural features of importance to the community	?
To avoid the adverse effects of activities and development on the natural functions of soil and water systems	?
To reduce contributions towards, and vulnerability to, the effects of climate change	?
To minimise the hazard risk from flooding in Hillingdon	?
To ensure efficient use of non renewable resources and minimise the production of waste	?
To encourage efficient use of available land that will not foreclose on future options	?
To create a variety of high quality residential environments that provide everybody with the opportunity to live in a decent home	?
To provide environments that promote healthy and safe living and reduce anti social behaviour	?
To improve the ready access to essential services and facilities for all residents	?
To promote methods to reduce dependence on private transport and manage the effects of traffic on the environment	?
To provide residents of all ages with the option to access education and skills based enhancement	?
To encourage built environments of high quality urban design that assists in enhancing areas amenity value and promote community sense of place	?
To promote growth in the economy whilst improving its environmental and social performance	+

To enhance the image of the borough as a location for new business	+
To encourage business to provide a range of jobs and services that will support and enhance existing residential and employment areas	?

Summary (key issues arising; potential mitigation measures; sources of uncertainty; assumptions in making the assessment)

In summary, the list of principles should ensure that the SPD is in accordance with guidance set out in Government Circular 05/05. Many of the principles will directly have a role in ensuring a clear and fair procedure. This will be particularly important in terms of increasing clarity and certainty for developers and those looking to invest in the borough.

A clear and fair procedure will also be conducive with ensuring that the social and environmental effects of the SPD are sustainable. These effects will depend entirely on implementation and so must remain uncertain at this stage.

Additionally, it is felt that the principles should have the following sustainability effects:

- Stating clearly that planning permission cannot be bought or sold will ensure that all sustainability impacts are addressed and none remain unmitigated.
- Ensuring that planning obligations are material to the planning decision on a proposal should ensure that those whom a planning obligation is targeted at are the same as those who would otherwise stand to be affected by a planning consent.
- Onsite, rather than offsite contributions can have a similar positive sustainability effect. However, it is important to note that offsite planning obligations are not unsustainable *per se*. A well targeted offsite scheme might still be accessible to those that are directly affected by the development, and might also lead to particularly significant secondary benefits.
- A focus on *reasonable* planning obligations should ensure that development is not unduly hindered and that Hillingdon is viewed as a good place in which to invest.
- Use of planning conditions where possible should speed up the planning process, which will be important in terms of delivering adequate housing, infrastructure and community facilities. Similarly, an emphasis on addressing planning obligations as early as possible in the planning process should lead to developers being able to change and adapt their proposals in an efficient manner.
- Ensuring that planning obligations are not used to address existing deficiencies in provision of services and facilities should ensure that a financial burden is not placed on private enterprise, which could result in Hillingdon becoming less attractive as a location for investment.
- Monitoring planning obligations will be particularly important so that there is evidence that obligations are effectively implemented, resulting in confidence in the process and stakeholder buy-in.