

SALFORD REVISED DRAFT LOCAL PLAN

Sustainability Appraisal Report

January 2019

SALFORD REVISED DRAFT LOCAL PLAN

SUSTAINABILITY APPRAISAL REPORT

CONTENTS

Components that constitute the Environmental Report	3
Executive Summary	5
1. Introduction	11
2. Other relevant Policies, Plans and Programmes	19
3. Baseline Information	30
4. Sustainability Issues and Problems	34
5. Sustainability Appraisal Framework.....	39
6. Appropriate Assessment.....	65
7. Sustainability Appraisal of Strategic Options	69
8. Sustainability Appraisal of Site Allocation Options.....	76
9. Sustainability Appraisal of Policy Options.....	80
10. Implementation	81
11. Monitoring.....	83
Appendix 1. List of plans, policies and programmes reviewed	
Appendix 2. Review of plans, policies and programmes	
Appendix 3. Details of baseline information	
Appendix 4. Details of sustainability indicators	
Appendix 5. Appraisal of Revised Draft Local Plan and strategic options	
Appendix 6. Appraisal of Revised Draft Local Plan site allocations	
Appendix 7. Sites not considered reasonable alternatives to Revised Draft Local Plan site allocations	
Appendix 8. Appraisal of Revised Draft Local Plan site allocations reasonable alternatives	
Appendix 9. Appraisal of Revised Draft Local Plan Policies and reasonable alternatives	

Components that constitute the Environmental Report

This Sustainability Appraisal report incorporates the requirements for an Environmental Report under the Environmental Assessment of Plans and Programmes Regulations 2004. These Regulations transpose the Strategic Environmental Assessment (SEA) Directive (European Directive 2001/42/EC) into English law.

Those elements of the Sustainability Appraisal Report that constitute the Environmental Report for the purposes of the SEA Directive are signposted in Table 1 below.

Table 1: Required information under the SEA Regulations

Information to be included in an Environmental Report under the SEA Regulations	Relevant Sections in the Revised Draft Local Plan SA Report
An outline of the contents, main objectives of the plan and its relationship with other relevant plans and programmes	Chapter 1 Para 5.10-5.31
The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan	Chapter 3 Appendix 3
The environmental characteristics of areas likely to be significantly affected	Chapter 3 Appendix 3
Any existing environmental problems which are relevant to the plan, including in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC	Chapter 4 Chapter 6
The environmental protection objectives, established at international, Community or national level, which are relevant to the plan and the way those objectives and any environmental considerations have been taken into account during its preparation	Chapter 2 Appendix 2
The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soils, water, air, climatic factors, material assets, cultural heritage, landscape, and the interrelationship between the above factors	Chapter 7 Chapter 8 Chapter 9 Appendix 5 Appendix 6 Appendix 8 Appendix 9
The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan	Chapter 7 Chapter 8 Chapter 9 Appendix 5 Appendix 6 Appendix 8

	Appendix 9
An outline of the reasons for selecting the alternatives dealt with and a description of how the assessment was undertaken including any difficulties	Chapter 5 Chapter 7 Chapter 8 Chapter 9 Appendix 5 Appendix 6 Appendix 8 Appendix 9
A description of measures envisaged concerning monitoring	Chapter 11
A non-technical summary of the information provided above	Executive summary

Executive Summary

- E1 This section provides a non-technical summary of the Sustainability Appraisal Report.
- E2 The Local Plan is being prepared to set the overall spatial strategy for Salford's evolution over the period to 2037.
- E3 The purpose of the sustainability appraisal (SA) is to promote sustainable development through the integration of sustainability considerations into the preparation, adoption and implementation of the Local Plan. The SA considers the Local Plan's potential implications, from a social, economic and environmental perspective, by assessing options, in terms of overarching approach and individual sites, against available baseline data and sustainability objectives.
- E4 SA is mandatory for Local Plans under the requirements of the Planning and Compulsory Purchase Act (2004). The SA of the Local Plan should also fully incorporate the requirements of the European Directive 2001/42/EC, known as the Strategic Environmental Assessment (SEA) Directive. This Directive is transposed into English law by the Environmental Assessment of Plans and Programmes Regulations 2004 – the SEA Regulations.

Appraisal methodology

- E5 The approach being adopted to undertake the SA is based on various government guidance, and takes an iterative approach with sustainability considerations informing options and proposals as they are being developed as well as there being a more formal sustainability appraisal towards the end of each stage.
- E6 The level of detail and the scope that the SA is covering was agreed through the SA Scoping Report, which was published for consultation in February 2013.

Relationship to other plans, programmes and objectives

- E7 The purpose of reviewing other plans and programmes and sustainability objectives is to ensure that their relationship with the proposed Local Plan has been fully explored, to highlight any potential inconsistencies, and to identify opportunities for the Local Plan to support those various plans and programmes.
- E8 A range of international, national, regional and local strategies were reviewed as part of the SA process and no major inconsistencies were found between policies.

Baseline characteristics

E9 The collection and assessment of information and data about the current and likely future state of Salford (and nearby and larger geographical areas where appropriate) is being used within the SA to help identify sustainability problems and predict the effects of the Revised Draft Local Plan and the other strategic, allocation and policy options identified. Appendix 3 of this report gives full details, including the range of data sources.

E10 The key baseline characteristics identified for Salford included:

- A very high concentration of deprivation in Central Salford
- Very significant population decline over the last century, but continuous and accelerating growth since 2002
- Below average life expectancy, with some neighbourhoods having mortality rates twice the national average
- Significant reductions in crime levels but higher concentrations in deprived areas
- A very high proportion of social-rented housing, and above average numbers of semi-detached, terraced and flatted accommodation
- Increasing housing affordability issues, despite low average house prices
- Above average economic productivity growth, but with an increasingly strong reliance on the service sector
- Below average educational attainment despite improvements in GCSE performance
- Approximately 17,500 dwellings subject to a medium or high risk of flooding

Key sustainability issues

E11 The review of plans, programmes and objectives, the analysis of the baseline data, and consultation with the public and statutory bodies enabled the following key sustainability issues to be identified (see chapter 4 of this report for further details):

- Population decline within the inner city areas coupled with an increasing proportion of single person households, affecting service provision and community diversity
- Health inequalities and poor average health affecting life chances
- Crime levels impacting on health and perceptions of the city
- Good transport connections, particularly within areas around the city centre, but issues of congestion and limited orbital routes affecting accessibility levels
- Lack of diversity of new residential accommodation in some parts of the city and increasing problems of affordability, affecting the ability of the city to attract and retain families

- Low average skill levels limiting the ability for Salford residents to access the new employment opportunities that are increasingly focused in knowledge-based industries, reflected in relatively low mean pay levels
- Success in capturing new employment in the growth sectors is supporting productivity increases but potentially at the expense of economic diversity
- Scale of development potentially placing pressure on the limited biodiversity resources within the urban area, but large area of readily restorable degraded lowland raised bog offers potential to make a major contribution to national biodiversity objectives
- High proportion of Greater Manchester's high grade agricultural land
- Significant supply of previously-developed land
- Large number of households at risk of flooding, and potential for flood events to become more frequent due to climate change
- Poor air quality around the strategic highway network
- Salford has a rich cultural heritage
- More than one third of the city is currently Green Belt

E12 The establishment of SA objectives and criteria is central to the SA process and provides a way in which sustainability effects can be described, assessed and compared. The sustainability objectives used for the SA of the Local Plan options have been drawn from the sustainability issues identified through analysis of the baseline data and the review of other plans and strategies.

E13 21 sustainability objectives have been identified, covering a broad range of issues, for example relating to health, biodiversity, air, water, climate, heritage, landscape, prosperity, housing, accessibility, and community cohesion. A range of questions have been identified for each objective to assist with the assessment against them.

Appraisal of the strategic options

E14 A key requirement of the SA is to consider reasonable alternatives as part of the assessment process. Four strategic options have been identified, informed by factors such as previous consultations, the evidence base, and the need to support and be consistent with other policies and proposals, in particular the Greater Manchester Spatial Framework.

E15 None of the options include the development of Green Belt land as all decisions in relation to changes to Green Belt boundaries, including both reductions and additions to the existing Green Belt, are being taken through the Greater Manchester Spatial Framework rather than the Local Plan. One of the options (Option 4) would include areas of land for development that are identified in the GMSF as additions to the Green Belt. Whilst the Local Plan must be consistent with the GMSF,

these areas of land have been included within an option given that they are not currently designated as Green Belt.

- E16 The options represent alternatives that could be considered reasonable, however it is important to recognise that Options 1 and 4 would potentially put the Local Plan in conflict with the Greater Manchester Spatial Framework. Whilst included in the appraisal, it is therefore questionable whether these options represent reasonable alternatives. The four options assessed as part of this sustainability appraisal are set out below:
- 1) No Local Plan – reliance on household projections to determine the city’s housing requirement. A housing and employment supply focused on current opportunities.
 - 2) Revised Deposit Local Plan - A higher housing requirement reflecting decisions taken through the GMSF. Majority of development focused within the urban area but with a small number of greenfield sites developed for housing in the west of the city (including Lumber Land but not the rest of the West Salford Greenway). The employment supply would be focused on current opportunities which include the consented Port Salford.
 - 3) As Option 2 but with the identification of additional greenfield sites and a number of existing employment areas for housing development. This would again include Lumber Lane but not the rest of the West Salford Greenway. The option would therefore provide for a wider variety of dwelling types. The employment supply would remain focused on current opportunities.
 - 4) As Option 3 but with even higher levels of greenfield development including sites being considered as new areas of Green Belt in the GMSF. This would include parts of the West Salford Greenway and the Brickworks Site of Biological Importance to the west of Burgess Farm in Walkden. The option would provide an even higher proportion of houses and, with new sites in higher value areas, could also potentially support a higher level of affordable housing.
- E17 The four options for the Local Plan have been assessed against each of the 21 sustainability objectives. The overall impact in the short, medium and long-term has been identified using a five-point scale (with one additional “uncertain” category) as follows: ++ major positive; + minor positive; 0 neutral; - minor negative; - - major negative. The scale, certainty and permanence of the effect has also been assessed, together with any secondary, cumulative and synergistic impacts, and opportunities for additional mitigation beyond that already proposed.
- E18 In terms of a comparative assessment of options, the lower levels of development identified in Option 1, and the focus on the urban area, would limit some of the negative impacts identified against the other options. Some of these relative benefits could however be reduced if demand was diverted to more peripheral locations outside of the city.

E19 Given the similar levels of development that would be pursued, options 2, 3 and 4 score similarly against a number of the sustainability appraisal objectives. Whilst all three include some greenfield sites in the west of the city it is the higher number in options 3 and to a greater extent 4, along with a number of existing employment areas that are primarily responsible for the different ratings. The greater focus on these types of sites produces more negative impacts from an environmental perspective, this includes the loss of recreation opportunities and a reduced potential for sustainable transport options to be utilised than under Option 2. In particular, the proposed development of an existing Site of Biological Importance and parts of the Worsley Greenway result in negative impacts from Option 4. Options 3 and 4 also score more poorly against the economic inclusion objective as a result of the loss of local employment areas which can be an important source of second hand premises, more affordable development opportunities, and accessible jobs. As a result however Options 3, and to a greater extent 4, would however allow for a wider variety of dwellings in the city. These additions, and their potential benefits, need to be considered in light of the proposed housing allocations being considered through the GMSF.

Appraisal of sites

E20 Sites proposed as employment or residential allocations in the Revised Draft Local Plan along with other reasonable alternatives identified during the Local Plan process have also been assessed against the 21 sustainability objectives.

Appraisal of policies

E21 Policies proposed for inclusion within the Revised Draft Local Plan along with other reasonable alternatives have also been assessed against the 21 sustainability objectives. The appraisals identify potential mitigation and explain whether and how this has shaped the policy wording taken forward in the final Revised Draft document.

Implementation and monitoring

E22 The scale and nature of the impacts of the Local Plan options would depend very much on how development proposals are implemented. Other plans and strategies, particularly supplementary planning documents linked to the Local Plan, and the details of the development management process will be very important in this regard. Co-ordination with other investment programmes, and working in partnerships with other organisations, will also be essential.

E23 A series of indicators have been identified which have been chosen to strike a balance between providing a comprehensive assessment of sustainability effects and being manageable in terms of their number and data requirements. The emphasis is on direct, primary outcomes

rather than inputs, outputs or indirect outcomes that affect the primary outcomes. They are intended to be “headline” indicators, and as a result there are not indicators relating to all objectives. It is therefore inevitable that other information will need to be collected in order to supplement the sustainability indicators and inform future policy development.

1. Introduction

The Local Plan

- 1.1 The Local Plan will set out the overarching planning strategy for the city up to the year 2037. It will identify the overall level and broad distribution of different types of development and will allocate certain sites for specific uses. It will also set out policies and proposals that address a range of economic, social and environmental issues.
- 1.2 Government guidance describes that the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each are; a framework addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings.¹ Local Plans are to be prepared with the objective of contributing to the achievement of sustainable development.²
- 1.3 The Local Plan will form part of Salford’s “development plan”. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, “if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”. The development plan currently consists of the saved policies of the city of Salford Unitary Development Plan (UDP) and the Greater Manchester Joint Waste Development Plan Document and Joint Minerals Plan. The Local Plan will replace large parts of the UDP.

The Greater Manchester Spatial Framework

- 1.4 A Greater Manchester Spatial Framework is currently also being prepared and will also form a part of the city’s development plan.
- 1.5 The Framework will identify the land Greater Manchester needs to meet demand for housing and business development and will help manage the supply of land across the city-region. This will include:
- determining how many new homes and how much land we need for new jobs over the next 20 years,
 - the allocation of sites central to its vision and the definition of new Green Belt boundaries,
 - identifying infrastructure (things like transport links and public services) required to support development

¹ HM Government (2018) National Planning Policy Framework, paragraph, paragraph 15

² HM Government (2018) National Planning Policy Framework, paragraph 16

- identifying ways to protect the city-region's green space alongside development so that we develop great places where people want to live, work and visit.

1.6 The Greater Manchester Spatial Framework will set an overarching vision and strategy which the Local Plan will complement and contribute towards the implementation of. The Integrated Appraisal of the Greater Manchester Spatial Framework, which will address Sustainability and Strategic Environment Assessment requirements, provides a complementary assessment of that document.

Sustainable development

1.7 Section 39 of the Planning and Compulsory Purchase Act 2004 places the concept of “sustainable development” at the heart of the planning system. The most commonly used definition of sustainable development is:

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs³

1.8 The UK Government is committed to the delivery of 17 Sustainable development goals that have been identified by the United Nations⁴:



Sustainability appraisal

³ World Commission on Environment and Development, 1987

⁴ <https://www.gov.uk/government/publications/implementing-the-sustainable-development-goals/implementing-the-sustainable-development-goals>

⁵ Courtesy of <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

- 1.9 Under Section 19(5) of the Planning and Compulsory Purchase Act, the Core Strategy must be subject to a sustainability appraisal.
- 1.10 Government guidance describes that local plans should be informed throughout their preparation by a sustainability appraisal which should demonstrate how the plan has addressed relevant economic, social and environmental objectives (including opportunities for net gains). Significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).⁶

Strategic environmental assessment

- 1.11 The Environmental Assessment of Plans and Programmes Regulations 2004 identifies that during the preparation of certain plans and programmes an environmental assessment should be carried out.
- 1.12 As a town and country planning document setting a framework for future development and concerned with a variety of issues including land use, transport, industry, waste, water and tourism the Local Plan is a relevant document in these terms.⁷
- 1.13 Having regard to the criteria in Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations and following consultation with the consultation bodies specified in European Directive 2001/42/EC (the SEA Directive)⁸ the city council has determined that the Local Plan is likely to have significant environmental effects and must therefore be subject to a strategic environmental assessment in accordance with the requirements of the aforementioned regulations. The sustainability appraisal of the Local Plan therefore incorporates a strategic environmental assessment.

Sustainability appraisal process

- 1.14 The Environmental Assessment of Plans and Programmes Regulations 2004 identifies that during the preparation of certain plans and programmes an environmental assessment should be carried out.
- 1.15 As a town and country planning document setting a framework for future development and concerned with a variety of issues including

⁶ HM Government (2018) National Planning Policy Framework, paragraph 32

⁷ Regulation 5 of The Environmental Assessment of Plans and Programmes Regulations 2004

⁸ In accordance with Regulation 9 of The Environmental Assessment of Plans and Programmes Regulations 2004

land use, transport, industry, waste, water and tourism, the Local Plan is a relevant document in these terms⁹

1.16 Having regard to the criteria in Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations and following consultation with the consultation bodies specified in European Directive 2001/42/EC (the SEA Directive)¹⁰, see section 8 below, the city council has determined that the Local Plan is likely to have significant environmental effects and must therefore be subject to a strategic environmental assessment in accordance with the requirements of the aforementioned regulations. The sustainability appraisal of the Local Plan therefore incorporates a strategic environmental assessment.

Sustainability appraisal process

1.17 The sustainability appraisal of the Local Plan will be an iterative process, and will follow Government guidance.

1.18 As detailed above, the Local Plan is being progressed alongside the Greater Manchester Spatial Framework, and this sustainability appraisal should be read in conjunction with the integrated appraisal of that document.

1.19 The stages of Local Plan production and its sustainability appraisal are summarised in table 2 below.

Table 2: Sustainability appraisal process

Local Plan stage	Appraisal stage	Main outputs
Sustainability appraisal scoping report	Set the context and objectives, establishing the baseline and deciding the scope	<ul style="list-style-type: none"> • Sustainability appraisal scoping report
Draft Local Plan	Review the Draft Local Plan against the identified sustainability objectives.	<ul style="list-style-type: none"> • Draft Local Plan • Full sustainability appraisal report
Revised Draft Local Plan	Review the Revised Draft Local Plan against the identified sustainability objectives.	<ul style="list-style-type: none"> • Revised Draft Local Plan • Full sustainability appraisal report

⁹ Regulation 5 of The Environmental Assessment of Plans and Programmes Regulations 2004

¹⁰ In accordance with Regulation 9 of The Environmental Assessment of Plans and Programmes Regulations 2004

Local Plan stage	Appraisal stage	Main outputs
Publication Local Plan ¹¹	Update the sustainability appraisal as required	<ul style="list-style-type: none"> • Publication Local Plan • Full sustainability appraisal report
Public examination ¹²	Changes proposed to the Local Plan during this process, either by the city council or by other parties should be accompanied by an assessment of their relative sustainability	<ul style="list-style-type: none"> • Written statements to the examination • Inspector's report identifying how the Local Plan should be amended
Adoption of the Local Plan	Ensure any changes to the Local Plan recommended by the Inspector's report have been properly appraised	<ul style="list-style-type: none"> • Adopted Local Plan • Final sustainability appraisal report
Monitoring the implementation of the Local Plan	Monitor the sustainability effects of the Local Plan	<ul style="list-style-type: none"> • Local Plan annual monitoring report(s)

Scoping stage of the sustainability appraisal

1.20 In February 2013, the city council published a Local Plan Sustainability Appraisal Scoping Report, which was used as a vehicle for consulting on the proposed scope of the sustainability appraisal. This process also met the requirements of Regulations 12(5) and 12(6) of The Environmental Assessment of Plans and Programmes Regulations 2004, in terms of consulting on the scope and level of detail of the information that must be included in the environmental report required by European Directive 2001/42/EC (the SEA Directive). The environmental report will be contained wholly within the final Sustainability Appraisal Report.

1.21 The Sustainability Appraisal Scoping Report set out:

- A summary of other relevant policies, plans and programmes;
- A series of sustainability objectives and indicators;
- Key baseline information;
- A summary of the main sustainability issues and problems; and
- A proposed appraisal framework.

1.22 The consultation on the Sustainability Appraisal Scoping Report took place between 8 February and 12 April 2013. As part of the consultation, the Scoping Report was published on the city council's website and was sent to the following organisations:

¹¹ Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012

¹² Regulation 20 of the Town and Country Planning (Local Planning) England Regulations 2012

- Natural England
- Environment Agency
- English Heritage
- Design Council CABE
- Greater Manchester Planning and Housing Team
- Greater Manchester Ecology Unit
- Greater Manchester Geological Unit
- Transport for Greater Manchester
- Bolton MBC
- Bury MBC
- Manchester City Council
- Oldham MBC
- Rochdale MBC
- Stockport MBC
- Tameside MBC
- Trafford MBC
- Warrington BC
- Wigan MBC

1.23 The publication of the scoping report for a period of consultation was also publicised in a letter sent to all those on the city council's spatial planning consultation database.

1.24 Following this period of consultation the scoping report was updated, having regard to comments received.

Draft Local Plan Sustainability Appraisal

1.25 A Draft Local Plan was published for a period of consultation between November 2016 and January 2017. A sustainability appraisal was published alongside the Draft Plan. A number of comments were received to the sustainability appraisal and have been taken into account in the drafting of the sustainability appraisal of the Revised Draft Local Plan.

Revised Draft Local Plan

1.26 The purpose of this stage in the sustainability appraisal process, as per the previous stage, is to report on the likely significant effects of the Revised Draft Local Plan together with reasonable alternatives as required by the SEA Directive (Article 5.1).

1.27 The appraisal has been undertaken by city council officers. This has helped to ensure that sustainability considerations have been at the forefront of the development of the Revised Draft Local Plan, with mitigation measures incorporated throughout the process rather than

simply identified at the end following an isolated sustainability appraisal exercise.

- 1.28 The Revised Draft Local Plan, along with the alternatives identified, have been assessed against each of the 21 sustainability objectives, with the overall direction, scale, timing, likelihood and permanence of the impacts being estimated. A summary is provided for each objective, together with the identification of any further opportunities for mitigation.

Future stages of the sustainability appraisal process

Publication of the Local Plan

- 1.29 This sustainability appraisal report will be fully updated and augmented following the consultation on the Revised Draft Local Plan. It is envisaged that this appraisal and report will follow a similar format to this version.

Making comments

- 1.30 Comments are invited on all aspects of this report including any opportunities for additional mitigation to ensure that the Local Plan is as sustainable as possible.

- 1.31 Comments can be submitted by any of the following means

- By email to plans.consultation@salford.gov.uk
- Online using the comments form at <http://www.salford.gov.uk/reviseddraftlocalplan>
- By post to: Revised Draft Local Plan consultation
Spatial Planning
Salford Civic Centre
Chorley Road
Swinton
M27 5BY

- 1.32 All comments should be received by the city council **no later than 4.30pm on Friday 22 March 2019.**

- 1.33 If you have any questions about the Revised Draft Local Plan sustainability appraisal consultation, please contact the city council's spatial planning team on 0161 793 3782 or email plans.consultation@salford.gov.uk

Treatment of comments

- 1.34 All of the comments received, and the name of the individual or organization making them, will be matters of public record and open to public scrutiny. This information will be published on Salford City

Council's website following the consultation period. Those making comments will be entered onto the city council's planning policy database so that they can be kept informed of the Local Plan and other planning policy documents in accordance with our privacy policy¹³.

¹³ <https://www.salford.gov.uk/your-council/council-and-decision-making/data-protection-legislation/> - see 'Spatial planning privacy notice'

2. Other relevant Policies, Plans and Programmes

Introduction

- 2.1 The SEA Directive specifically requires environmental objectives established at international, European community or national levels to be taken into account in developing the Local Plan. However, in order to maximise its effectiveness and sustainability, it will be important to consider how the Local Plan can support the full range of other plans, policies and programmes that already exist, taking into account their economic and social as well as environmental objectives.
- 2.2 This section summarises the key objectives of the relevant plans, policies and programmes, and identifies the potential synergies and inconsistencies with the Local Plan. A more detailed summary of those various objectives is contained in appendix 2 of this report.

Key objectives of other plans, policies and programmes

- 2.3 Table 3 below identifies the key conclusions from the review of other plans, policies and programmes, and identifies the implications for the Local Plan and its sustainability appraisal.

Table 3: Key conclusions and implications from the review of plans, policies and programmes

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
General principles	
Ensure that sustainable development is the central policy objective	<ul style="list-style-type: none"> • Need to ensure the spatial vision and strategic objectives of the Local Plan reflect all aspects of sustainable development • Need to integrate the sustainability appraisal throughout the Local Plan production process • Need to reduce greenhouse gas emissions and adapt to climate change
Positively seek opportunities to meet the objectively assessed need for development with the flexibility to adapt to rapid change	<ul style="list-style-type: none"> • Need to ensure that the Local Plan is underpinned by an objective evidence base and provides for the development needs identified • Need to ensure the plan incorporates an appropriate level of flexibility • Need to ensure the Local Plan provides new development opportunities whilst also providing an appropriate level of protection for valued facilities and services.

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
Develop high quality sustainable communities that meet a variety of needs	<ul style="list-style-type: none"> • Need to ensure that the Local Plan integrates consideration of all issues, rather than focusing on one or two priorities in isolation
Develop Greater Manchester as a world class city distinguished by its quality of life	<ul style="list-style-type: none"> • Need to ensure that the Local Plan is set in the context of the wider sub-region • Need to ensure good performance on all aspects of life to help improve international competitiveness
The city centre and Salford Quays have a key role in driving forward the sub-regional economy.	<ul style="list-style-type: none"> • Need to ensure sufficient land is available within key locations, and an appropriate mix of uses comes forward to enhance its strength • Need to maximise accessibility to the opportunities provided helping to reduce the need to travel and promote social inclusion
Central Salford (outside of the city centre/ Salford Quays) is the priority for regeneration and new housing	<ul style="list-style-type: none"> • Need to focus investment towards central Salford to support regeneration, whilst also recognising the important role of Salford West in meeting development needs • Need to maximise the sustainability benefits of such close proximity to the economic opportunities within the city centre and Salford Quays.
West Salford to be one of the most desirable and prosperous areas in Greater Manchester	<ul style="list-style-type: none"> • Need to identify an appropriate balance between securing investment in business and housing in the area alongside the protection and improvement of environmental, leisure, heritage and other assets
Plan strategically across local authority boundaries	<ul style="list-style-type: none"> • Need to ensure that there is cooperation with other local authorities in planning for sustainable development
Population	
Increase Salford's population and attract more families	<ul style="list-style-type: none"> • Need to provide conditions that will attract people, including families, back to the city such as high quality housing, schools, jobs and environments • Need to ensure that the pressures resulting from more people living in the city are minimised
Housing	
Plan for new housing informed by a local housing need assessment, conducted using	<ul style="list-style-type: none"> • Need to ensure the Local Plan clearly identifies housing need and identifies key

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
the standard national methodology	sites critical to the delivery of the housing strategy
Provide an appropriate mix of housing in terms of type, tenure and affordability to meet identified needs and secure mixed and integrated communities	<ul style="list-style-type: none"> • Need to identify what “mix” of dwellings is needed in the city and the policies required to deliver it • Need to take into account issues of function, form and character of neighbourhoods, and so different areas may need different mixes
Improve the condition of the existing housing stock	<ul style="list-style-type: none"> • Need to ensure the Local Plan focuses on existing as well as new development • Need to support the decent homes programme • Need to balance additional material assets required by replacement dwellings with potential for securing more energy and water efficient homes with lower flood risk
Economic health	
Positively and proactively encourage strong, stable and sustainable economy and provide for choice, flexibility and competition	<ul style="list-style-type: none"> • Need to provide the sites, infrastructure and conditions to promote business enterprise and attract investment • Need to ensure that short-term imperatives do not undermine long-term growth prospects of the city and sub-region
Maximise the economic growth opportunities of Greater Manchester to help reduce regional disparities	<ul style="list-style-type: none"> • Need to ensure that the economic growth of the sub-region as well as the city is supported • Need to ensure this is balanced against environmental and social objectives to ensure economic growth can be sustained in the long-term
Support the economic growth sectors, the expansion of key clusters and increases in productivity	<ul style="list-style-type: none"> • Need to ensure that employment land and premises meet modern needs, which may require some restructuring of land uses • Need to ensure that targeting growth sectors does not unbalance the economy, and diversity needs to be retained to promote a more stable economy
Promote business start-ups, entrepreneurialism and innovation	<ul style="list-style-type: none"> • Need to ensure that appropriate and affordable premises are available • Supporting innovation and competition may require minimising the micromanagement of the economy

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
Deliver sites for strategic business investment	<ul style="list-style-type: none"> • Support the increased use of the Manchester Ship Canal and rail freight network to deliver sustainable freight distribution. Consider the potential for further strategic sites • Need to ensure that any such sites are sustainably located whilst remaining competitive and meeting business needs
Prosperity	
Reduce worklessness and increase prosperity	<ul style="list-style-type: none"> • Need to promote access to employment as well as the generation of employment opportunities • Need to focus on the quality as well as the quantity of employment opportunities • Need to ensure that the benefits of economic growth are shared by all
Retail and town centres	
Positively promote competitive town centre environment and set out policies for the management and growth of centres over the plan period	<ul style="list-style-type: none"> • Need to ensure that the role of each centre is clear and provide a clear policy framework for their future management and growth • May be a need for new centres to ensure appropriate levels of accessibility and to accommodate development needs, particularly as the population of some areas increases significantly
Develop a hierarchy of complementary centres that meet the needs of their catchments	<ul style="list-style-type: none"> • Need to clarify the role of Salford's centres within a constantly evolving sub-region, ensuring that all residents have good access to a range of facilities • Need to ensure that the hierarchy reduces the need to travel
Focus new retail, leisure, office, culture and tourism development within existing centres, promoting their vitality and viability	<ul style="list-style-type: none"> • Need to ensure that sufficient sites are available and that the role of each centre is clear • May be a need for new centres so as to ensure appropriate levels of accessibility and to accommodate development needs
Education	
Provide accessible and inclusive education opportunities in high quality learning environments	<ul style="list-style-type: none"> • Need to support the ongoing renewal of Salford's primary and secondary schools • Need to ensure that the sustainability benefits of new schools are maximised, in terms of location, construction, etc • Need to ensure that an increase in school pupils from household increases can be

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
	accommodated within the city's education network
Increase the skill levels of all sections of the community, so as to support economic growth and social inclusion	<ul style="list-style-type: none"> • Need to support the development of the University of Salford, Salford City College, and Salford Royal Hospital and promote access to them
Tourism	
Improve the quality and quantity of the tourism offer	<ul style="list-style-type: none"> • Need to support tourism development and identify the main opportunities for it • Need to balance against other objectives given that tourism may be based on sensitive assets such as heritage and the countryside
Accessibility	
Reduce the need to travel, especially by car	<ul style="list-style-type: none"> • Focus new development in accessible locations, and promote linked trips Need to take into account the sustainability implications if new development were located outside Salford, in potentially less accessible locations
Improve access by sustainable modes such as walking, cycling and public transport	<ul style="list-style-type: none"> • Need to ensure that new development is integrated with sustainable transport systems rather than viewed in isolation • Need to promote integrated transport networks rather than individual routes • Need to encourage a modal shift to more sustainable forms of travel • Need to promote the more sustainable movement of freight, by rail and water
Ensure that transport infrastructure investment supports new development and economic growth	<ul style="list-style-type: none"> • Need to plan for major transport infrastructure investment, co-ordinating it with new development • May be potential conflicts with other sustainability objectives if new infrastructure has a significant land take, and need to ensure it does not simply promote additional travel without wider benefits
Climatic Factors	
Reduce greenhouse gas emissions	<ul style="list-style-type: none"> • Need to secure a pattern and form of development that minimise emissions from transport, business and housing • Need to find innovative ways of achieving this whilst retaining competitiveness and

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
	recognising modern aspirations in terms of material possessions, mobility, etc <ul style="list-style-type: none"> • Need to identify, protect and enhance potential carbon sinks • Need to improve construction supply chains
Adapt to the likely impacts of climate change	<ul style="list-style-type: none"> • Need to clarify what the impacts are, given the science available, and determine the extent to which a precautionary approach is required • Need to integrate throughout all aspects of the Local Plan, for example in terms of the impacts on wildlife, flood risk, environmental quality, agriculture, etc • Need to exploit changing employment patterns, e.g. tourism opportunities
Countryside and landscape	
Strengthen the links between town and country, and promote a range of uses in the countryside and urban fringe	<ul style="list-style-type: none"> • Need to find an appropriate balance between the various functions of the urban fringe in terms of landscape value, agriculture, biodiversity and recreation • May need to prioritise different objectives in different parts of the urban fringe
Protect and enhance the quality and character of the countryside, preserving the things that make it special	<ul style="list-style-type: none"> • Need to identify what makes Salford's countryside special, and plan for its protection • Different elements of its character may potentially be in conflict, and therefore some prioritisation may be necessary
Recreation and open space	
Ensure that all households are within an appropriate distance of a full range of green spaces	<ul style="list-style-type: none"> • Need to identify appropriate and realistic standards, which may require prioritisation where land resources are scarce • Need to ensure that the wider benefits of green spaces are maximised in terms of health, biodiversity, environmental quality, flood storage, etc
Recognise and reconcile the various functions of 'green infrastructure'	<ul style="list-style-type: none"> • Need to maximise and balance the various functions of the city's open spaces rather than viewing individual issues such as biodiversity, landscape, etc, in isolation • Need to maximise links between different elements of green infrastructure, to support objectives relating to biodiversity and access to recreation facilities

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
Waste management	
Secure more sustainable waste management (in order of priority, reduction, reuse, recycling and composting, energy from waste, and final disposal as a last resort)	<ul style="list-style-type: none"> • Need to ensure that more sustainable waste management facilities are positively planned for • Need to integrate waste management and resource efficiency considerations into all aspects of the Local Plan, whilst recognising that there is a separate Greater Manchester Joint Waste Development Plan Document
Communities should take more responsibility for managing their own waste	<ul style="list-style-type: none"> • May need to accept more waste developments within the city in order to minimise the movement of waste
Water and flood risk	
Policy-making needs to recognise the impacts on water use and quality	<ul style="list-style-type: none"> • Need to ensure that water pollution is minimised, both direct (discharges) and indirect (run-off) • Need to plan for more water-efficient developments • May need to plan for improved water treatment works and supply infrastructure, particularly if large-scale development is planned
Reduce the risk of flooding and the severity of flood events on people, businesses, property and infrastructure	<ul style="list-style-type: none"> • Need to locate new development and infrastructure outside the areas at risk of flooding wherever practicable, although this may need to be balanced against regeneration objectives • Need to ensure new development is designed to minimise the risk and impacts of flooding, both on itself and others • Need to explore the potential for improving flood defences and promoting sustainable drainage systems • Need to take a coordinated approach at the river basin level
Air quality	
Need to address the reasons for the designation of an air quality management area	<ul style="list-style-type: none"> • Need to take a coordinated approach to improving air quality, including reducing the need to travel, promoting more sustainable forms of transport, and targeting cleaner economic sectors
Need to minimise the impacts of poor air quality	<ul style="list-style-type: none"> • Need to carefully consider the location and design of new developments, particularly sensitive uses such as housing, hospitals, schools, etc

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
	<ul style="list-style-type: none"> • This may create challenges in terms of other sustainability objectives given that such locations are often the most accessible
Biodiversity	
Promote the conservation, protection and enhancement of biological diversity	<ul style="list-style-type: none"> • Need to identify and protect key habitats within the city, such as the degraded lowland raised bog within Chat Moss • Need to maximise the biodiversity benefits of open spaces and new developments • Multifunctional nature of many open spaces means that biodiversity considerations may need to be balanced against other objectives
Material Resources	
Encourage the use of more environment-friendly energy systems	<ul style="list-style-type: none"> • Need to identify and promote opportunities for renewable and low-carbon energy production • Need to promote reductions in energy use, for example through more efficient buildings and reducing the need to travel
Ensure energy security and reduce fuel poverty	<ul style="list-style-type: none"> • Need to promote more energy-efficient buildings to reduce energy expenditure • Need to promote more localised energy generation to minimise potential disruption to supplies • Need to deliver energy infrastructure to support new development
Secure an adequate and steady supply of minerals	<ul style="list-style-type: none"> • Need to safeguard mineral resources from being sterilised by new development • Need to identify where and the circumstances in which mineral development may be acceptable, and how this can take place in the most sustainable manner • May need to assess the relative impacts of mineral extraction in Salford compared to alternative sources, whilst recognising that there is a separate Greater Manchester Joint Minerals Development Plan Document
Prioritise a reduction of use and promotion of secondary resources over primary extraction	<ul style="list-style-type: none"> • Need to promote the reuse and recycling of materials, including through waste transfer stations • Need to promote waste minimisation
Soil and land	

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
Restore and remediate derelict, unstable and contaminated sites	<ul style="list-style-type: none"> • Need to promote the reuse of previously developed land, whilst recognising that national planning policy no longer prioritises its reuse over greenfield development • Need to ensure the risks to human health are minimised
Protect the best and most versatile agricultural land	<ul style="list-style-type: none"> • Direct development towards land with poorer agricultural quality • The multifunctional nature of the urban fringe means that agricultural land quality will need to be balanced with other objectives such as nature conservation and recreation
Heritage	
Preserve and enhance the historic environment	<ul style="list-style-type: none"> • Need to identify the key heritage assets that need to be protected, and how this can be achieved whilst promoting new development • Need to explore the potential of the city's heritage for supporting the economy (e.g. through tourism) and enhancing local pride
Crime	
Aim to reduce crime and the fear of crime	<ul style="list-style-type: none"> • Need to reduce opportunities for crime through the design and location of new development • Need to ensure that this does not compromise environmental quality (e.g. through hostile barriers) or accessibility (e.g. by reducing the ease with which people can move through the city by foot and cycle)
Health	
Reduce health inequalities, and deliver safe, healthy and attractive places to live	<ul style="list-style-type: none"> • Need to promote access to high quality health facilities, both in terms of primary and secondary care • Need to promote healthy lifestyles, in terms of access to recreation facilities, safe environments, access to fresh food, reductions in pollution, and encouraging walking and cycling
Minimise the risk and implications of major incidents involving hazardous substances	<ul style="list-style-type: none"> • Need to ensure that installations producing or storing such substances are appropriately located • Need to minimise development adjacent to such installations, although this may need to be balanced against other objectives such

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
	as the efficient use of land and the location of development on accessible sites
Design and construction	
New development should demonstrate good design quality and respect for its setting	<ul style="list-style-type: none"> • Ensure that the character of Salford and its neighbourhoods is protected and enhanced through the design of new development • Need to identify the key elements of that character (including views and landmarks) • Ensure that tall buildings are located appropriately and are of a high design quality
Promote mixed-use developments that minimise the need to travel and enhance local character	<ul style="list-style-type: none"> • Need to identify appropriate locations for mixed-use development • Need to recognise that a mix of uses can potentially conflict with other objectives such as minimising noise pollution and protecting amenity
Need to promote more sustainable design and construction, helping to support inclusive environments and reduce climate change emissions	<ul style="list-style-type: none"> • Need to identify how more adaptable and accessible buildings and spaces will be secured • Need to identify how development can minimise resource use in both construction and occupation
Infrastructure	
Need to take into account the capacity of existing infrastructure when planning for new development	<ul style="list-style-type: none"> • Need to identify existing and potential infrastructure constraints, and how they can be addressed in coordination with new development • Need to consider the potential for designing and locating new development in a way that minimises the need for new infrastructure, whilst balancing this against other objectives
Noise	
Minimise the severity and impact of noise pollution	<ul style="list-style-type: none"> • Need to identify opportunities for noise reduction • Need to identify noisy areas where sensitive uses should be avoided, although this may create challenges in terms of other sustainability objectives given that such locations are often the most accessible
Tranquil zones should be identified and protected	<ul style="list-style-type: none"> • Need to identify whether there are any existing tranquil areas within the city, or the potential for them to be created

Key conclusions from review of plans, policies and programmes	Implications for the Local Plan and sustainability appraisal
	<ul style="list-style-type: none">• Need to balance against promoting public access to and the recreation use of the city's countryside and urban fringe, which has health and quality of life benefits in particular

3. Baseline Information

Introduction

- 3.1 Baseline information provides the basis for predicting and monitoring the effects of the Local Plan and helps to identify sustainability problems and alternative ways of dealing with them. This section sets out the main statistics that are relevant to the sustainability appraisal and the development of the Local Plan more generally. More detailed information is contained in appendix 3 of this report.
- 3.2 A large amount of evidence will need to be collected in support of the Local Plan and this will evolve through the production process, ensuring that it is as up-to-date as possible. Therefore, the baseline information identified in this report may change over time, and future sustainability appraisal reports will reflect this.

Summary of key baseline information

- 3.3 The following key facts can be identified from the baseline review:

Population

- The city saw a very significant decline in population over the last century (by 36% from its peak in 1921), but since 2002 there has been a continuous and accelerating growth in the population which is projected to continue
- The city has a relatively high number of single person households and single parent households
- The city has a relatively high proportion of 20-29 year olds, and below average numbers aged 45 and over

Health

- Life expectancy remains below the national average
- There is a particular concentration of high mortality rates within Central Salford

Crime

- There have been significant falls in crime rates in the city which have fallen below those seen across the sub-region as a whole
- The highest crime levels are found in the most deprived areas

Accessibility

- More people in Salford access work via the most sustainable forms of transport such as walking, cycling and public transport than the Greater Manchester and North West averages, but slightly behind rates at the national level
- This may reflect both lower incomes and the high accessibility of the city

- The city has good radial public transport services, but weaker orbital connections

Housing

- Compared to the national average, the city has a very high proportion of social-rented housing, with particular concentrations in Broughton, Langworthy, and Little Hulton, and a low proportion of owner-occupied dwellings
- The city has a very low proportion of detached dwellings, and above average numbers of semi-detached and flatted accommodation
- Net residential completions in the city are increasing and there are a large number of dwellings with planning permission, but these are heavily skewed towards apartments.
- Following a period of decline, the average ratio of house prices to incomes has increased over the last two years.
- The number of people on the housing register waiting for social-rented accommodation has increased significantly since 2000
- Vacancy rates in the city have been falling and are now within an 'acceptable' range.

Education

- Levels of GCSE attainment in the city are behind those at the regional and national levels. There are however significant disparities within the city.
- There have been significant improvements in the levels of qualifications held by the city's residents however fewer people in Salford have higher qualifications than the national average.
- There is a more pronounced focus on alternative forms of education including apprenticeships and work based learning in the city than at higher levels.

Economic health

- Whilst unemployment rates have fallen over recent years, they remain above the sub-regional and national averages
- Total productivity and productivity per capita within Greater Manchester South West (which comprises Salford and Trafford) have increased faster than the sub-regional and regional averages over the period 1999-2016. The per capita average is above the national average

Structure of the Economy

- Salford's economy is heavily reliant service sectors including distribution/hotels/catering, banking/finance and public administration/ education and health/
- There has been a continuing decline in manufacturing as an employer in the city, with the proportion of jobs in this sector significantly below the national average

Prosperity

- Over the period 2009-2016, the growth in active enterprises was significantly above the regional and national averages
- Between 2006 and 2017 the increase in mean annual pay received by local residents has been behind rates seen at the sub-regional, regional and national averages
- The rate of increase in the mean annual pay received by people working in Salford has significantly exceeded sub-regional, regional and national averages
- Mean pay received by those working in Salford significantly exceeds those earned by its residents. The proportionate gap is significantly greater than that seen at higher levels.

Biodiversity

- The city's priority habitats are dominated by readily restorable lowland raised bog

Soil and land

- More than 91.5% of new residential development was located on previously-developed land over the period 2003-2018
- The city contains around 83% of the total grade 1 agricultural land in Greater Manchester

Water and flood risk

- Monitored watercourses in Salford are assessed as moderate in quality with the exception of the River Glaze and its tributaries
- Approximately 17,500 dwellings are subject to a medium or high risk of fluvial flooding, the majority of these are within the River Irwell floodplain

Air quality

- The air quality management area is focused around main highways

Climatic factors

- The city's "carbon footprint" per capita is slightly below the regional and national average, and has been decreasing since 2005.

Waste

- Recycling rates for household waste are below the sub-regional average

Minerals

- Restoration of lowland raised bog and associated habitats is now progressing at the three main former peat extraction sites in the Chat Moss area. Peat extraction ceased entirely in Salford in 2017.

- There are sand and gravel reserves under Chat Moss however their exploitation would have serious environmental consequences

Cultural heritage

- Salford has a diverse heritage, particularly related to its industrial past, with 235 separate listed building entries on the national heritage list
- In 2018, there were 11 listed buildings and 4 conservation areas identified as being 'at risk'

Light and noise

- There has been a generally increasing trend in the number of complaints received over recent years

4. Sustainability Issues and Problems

Introduction

- 4.1 The assessment of other plans, policies and programmes, together with an analysis of the relevant baseline information, has enabled the identification of the main sustainability issues and problems that need to be taken into account in developing the Local Plan. These issues and problems are identified below and cover a variety of scales, with some not just affecting Salford but also the region, the country, and the world as a whole.

Population

- The major loss of population, particularly its inner city communities, has reduced the ability to sustain a full range of high quality facilities and services in some areas.
- There are concerns that the city, and particularly its inner areas, is not sufficiently attractive to families. However the large proportion of single person households may partly reflect the attractiveness of the city centre to younger, single people

Health

- The population of Salford generally suffers from poor health, and there are very significant health inequalities within the city

Crime

- Crime rates in the city are reducing, however there remain high levels of incidences in particular parts of the city and the issue continues to negatively affect perceptions of the city. This will need to be tackled if the city is to become more attractive to potential residents, especially families, and investment is to be maximised, particularly within the most deprived neighbourhoods where crime is at its highest

Accessibility

- Salford is a very accessible city, particularly within and around the city centre, and is therefore well-placed to contribute to the sustainable location of new development
- Public transport along radial routes into the city centre is generally very good, although congested at peak times
- Orbital routes are much less well-developed, and consequently accessibility to key employment and leisure opportunities such as within and around Trafford Park could be improved significantly
- The role of the city's existing town and neighbourhood centres needs to be protected and enhanced in order to ensure that residents can easily meet their daily needs

Housing

- There is a relative lack of diversity in residential accommodation in some parts of the city, particularly within several Central Salford neighbourhoods
- Following a period of low completion rates of apartment development and investment purchases, largely a result of the credit crunch, there is now a significant number of new apartment schemes coming forward
- Vacancy rates in Salford have been consistently higher than average but there have been significant recent reductions. Vacancy rates in Salford West are much lower than Central Salford
- Although Salford has a relatively high proportions of social rented properties, there are a significant number of households who require affordable housing
- Whilst house price to income ratios on Salford are high, they are relatively affordable compared to Greater Manchester, the North West and England

Education

- Educational attainment is improving amongst Salford pupils, but the overall skill levels amongst the population are still relatively low. This has a negative impact on social inclusion and contributes to deprivation, as it reduces the ability of residents to access many of the employment opportunities within the sub-region
- Forecast declines in manufacturing jobs, with an increasing dominance of business services sectors, is likely to heighten the importance of improving skill levels within the city. If skill levels are not improved then the already significant problems of worklessness and deprivation may increase further

Economic health

- A proactive approach should be taken to encouraging economic growth
- Unemployment is a problem for the city, significantly exceeding the national average. There is also a relatively large proportion of people claiming out of work benefits.
- The city has done well in capturing new employment from the growth sectors, but there are question marks over how easy it is for local residents to benefit from these additional job opportunities
- The city's economy is increasingly dominated by a small number of sectors, and although it will be important to target the growth sectors it will also be vital to ensure economic diversity to make the economy more robust to changing circumstances and provide more diverse employment opportunities to meet the varied needs and skills of residents

Prosperity

- The high growth in businesses is encouraging, but this will need to be maintained if the economic growth objectives of other plans and strategies are to be achieved
- It needs to be ensured that new employment opportunities provide a decent wage, and support is required to enable people to move from benefits to employment, in order to help close the gap between local and national disposable incomes.

Biodiversity

- The city has a large area of readily restorable degraded lowland raised bog, which is a UK/EU priority habitat, offering the potential to make a major contribution to national biodiversity objectives
- The large scale of development proposed for the city may put pressures on biodiversity resources, and therefore careful consideration must be given to their ongoing protection and enhancement. The level of change also offers opportunities to integrate biodiversity considerations more effectively into neighbourhoods where there are limited resources at present

Soil and Land

- The city has a large supply of high grade agricultural land which could become increasingly important as global climate change and population increases place pressure on food resources and security of supply. This will need to be balanced against other priorities for such land including biodiversity and recreational access
- More than 92% of new dwellings are being provided on previously-developed land, and there remains a significant supply of vacant/underused land in the city to continue this performance in the future, but pressures for more family houses and new employment sites that better meet modern business requirements may increase demands for greenfield land release

Water and Flood Risk

- Significant parts of the city are at risk of flooding, but those areas also include neighbourhoods in need of regeneration and thousands of households living in accommodation with inadequate flood protection, so it will be important to identify policy interventions that minimise risk whilst supporting community regeneration and recognising the increased potential for major flood events associated with climate change
- The scale of new development proposed, coupled with projected increases in rainfall associated with climate change, could place additional pressure on sewers that are already near or at capacity and increase runoff into watercourses

Air Quality

- The air quality management area is focused on the city's main highways. The levels of development proposed and potential increases in local traffic will need to be managed to avoid any greater impacts on health and quality of life

Climatic Factors

- The large scale of development proposed in the city offers the potential to significantly reduce the average per capita carbon footprint through the careful location and design of development, but reducing emissions from existing development will also be important though challenging
- Successful adaptation to climate change will be fundamental to achieving other objectives, for example relating to quality of life (e.g. increased urban heat island effect), flood risk and biodiversity
- The city's green belt contains significant areas of peat which have a significant role in storing carbon.

Material Resources

- The city has a low recycling rate for household waste, and Greater Manchester generally exports a significant proportion of its waste
- The large scale of development proposed will place major demands on material resources

Landscape and Open Space

- More than a third of the city is Green Belt, and there are other significant open spaces, all of which have competing functional demands for example in terms of recreation, agriculture, biodiversity, flood water storage and landscape value
- The large scale of redevelopment proposed in some parts of the city may offer opportunities to enhance the provision of open spaces and other green infrastructure in areas that currently have only limited such resources

Cultural Heritage

- The city has a rich cultural heritage, which is an important source of local pride and identity, and contributes towards the city's tourism potential. It is therefore important that an appropriate level of protection and enhancement is provided for the city's heritage assets.
- There are potentially conflicts between continuing the strong protection of the city's heritage and enabling the large scale of development and regeneration proposed for the city

Light and Noise

- Increasing complaints over recent years indicate the need to carefully locate and design new development, and may increase the importance of retaining some areas of relative tranquillity

5. Sustainability Appraisal Framework

Introduction

- 5.1 The sustainability appraisal framework provides the tools for describing, analysing and comparing the sustainability effects of the Local Plan and the reasonable alternatives options. The framework consists of three main elements:
- a) A series of sustainability objectives, which the Local Plan should seek to further as far as practicable
 - b) A number of questions related to each objective, which will assist in determining the impact of the Local Plan, and reasonable alternatives, on those objectives
 - c) A range of indicators, which will enable sustainability effects to be monitored, covering the full spectrum of objectives
- 5.2 The sustainability appraisal framework has been developed by analysing the full range of sustainability issues that the Local Plan could potentially have an impact on, informed by the above sections of this report.
- 5.3 The objectives have been designed to be fully comprehensive, whilst minimising any overlap between individual objectives that could potentially cause confusion and skew the results of any appraisal. All of the objectives are considered to be “primary” objectives, which are desirable in and of themselves in securing more sustainable outcomes, and purely “secondary” objectives that only help to achieve primary objectives have been excluded. For example, it will be important to maximise the use of more sustainable means of transport such as walking, cycling and public transport. However, it is not a primary objective but rather a secondary objective that helps to achieve a range of primary objectives such as minimising contributions to climate change, improving air quality, improving physical and mental health, and protecting and enhancing amenity. Similarly, although reducing greenhouse gas emissions has its own objective, there is not a separate objective on adaptation to climate change as it is covered by other objectives, for example relating to biodiversity, flood risk, health etc. Each objective is inevitably broad in its scope given the wide-ranging nature of the Local Plan and its potential sustainability implications.
- 5.4 The indicators have been chosen to strike a balance between providing a comprehensive assessment of sustainability effects and being manageable in terms of their number and data requirements. The emphasis is on direct, primary outcomes rather than inputs, outputs or indirect outcomes that affect the primary outcomes, although proxy indicators may sometimes be required. They are intended to be

“headline” indicators, and as a result there are not indicators relating to all of the questions listed (with many of the questions relating to indirect outcomes or outputs). It is therefore inevitable that other information will need to be collected in order to supplement the sustainability indicators and inform future policy development. The interconnectedness of the sustainability objectives means that some of the indicators potentially relate to several different objectives, but they have been grouped under individual indicators for ease of use.

The framework

- 5.5 Table 4 below sets out the sustainability appraisal framework that is being used to assess the sustainability of the Local Plan and reasonable alternatives. The objectives, questions and indicators have been grouped under broad topic headings to assist in identifying the primary issues that they will address. The first ten headings reflect the requirements of point (f) of Annex I of the SEA Directive.
- 5.6 Appendix 4 provides more details on the definition of and data sources for the indicators.

Table 4: Sustainability appraisal framework

Topic	Objective	Questions	Indicators
Health	1) To improve physical and mental health	<ul style="list-style-type: none"> • Will it reduce death rates? • Will it reduce health inequalities? • Will it promote healthy lifestyles? • Will it minimise the potential negative health impacts of a changing climate? • Will it improve access to healthcare facilities? • Will it reduce isolation for vulnerable people? • Will it reduce exposure to pollutants? • Will it reduce accidents and the risk of accidents? • Will it improve access to healthy, affordable food? • Will it reduce fuel poverty and other negative health impacts of housing? • Will it promote good mental health? 	<ul style="list-style-type: none"> i) Direct standardised mortality rate (all causes) ii) Life expectancy
Biodiversity, flora and fauna	2) To protect, enhance and restore biodiversity resources	<ul style="list-style-type: none"> • Will it protect and enhance existing flora, fauna and priority habitats? • Will it provide opportunities for new habitat creation? • Will it minimise fragmentation of habitats and increase links? 	<ul style="list-style-type: none"> iii) Area of UK priority habitats by type iv) Area of locally designated sites

Topic	Objective	Questions	Indicators
		<ul style="list-style-type: none"> • Will it take into account the potential impacts of climate change on biodiversity? 	
Geodiversity	3) To protect, enhance and restore geological resources	<ul style="list-style-type: none"> • Will it protect notable geological and geomorphological features? • Will it enhance appreciation of such features? • Will it support the management of such features? 	v) Area of designated geological sites
Soil and land	4) To protect and improve soil and land resources	<ul style="list-style-type: none"> • Will it protect the agricultural quality of soil resources? • Will it reduce land instability? • Will it reduce land contamination? • Will it reduce the amount of derelict and/or degraded land? • Will it minimise the net loss of greenfield land? 	No indicator identified
Water	5) To protect and enhance water resources	<ul style="list-style-type: none"> • Will it protect and enhance the quality of waterways and groundwater? • Will it ensure an adequate supply of water to homes and businesses? • Will it reduce per capita water consumption? 	vi) Proportion of waterways classified as “Moderate” or better under the terms of the Water Framework Directive
	6) To minimise the risk and impacts of flooding	<ul style="list-style-type: none"> • Will it reduce the number of people and properties at risk of flooding? • Will it reduce the severity of impacts of any flooding? 	vii) Number of dwellings at risk of flooding more often than once every 100 years

Topic	Objective	Questions	Indicators
		<ul style="list-style-type: none"> • Will it increase the use of sustainable drainage systems? 	
Air	7) To improve air quality	<ul style="list-style-type: none"> • Will it reduce the emission of airborne pollutants? • Will it maximise the removal of air pollutants (e.g. by trees)? 	viii) Area of the city that complies with national air quality standards
Climatic factors	8) To minimise contributions to climate change	<ul style="list-style-type: none"> • Will it reduce emissions of greenhouse gases, particularly carbon dioxide and methane? • Will it increase energy efficiency? • Will it increase the use of renewable energy? • Will it reduce traffic levels and encourage walking, cycling and public transport use? 	ix) Carbon dioxide emissions by per capita
Material assets	9) To minimise the use of non-renewable resources	<ul style="list-style-type: none"> • Will it reduce waste generation? • Will it maximise the use of waste as a resource, and minimise the amount of residual waste going to landfill? • Will it minimise the use of primary minerals? • Will it increase the use of building materials from sustainable sources? • Will it maximise the reuse of existing buildings? • Will it minimise the use of fossil fuels? 	xi Total amount of waste per capita per year xi) Annual recycling and composting rate

Topic	Objective	Questions	Indicators
Cultural heritage	10) To protect, enhance, and enable the appreciation of, the city's heritage	<ul style="list-style-type: none"> • Will it minimise the loss of, and damage to, places, landscapes and structures of historic, cultural and/or archaeological value? • Will it protect the setting and views of such assets? • Will it help to secure a positive and sensitive use for such assets? • Will it improve access to the city's heritage? • Will it help to increase recognition of the value of the city's heritage? 	xii) Net change in the number of nationally designated heritage assets
Landscape and townscape	11) To maintain and enhance the quality and character of landscape and townscape	<ul style="list-style-type: none"> • Will it improve the quality of urban, architectural and landscape design? • Will it protect landscape features and open spaces? • Will it secure good maintenance of landscape and townscape? • Will it improve public access to quality landscapes and townscapes? • Will it protect and enhance local character and distinctiveness? 	No indicator identified
Amenity	12) To protect and enhance amenity	<ul style="list-style-type: none"> • Will it improve neighbourhood quality? • Will it minimise light and noise pollution? 	xiv) Number of noise complaints xv) Number of light pollution complaints

Topic	Objective	Questions	Indicators
		<ul style="list-style-type: none"> • Will it ensure that occupiers of buildings and spaces have sufficient natural light and appropriate levels of privacy? • Will it ensure that public spaces are sufficiently well lit? • Will it maintain tranquil areas? • Will it mitigate the negative impacts of climate change on microclimates? 	
Crime	13) To reduce crime and the fear of crime	<ul style="list-style-type: none"> • Will it reduce actual levels of crime? • Will it reduce the fear of crime? • Will it reduce antisocial behaviour and disorder? 	xvi) Incidences of crime per 1,000 population
Economic health	14) To maximise economic growth that can be sustained in the long-term	<ul style="list-style-type: none"> • Will it support a diverse and robust economy? • Will it support key growth sectors that drive economic growth? • Will it enhance productivity levels? • Will it encourage inward investment? • Will it support existing businesses? • Will it support innovation and business development? • Will it increase the quantity and quality of employment opportunities? • Will it promote security of energy supply and other resources? 	xvii) Number of jobs xviii) Number of active enterprises

Topic	Objective	Questions	Indicators
Prosperity	15) To enhance economic inclusion	<ul style="list-style-type: none"> • Will it meet the employment needs of local people? • Will it increase economic activity levels? • Will it improve physical accessibility to jobs? • Will it support higher income levels for local residents? • Will it improve economic performance in disadvantaged areas? 	xix) Unemployment rate xx) Mean pay levels
Education	16) To improve the city's knowledge base	<ul style="list-style-type: none"> • Will it increase the skills of local people? • Will it improve the qualifications of local people? • Will it increase the levels of participation in education? • Will it help to develop and maintain a healthy labour market? 	xxi) Proportion of pupils remaining in full-time education beyond the age of 16 xxii) Proportion of pupils achieving GCSE 9-4 English and Maths (standard pass)
Housing	17) To ensure that everyone has access to a good home that meets their needs	<ul style="list-style-type: none"> • Will it provide an appropriate mix of housing to enable all needs to be met? • Will it enable people to meet their needs within their existing communities? • Will it reduce homelessness? • Will it reduce the number of unfit dwellings? 	xxiii) Number of households in identified housing need xxiv) Number of non-decent homes

Topic	Objective	Questions	Indicators
		<ul style="list-style-type: none"> • Will it reduce the number of vacant dwellings? • Will it increase the stability of the housing market? • Will it ensure that people can afford their housing? • Will it reduce overcrowding? 	
Accessibility	18) To improve the accessibility of facilities and opportunities	<ul style="list-style-type: none"> • Will it improve transport systems and services that provide access to facilities and opportunities for employment, shopping and leisure? • Will it reduce the distance people need to travel to access jobs, facilities and services? • Will it improve the range and quality of facilities within the city? • Will it secure accessible quality green space close to homes? • Will it protect existing town and neighbourhood centres where such facilities are focused? • Will it encourage linked trips? • Will it improve access to high quality information and communication technology? • Does it remove/reduce blockages to access? 	xxv) Proportion of population within walking distance of public transport stops/stations, a GP, primary and secondary school, major areas of employment, designated centres, and a range of outdoor recreation facilities

Topic	Objective	Questions	Indicators
Community cohesion	19) To improve community cohesion	<ul style="list-style-type: none"> • Will it create a sense of belonging and identity? • Will it improve relations between different groups? • Will it reduce prejudice? • Will it support community development? • Will it promote equality? 	No indicator identified
Decision-making	20) To increase involvement in decision-making	<ul style="list-style-type: none"> • Will it enable people to influence decision-making? • Will it keep people informed? • Will it involve people in the implementation of decisions? • Will it engage hard to reach groups? 	No indicator identified
Image	21) To improve perceptions of the city	<ul style="list-style-type: none"> • Will it support an increase in visitor numbers? • Will it provide a more positive image for the city? • Will it secure positive publicity? 	xxvi) Number of tourism visits to key attractions within the city

Internal compatibility of the sustainability objectives

- 5.7 The sustainability objectives have been assessed for their internal compatibility. This will help to identify where there are potential synergies that could be maximised through the Local Plan, as well as where there are potential conflicts that the Local Plan will need to manage and mitigate.
- 5.8 Sustainability considerations are not made in isolation but are mutually dependent. None of the sustainability objectives identified are considered to be inherently incompatible. However, there are some objectives that could potentially be incompatible depending on the proposals that come forward through the Local Plan, and these are identified below:
- Maximising economic growth (objective 14) can have a positive impact on many of the other sustainability objectives identified, including securing higher social and environmental standards. However, it could potentially have a negative impact, as economic development has historically led to compromises in environmental conditions in particular, but also many social objectives such as good health. However, the links between economic growth and environmental/social degradation are not automatic, and the challenge for the Local Plan will be to ensure that the form of economic growth minimises the negative impacts and maximises the positive effects such as increasing prosperity and investment in infrastructure that has wider social benefits.
 - Achieving the objective of ensuring that everyone has access to a good home that meets their needs (objective 17) could potentially require the demolition of existing buildings, some of which may be considered to make a positive contribution to the heritage and townscape character of the city (objectives 10 and 11). In these circumstances, it will be particularly important to ensure that any replacement buildings have at least the same positive impact on the quality and distinctiveness of the local area.
- Increases in population as a result of providing new housing could also potentially have a negative impact at the local level on many of the other objectives unless the per capita impacts of human activity are reduced. However, this needs to be balanced against the implications at a regional, national and international level were that population to be located outside Salford. For example, locating people within Salford rather than elsewhere could potentially help to minimise negative impacts, for example by enabling more people to live closer to the main concentrations of employment in the region.

- Increasing involvement in decision-making (objective 20) has the potential to compromise the achievement of many of the objectives given that most people have a limited amount of time available to engage in the development of the Local Plan, and therefore may not be able to take all of the various sustainability considerations into account when seeking to influence the document. This emphasises the importance of ensuring that appropriate information is available for the public, and is written in plain English.

5.9 Many of the sustainability objectives are mutually reinforcing. However, there are some synergies that are particularly important.

- Although the Local Plan can only have a minor impact in the global context, reducing contributions to climate change (objective 8) will be essential in supporting many of the other objectives. For example, climate change could potentially have a negative impact on health (through higher temperatures and more extreme weather events) (objective 1), biodiversity (with the climate changing faster than ecosystems can adapt) (objective 2), soil quality (with longer dry periods potentially leading to dust bowls) (objective 4), water resources (by requiring greater water usage) (objective 5), risk of flooding (by increasing the severity of rain events and therefore peak river flows) (objective 6), air quality (with higher temperatures increasing incidences of photochemical smog) (objective 7), amenity (with higher temperatures making urban areas less comfortable to live in) (objective 12), and subsequent impacts on economic growth (objective 14).
- Although a primary objective itself, improving physical and mental health can be influenced by many of the other objectives. For example, access to wildlife and quality landscapes and townscapes can promote good mental health (objectives 2 and 11), reducing contamination of land minimises health risks (objective 4), improving air quality helps to reduce respiratory diseases (objective 7), protecting amenity, community cohesion and involvement in decision-making reduces stress levels (objectives 12, 19 and 20), reducing crime helps to protect health (objective 13), enhancing economic inclusion and improving access to facilities enable people to maintain healthier lifestyles (objectives 15 and 18), and reducing the number of people living in poor housing also reduces health impacts (objective 17).
- Securing good educational standards (objective 16) also has important links with other objectives, particularly helping to promote economic growth by ensuring a quality labour supply (objective 14), assisting local residents to share in the benefits of economic growth

(objective 15), and enabling people to become more fully involved in decision-making (objective 20).

Compatibility of Sustainability Objectives for Greater Manchester and Salford

- 5.10 As part of the development of the Greater Manchester Spatial Framework (GMSF), an Integrated Assessment (IA) is being undertaken incorporating the requirements of Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Equality Impact Assessment (EqIA) and Health Impact Assessment (HIA). The Integrated Assessment identifies 18 objectives, set out in the table below, which provide a framework for the assessment of the GMSF in these terms.
- 5.11 The GMSF, alongside Salford's Local Plan, will form part of the city's Development Plan¹⁴ once they are adopted by Salford City Council. It is therefore appropriate to consider the compatibility of the sustainability objectives that frame the assessments of these documents in order to ensure that they are being appraised against similar goals.
- 5.12 Table 5 below lists the 18 objectives (and sub-questions) within the GMSF integrated assessment. The final column explains how the issues identified are addressed within Salford's sustainability appraisal.
- 5.13 It can be seen that the Salford Local Plan Sustainability Appraisal addresses all of the sustainability objectives identified in the Greater Manchester Integrated Appraisal.

¹⁴ Salford's Development Plan currently comprises Saved Unitary Development Plan Policies, the Greater Manchester Joint Waste Development Plan, the Greater Manchester Joint Minerals Plan and the Proposals Map.

Table 5: Comparison of GMSF integrated appraisal sustainability objectives and Salford sustainability objectives

GM Objectives	GM Sub questions	Key Links to Salford Objectives
<p>1 Provide a sustainable supply of housing land including for an appropriate mix of sizes, types, tenures in locations to meet housing need, and to support economic growth</p>	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Ensure an appropriate quantity of housing land to meet the objectively assessed need for market and affordable housing? • Ensure an appropriate mix of types, tenures and sizes of properties in relation to the respective levels of local demand? • Ensure housing land is well-connected with employment land, centres and green space or co-located where appropriate? • Support improvements in the energy efficiency and resilience of the housing stock? 	<p>Primarily addressed by objective 17 of Salford’s Local Plan Sustainability Appraisal, which is to ensure that everyone has access to a good home that meets their needs.</p> <p>Issues of access to facilities and opportunities, including quality green spaces, are addressed by objective 18 (to improve the accessibility of facilities and opportunities).</p> <p>Issues of energy efficiency and resilience of the housing stock are addresses holistically through objectives 1 (To improve physical and mental health), 6 (To minimise the risk and impacts of flooding) and 8 (to minimise contributions to climate change).</p>
<p>2 Provide a sustainable supply of employment land to ensure sustainable economic growth and job creation</p>	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Meet current and future demand for employment land across GM? • Support education and training to provide a suitable labour force for future growth? 	<p>Primarily addressed by objective 14 of Salford’s Local Plan Sustainability Appraisal, to maximise economic growth that can be sustained in the long-term.</p> <p>Objectives 15 (To enhance economic inclusion), 16 (To improve the city’s</p>

	<ul style="list-style-type: none"> • Provide sufficient employment land in locations that are well-connected and well-served by infrastructure? 	<p>knowledge base) and 18 (To improve the accessibility of facilities and opportunities) address access to employment from a transport and skills perspective.</p>
<p>3 Ensure that there is sufficient coverage and capacity of transport and utilities to support growth and development</p>	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Ensure that the transport network can support and enable the anticipated scale and spatial distribution of development? • Improve transport connectivity? • Ensure that utilities / digital infrastructure can support and enable the anticipated scale and spatial distribution of development? 	<p>Primarily addressed by objective 18 of Salford’s Local Plan Sustainability Appraisal, to improve the accessibility of facilities and opportunities. The questions associated with the objectives include transport and digital connections.</p> <p>The provision of utilities is a key issue for both existing homes and businesses and underpinning future growth. Appropriate utilities infrastructure is therefore implicit in objectives 14 (to maximise economic growth that can be sustained in the long-term), 17 (to ensure that everyone has access to a good home that meets their needs), and 18 (To improve the accessibility of facilities and opportunities). Water supply is also addressed by objective 5 (to protect and enhance water resources).</p>
<p>4 Reduce levels of deprivation and disparity</p>	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Reduce the proportion of people living in deprivation? • Support reductions in poverty (including child and fuel poverty), deprivation and 	<p>The aims of GM Objective 4 are addressed by a number of objectives in the Salford appraisal including objective 1 (To improve physical and mental health - which includes questions relating to health inequalities,</p>

	disparity across the domains of the Indices of Multiple Deprivation?	access to affordable food and fuel poverty); 15 (To enhance economic inclusion), 19 (To improve community cohesion) and 20 (To increase involvement in decision-making).
5 Promote equality of opportunity and the elimination of discrimination	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Foster good relations between different people? • Ensure equality of opportunity and equal access to facilities/infrastructure for all? • Ensure no discrimination based on 'protected characteristics', as defined in the Equality Act 2010? • Ensure that the needs of different areas, (namely urban, suburban, urban fringe and rural) are equally addressed? 	Addressed by Salford Local Plan Sustainability Appraisal objectives 15 (To enhance economic inclusion), 19 (To improve community cohesion) and 20 (To increase involvement in decision-making).
6 Support improved health and wellbeing of the population and reduce health inequalities	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Support healthier lifestyles and support improvements in determinants of health? • Reduce health inequalities within GM and with the rest of England? • Promote access to green space? 	Primarily addressed by objective 1 (to improve physical and mental health). Objective 18 (to improve the accessibility of facilities and opportunities) includes the accessibility of green spaces close to homes.
7 Ensure access to and provision of appropriate social infrastructure ¹⁵	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Ensure people are adequately served by key healthcare facilities, regardless of socio-economic status? 	Addressed by objective 18 (To improve the accessibility of facilities and opportunities).

¹⁵ In this instance social infrastructure is being used as a term to refer to schools, local healthcare services, playgrounds, public sports facilities, community buildings and land.

	<ul style="list-style-type: none"> • Ensure sufficient access to educational facilities for all children? • Promote access to and provision of appropriate community social infrastructure including playgrounds and sports facilities? 	
8 Support improved educational attainment and skill levels for all	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Improve education levels of children in the area, regardless of their background? • Improve educational and skill levels of the population of working age? 	Addressed by objective 16 (To improve the city's knowledge base)
9 Promote sustainable modes of transport	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Reduce the need to travel and promote efficient patterns of movement? • Promote a safe and sustainable public transport network that reduces reliance on private motor vehicles? • Support the use of sustainable and active modes of transport? 	Addressed by objectives 8 (To minimise contributions to climate change) which includes reducing traffic levels and encouraging walking, cycling and public transport use, and 18 (To improve the accessibility of facilities and opportunities)
10 Improve air quality	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Improve air quality within Greater Manchester, particularly in the 10 Air Quality Management Areas (AQMAs)? 	Addressed by objective 7 (To improve air quality). Objective 1 (To improve physical and mental health) also includes reducing exposure to pollutants.
11 Conserve and enhance biodiversity, green infrastructure and geo-diversity assets	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Provide opportunities to enhance new and existing wildlife and geological sites? • Avoid damage to or destruction of designated wildlife sites, habitats and 	Addressed by objectives 2 (To protect, enhance and restore biodiversity resources), 3 (To protect, enhance and restore geological resources) and 12 (To protect and enhance amenity)

	<p>species and protected and unique geological features?</p> <ul style="list-style-type: none"> • Support and enhance existing multifunctional green infrastructure and / or contribute towards the creation of new multifunctional green infrastructure? • Ensure access to green infrastructure providing opportunities for recreation, amenity and tranquillity? 	<p>Rather than an objective in its own right, the provision of multi functional green infrastructure would be encouraged by Salford’s Sustainability Appraisal as one way to address a number of objectives including 1 (to improve physical and mental health), 2 (to protect, enhance and restore biodiversity resources), 6 (minimise the risk and impacts of flooding), 7 (to improve air quality), 11 (to maintain and enhance the quality and character of landscape and townscape), and 18 (to improve the accessibility of facilities and opportunities).</p>
<p>12 Ensure communities, developments and infrastructure are resilient to the effects of expected climate change</p>	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Ensure that communities, existing and new developments and infrastructure systems are resilient to the predicted effects of climate change across GM? 	<p>Resilience to a changing climate is addressed by a number of objectives in Salford sustainability Appraisal report including objective 1 (To improve physical and mental health) which includes minimising the potential negative health impacts of a changing climate. Objective 2 (To protect, enhance and restore biodiversity) which includes having regard to the impacts of climate change, Objective 6 (To minimise the risk and impacts of flooding). Objective 12 (To protect and enhance amenity) which includes mitigating the negative impacts of climate change on microclimates. Objective 13 (to maximise economic growth that can be sustained in the long-term) which includes</p>

		promoting security of energy supply and other resources,
13 Reduce the risk of flooding to people and property	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Restrict the development of property in areas of flood risk? • Ensure adequate measures are in place to manage existing flood risk? • Ensure that development does not increase flood risk due to increased run-off rates? • Ensure development is appropriately future proof to accommodate future levels of flood risk including from climate change? 	Addressed by objective 6, to minimise the risk and impacts of flooding.
14 Protect and improve the quality and availability of water resources	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Encourage compliance with the Water Framework Directive? • Promote management practices that will protect water features from pollution? • Avoid consuming greater volumes of water resources than are available to maintain a healthy environment? 	Addressed by objective 5, To protect and enhance water resources.
15 Increase energy efficiency, encourage low-carbon generation and reduce greenhouse gas emissions	<p>Will the GMSF:</p> <ul style="list-style-type: none"> • Encourage reduction in energy use and increased energy efficiency? • Encourage the development of low carbon and renewable energy facilities, including as part of conventional developments? 	The issues considered under GM objective 15 are addressed through objectives 8 (to minimise contributions to climate change) and 9 (to minimise the use of non-renewable resources) of Salford's sustainability appraisal.

	<ul style="list-style-type: none"> Promote a proactive reduction in direct and indirect greenhouse gas emissions emitted across GM? 	
16 Conserve and/or enhance landscape, townscape, heritage assets and their setting and the character of GM	<p>Will the GMSF:</p> <ul style="list-style-type: none"> Improve landscape quality and the character of open spaces and the public realm? Conserve and enhance the historic environment, heritage assets and their setting? Respect, maintain and strengthen local character and distinctiveness? 	The issues considered under GM objective 16 are addressed by Salford’s objectives 10 (to protect, enhance and enable the appreciation of the city’s heritage) and 11 (to maintain and enhance the quality and character of landscape and townscape).
17 Ensure that land resources are allocated and used in an efficient and sustainable manner to meet the housing and employment needs of GM, whilst reducing land contamination	<p>Will the GMSF:</p> <ul style="list-style-type: none"> Support the development of previously developed land and other sustainable locations? Protect the best and most versatile agricultural land / soil resources from inappropriate development? Encourage the redevelopment of derelict land, properties, buildings and infrastructure, returning them to appropriate uses? Support reductions in land contamination through the remediation and reuse of previously developed land? 	Addressed by Salford’s objectives 4 (to protect and improve soil and land resources) and 9 (to minimise the use of non-renewable resources).
18 Promote sustainable consumption of resources and support	<p>Will the GMSF:</p> <ul style="list-style-type: none"> Support the sustainable use of physical resources? 	Addressed by Salford’s objective 9 (to minimise the use of non-renewable resources).

the implementation of the waste hierarchy	<ul style="list-style-type: none">• Promote movement up the waste hierarchy?• Promote reduced waste generation rates?	
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Compatibility of the sustainability objectives and the Local Plan objectives

- 5.14 In addition to assessing the internal compatibility of the sustainability objectives, the compatibility of the Local Plan objectives with them has also been assessed. This is important in terms of ensuring that the overall strategic direction of the Local Plan is sustainable, before there is any specific consideration of individual policies or proposals.
- 5.15 The following strategic objectives have been identified in the Revised Draft Local Plan and are central to the achievement of the plan's spatial vision, and will provide the basis for the plan's monitoring framework. The policies and proposals of the plan are designed to support the achievement of these objectives.
- 1) To support high levels of economic growth in Salford and Greater Manchester
 - 2) To significantly increase the unique economic competitive advantages of Salford and Greater Manchester
 - 3) To enable all residents to share in the benefits of economic growth
 - 4) To support improvements in the average health of residents and reduce health inequalities
 - 5) To enable more households to access suitable and affordable housing
 - 6) To support regeneration and the efficient use of land
 - 7) To enable the provision of facilities and services to support new developments and existing communities
 - 8) To enhance the network of green infrastructure across Salford and protect important green spaces
 - 9) To support a net gain in Salford's biodiversity
 - 10) To minimise contributions to, and risks from, climate change
 - 11) To significantly enhance accessibility and reduce congestion
 - 12) To deliver high quality development that makes a positive contribution to the character and identity of Salford and its neighbourhoods

5.16 Many of the issues of compatibility between the Local Plan and sustainability objectives are similar to those relating to the internal compatibility of the sustainability objectives discussed above. Once again, there is not considered to be any inherent incompatibility between the various objectives, but the extent to which the delivery of the Local Plan objectives supports or works against the achievement of the sustainability objectives will be heavily dependent on the individual policies and proposals contained in the Local Plan, and particularly the level of mitigation related to development proposals. The main issues of compatibility are discussed below in relation to each Local Plan objective.

1) To support high levels of economic growth in Salford and Greater Manchester

5.17 Local Plan objective 1 could have a positive relationship with a number of sustainability objectives given the opportunities presented by increased levels of investment coming into the city. However, the benefits to local people will be heavily dependent on the precise nature of that growth and how it is accommodated within the city. There is also the potential for significant negative impacts against some of the sustainability objectives if high levels of growth are planned without full consideration of wider impacts, including those linked to increases in local traffic generation. Much will therefore depend on the implementation of specific schemes, the proper consideration of issues relating to development type, location and design, and the provision of appropriate mitigation measures including improvements to transport, communications and community infrastructure.

5.18 The objective is directly linked to sustainability objective 14 (to maximise economic growth that can be sustained in the long-term). The achievement of this objective would also be expected to make a significant positive contribution to sustainability objectives 15 (to enhance economic inclusion) and 18 (to improve the accessibility of facilities and opportunities), however this is largely dependent on the accessibility of the additional jobs to local people in terms of type, location, transport and skill requirements. The Local Plan objective is also closely tied to sustainability objectives 1 (to improve physical and mental health), 16 (to improve the city's knowledge base), and 21 (to improve perceptions of the city).

2) To significantly increase the unique economic competitive advantages of Salford and Greater Manchester

5.19 Local Plan objective 2 also has a direct positive relationship with sustainability objectives 14 (to maximise economic growth that can be sustained in the long term) and 21 (to improve perceptions of the city). Similar to the discussion above in relation to Local Plan strategic

objective 1 much will however depend on exactly how these unique economic advantages are exploited and unless safeguards are put in place, the achievement of this objective could have negative impacts on a number of sustainability objectives including 2 (to protect, enhance and restore biodiversity resources), 4 (to protect and improve soil and land resources), 5 (to protect and enhance water resources), 7 (to improve air quality) and 8 (to minimise contributions to climate change).

3) To enable all residents to share in the benefits of economic growth

5.20 Local Plan strategic objective 3 has a strong positive relationship with sustainability objective 15 (to enhance economic inclusion) and has an indirect positive relationship with objectives 1 (to improve physical and mental health), 12 (to protect and enhance amenity), 13 (to reduce crime and the fear of crime), 17 (to ensure everyone has access to a good home that meets their needs), 18 (to improve the accessibility of facilities and opportunities), and 21 (to improve perceptions of the city).

4) To support improvements in the average health of residents and reduce health inequalities

5.21 Local Plan strategic objective 4 has a strong positive relationship with sustainability objective 1 (to improve physical and mental health). Measures to achieve this Local Plan objective would also be expected to contribute to sustainability objectives 7 (to improve air quality), 12 (protect and enhance amenity), 15 (enhance economic inclusion), 17 (to ensure that everyone has access to a good home that meets their needs), and 18 (to improve the accessibility of facilities and opportunities).

5) To enable more households to access suitable and affordable housing

5.22 Local Plan strategic objective 5 is directly linked to sustainability objective 17 (to ensure that everyone has access to a good home that meets their needs). The strategic objective is also linked to sustainability objectives 1 (to improve physical and mental health), 12 (to protect and enhance amenity), 15 (to enhance economic inclusion) and 18 (to improve the accessibility of facilities and opportunities).

6) To support regeneration and the efficient use of land

5.23 Local Plan strategic objective 6 is wide reaching in its relationship with the sustainability objectives. As with other objectives, much will depend on the specifics of regeneration proposals and other development. However, with appropriate safeguards, supporting regeneration has the potential to perform positively against sustainability objectives 1 (To improve physical and mental health), 11 (to maintain and enhance the

quality and character of landscape and townscape), 12 (to protect and enhance amenity), 13 (to reduce crime and the fear of crime), 14 (to maximise economic growth that can be sustained in the long-term), 15 (to enhance economic inclusion), 17 (to ensure that everyone has access to a good home that meets their needs), 18 (to improve the accessibility of facilities and opportunities), 19 (to improve community cohesion) and 21 (to improve perceptions of the city).

5.24 The efficient use of land requires a valued judgement on the specifics of the land in question and the use proposed. However in principle support given in this regard would also be expected to have wide reaching positive impact relating to a reduced demand for more sensitive areas of land (including sustainability objectives 2, 3, 4, and 9) and improvements to the accessibility of services and facilities by sustainable modes (including sustainability objectives 1, 7, 8, 9 and 18)

7) *To enable the provision of facilities and services to support new developments and existing communities*

5.25 Local Plan strategic objective 7 is directly linked to sustainability objective 18 (to improve the accessibility of facilities and opportunities) and could also have positive benefits in terms of sustainability objectives 1 (to improve physical and mental health), 12 (to protect and enhance amenity), 17 (to ensure that everyone has access to a good home that meets their needs), and 19 (to improve community cohesion).

8) *To enhance the network of green infrastructure across Salford and protect important green spaces*

5.26 Given the multi-functional nature of green infrastructure and the range of issues that can make a green space important Local Plan strategic objective 8 contributes positively to many of the sustainability objectives. These could include 1 (to improve physical and mental health), 2 (to protect, enhance and restore biodiversity resources), 3 (to protect, enhance and restore geological resources), 4 (to protect and improve soil and land resources), 5 (to protect and enhance water resources), 6 (to minimise the risk and impacts of flooding), 7 (to improve air quality), 8 (to minimise contributions to climate change), 9 (to minimise the use of non-renewable resources), 10 (to protect, enhance and enable the appreciation of, the city's heritage), 11 (to maintain and enhance the quality and character of landscape and townscape), 12 (to protect and enhance amenity), 17 (to ensure that everyone has access to a good home that meets their needs), 18 (to improve the accessibility of facilities and opportunities and 21 (to improve perceptions of the city).

9) *To support a net gain in Salford's biodiversity*

5.27 Local Plan strategic objective 9 has a direct relationship with sustainability objective 2 (to protect, enhance and restore biodiversity resources). Measures to achieve this Local Plan objective could contribute positively to range of other sustainability objectives including 4 (To protect and improve soil and land resources); 5 (to protect and enhance water resources); and 7 (to improve air quality).

10) To minimise contributions to, and risks from, climate change

5.28 The levels of growth anticipated over the plan period have the potential to increase contributions to climate change, although there is the potential for per capita reductions. Much will depend on the location and form of development that takes place. Local Plan strategic objective 10 is however directly tied to sustainability objective 8 (to minimise contributions to climate change). The minimisation of risks has a positive relationship with sustainability objectives 1 (to improve physical and mental health), 2 (to protect, enhance and restore biodiversity resources), 6 (minimise the risk and impacts of flooding) and 12 (to protect and enhance amenity).

11) To significantly enhance accessibility and reduce congestion

5.29 Local Plan strategic objective 11 has a positive relationship with many of the sustainability objectives given the associated benefits it can have in terms of promoting active forms of travel, access to services, facilities and employment, and the negative impacts congestion can have environmentally, economically and socially.

5.30 The achievement of this objective would therefore be expected to have a positive impact on sustainability objectives 1 (to improve physical and mental health), 7 (improve air quality), 8 (to minimise contributions to climate change), 9 (to minimise the use of non renewable resources), 12 (to protect and enhance amenity), 14 (to maximise economic growth that can be sustained in the long-term), 15 (to enhance economic inclusion), 17 (to ensure that everyone has access to a good home that meets their needs), 18 (to improve the accessibility of facilities and opportunities), and 21 (to improve perceptions of the city).

12) To deliver high quality development that makes a positive contribution to the character and identity of Salford and its neighbourhoods

5.31 The achievement of this objective in its fullest sense requires the consideration of a wide range of issues and is relevant to all of the sustainability objectives.

6. Appropriate Assessment

Introduction

- 6.1 The Habitats Directive (Council Directive 92/43/EEC) requires that a “habitats regulations assessment” is undertaken of land use plans such as the Local Plan to ensure that the integrity of nature conservation sites of European importance is protected. Such sites are known as Natura 2000 sites, and include special areas of conservation (SACs), candidate special areas of conservation (cSACs), Special Areas of Protection (SPAs), candidate special areas of protection (cSPAs), and offshore marine sites (OMSs).
- 6.2 Government guidance identifies three stages for an appropriate assessment:
- 1) **screening**, to determine whether the plan, in combination with other proposals, is likely to have a significant impact on any European site
 - 2) **assessment**, to determine the scale and nature of the impacts on the integrity of any European site
 - 3) **mitigation**, to determine whether alternative solutions are available, or, if not, how the impacts can be minimised.

Screening for habitats regulations assessment

- 6.3 In carrying out the screening process it is appropriate to consider the main possible sources of effects on the European sites arising from the plan, possible pathways to the European sites and the effects on possible sensitive receptors in the European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.
- 6.4 Possible sources and pathways for effects arising from development on the identified sites and used in the screening of European sites are considered to be:
- Water (water pollution and hydrology)
 - Air (air pollution)
 - Direct land-take
 - Habitat/Species Disturbance
 - Increased recreational pressure

6.5 The Greater Manchester Ecological Unit (GMEU) undertook a habitats regulation assessment for the Core Strategy¹⁶, a similar city wide strategic plan previously progressed by the city council. Further screening on the Local Plan will take place however the results are likely to be similar to those for the Core Strategy where it was identified that there could be an impact on Manchester Mosses and Rixton Clay Pits¹⁷. A summary of the GMEU's conclusions in respect of these two protected areas is provided below¹⁸, which can be used as an indication of the key matters to consider as part of the Local Plan process.

Manchester Mosses special area of conservation

6.6 Mossland formerly covered a very large part of low-lying Greater Manchester, Merseyside and southern Lancashire, and provided a severe obstacle to industrial and agricultural expansion. While most of the mossland has been converted to agriculture or lost to development, several examples have survived as degraded raised bog, such as Astley & Bedford Mosses (Wigan), Risley Moss (Warrington) and Holcroft Moss (Warrington) on the Mersey floodplain. These sites form part of the Chat Moss complex, parts of which lie within Salford itself.

6.7 While past drainage has produced dominant purple moor grass (*molinia caerulea*), bracken (*pteridium aquilinum*) and birch (*betula*) spp. scrub or woodland, wetter pockets have enabled the peat-forming species to survive. Recent rehabilitation management on all three sites has caused these to spread.

6.8 The Mosses are therefore designated a special area of conservation (SAC) due to the degraded bog habitat they support, which is still capable of natural regeneration and has the potential to be restored to active raised bog. The conservation objective for the Manchester Mosses SAC is therefore to maintain the bog habitat, subject to natural change, in favourable condition.

6.9 In light of this objective, the types of operation that could damage the special interest of the SAC include:

- cultivation
- grazing
- mowing or cutting
- application of manure, fertilisers or lime
- application of pesticides
- burning

¹⁶ Greater Manchester Ecological Unit (November 2011) Habitats Regulations Assessment of the Impact on European Protected Sites of Salford City Council's Publication draft of the Core Strategy

¹⁷ Ibid. Appendices 1 and 2

¹⁸ Ibid. Chapters 4 and 5

- drainage, both within and outside the boundaries of the site
 - extraction of minerals including peat, topsoil and subsoil
 - construction or removal of roads, tracks, walls, fences, hardstands, banks, ditches or other earthworks, or the laying or removal of pipelines and cables
 - erection of permanent structures
 - use of vehicles likely to damage the vegetation
 - pollution including atmospheric pollutants and NOx
 - recreational activities
- (adapted from information available from Natural England)

6.10 Of the operations listed above, GMEU considered the following to be the most important in relation to matters subject of the core strategy process:

- drainage, both within and outside the boundaries of the site
- extraction of minerals including peat, topsoil and subsoil
- construction or removal of roads, tracks, walls, fences, hardstands, banks, ditches or other earthworks or the laying or removal of pipelines and cables
- erection of permanent structures
- use of vehicles likely to damage the vegetation
- pollution including atmospheric pollutants and NOx
- recreational activities

6.11 They went on to say that although the Manchester Mosses are not within Salford's boundary, it is considered that some or all of the above impacts could result from the implementation of the core strategy because of the proximity of the European site to Salford and 'secondary' impacts arising.

6.12 It was therefore concluded that the core strategy could have the potential to have a significant impact on the Manchester Mosses SAC. Given the similarities in terms of strategic context and geographic extent it is likely that a similar conclusion would be drawn in respect of the Local Plan. A habitats regulations assessment will therefore form part of the sustainability appraisal process.

Rixton Clay Pits special area of conservation

6.13 The Rixton Clay pits are situated in the east of Warrington MBC east of Warrington town centre and comprise parts of a disused brickworks excavated in glacial boulder clay. The excavation has left a series of hollows, which have filled with water since workings ceased in the 1960s, leading to a variety of pond sizes. New ponds have also been created more recently for wildlife and amenity purposes. Great crested newt *triturus cristatus*, a European protected species, are known to occur in at least 20 ponds across the site and the population density of

the species on this site is very high. The site also supports species-rich grassland, scrub and mature secondary woodland.

- 6.14 The conservation objective for this site is therefore to maintain the population of the designated species, great crested newt, in favourable condition.
- 6.15 In respect of the potential impacts the implementation of the core strategy could have on the SAC, the GMEU identified that great crested newts rarely travel more than 500m from their breeding sites, and Natural England's mitigation guidelines (2001) quotes up to 1.3km as the longest distance travelled. Rixton Clay Pits are more than 2km from the boundary of Salford.
- 6.16 There are no direct hydrological connections between the SAC and any sites within Salford and, although publicly accessible, Rixton Clay Pits is regarded as a specialised local recreational resource and it was considered to be very unlikely that any increases in recreational activity arising from the plan would significantly affect the Clay Pits. It was also considered that, since the site lies to the west of Salford and prevailing wind directions are predominantly from the west and south west, the possibility of air pollution from Salford affecting the site was remote. In any case none of the habitats present at Rixton Clay pits were considered to be particularly susceptible to small changes in air pollution. Similar conclusions would be drawn in respect of the Local Plan.

7. Sustainability Appraisal of Strategic Options

- 7.1 This section provides a summary assessment of the Revised Draft Local Plan and 3 alternative options against each of the 21 sustainability objectives. The full assessment is provided at appendix 5.
- 7.2 A key requirement of the SA is to consider reasonable alternatives as part of the assessment process and these have been identified having regard to factors such as previous consultations, the evidence base, and the need to support and be consistent with other policies and proposals.
- 7.3 The potential options that could be pursued in the Local Plan are limited by the need to be consistent with the Greater Manchester Spatial Framework. There are two areas where this is perhaps most significant, namely in respect of the dwelling requirement and the definition of Green Belt boundaries.
- 7.4 Through the GMSF process net dwelling requirements have been identified for, and agreed by, each of the ten Greater Manchester local authorities. The Local Plan must therefore seek to deliver this figure and there is only considered to be one option for the Local Plan in this regard. The sustainability appraisal is however required to include a 'business as usual' or 'no-plan' option and therefore, despite this not being consistent with the GMSF, a continuation of the existing situation with a dwelling requirement informed by household projections is included as Option 1.
- 7.5 The GMSF will also set Green Belt boundaries across Greater Manchester. All decisions relating to new development allocations within the Green Belt and the potential to bring new areas of land into the Green Belt will therefore be taken through this document rather than the Local Plan. Whilst the Local Plan makes reference to potential Green Belt changes, those references are provided for clarity and transparency and will be updated to reflect decisions taken through the GMSF. Options that would require changes to existing Green Belt boundaries are not therefore considered to be reasonable alternatives for the Local Plan and will instead be appraised through the Integrated Appraisal of the GMSF.
- 7.6 The limitations described above apply to both Green Belt development allocations and the designation of new areas of Green Belt. Some of the areas of land proposed as new areas of Green Belt in Salford through the GMSF have however been suggested as development opportunities through the Local Plan process. Given that these areas of land are not currently designated as Green Belt, and whilst recognising that this raises issues of consistency with the GMSF, they have been included in a fourth option as described in further detail below. The sites proposed for development in this regard include the Brickworks

SBI to the west of Burgess Farm and parts of the West Salford Greenway for residential development. With all of the above qualifications, these areas of land have also been assessed as an alternative to the Revised Draft Local Plan site allocations in Option 4.

7.7 Land to the south of Logistics North has also been suggested for employment development however the site is part of the country park approved as part of the planning permission for Logistics North, and is also partially Green Belt, and has not therefore been included as part of an alternative strategic option.

7.8 The four options assessed as part of the sustainability appraisal are set out below. The assessment does not appraise the merits or otherwise of the proposals being considered through the GMSF. It is however important to have regard to these proposals when considering the some of the impacts of the options on the various sustainability objectives. This is particularly the case in respect of the approach to industrial and warehousing development and the scale and mix of dwelling that will be provided.

7.9 **Option 1:**

- No Local Plan option
- Retain existing UDP Policy Framework
- Employment and housing supply focused on current opportunities, which would include high levels of office growth and apartment development in the City Centre and Salford Quays
- Reliance on the Government's Local Housing need methodology, using the 2014-based household projections to determine the city's housing requirement (1,372 per annum or 26,068 over the period 2018 – 2037)
- Delivery of around 400,000sqm (21,052sqm per annum) of offices, significantly in excess of past development rates since 2002 (16,093sqm per annum).
- Delivery of around 245,000sqm (12,894sqm per annum) of industry and warehousing (in the absence of an extension to the permitted Port Salford), comparable with past rates since 2002 (13,642sqm per annum).

7.10 **Option 2:**

- Revised Draft Local Plan
- The option would include sites which, alongside those being proposed in the GMSF, would deliver the higher housing requirement identified in the Greater Manchester Spatial Framework (1,720 per annum or 32,680 over the period 2018-2037). The additional housing growth taken under this option would be to satisfy the high demand from across Greater Manchester for apartments in the City Centre and Salford Quays.

- Levels of economic development similar to Option 1
- Development remains largely focused within the urban area with the addition of a small number of greenfield development opportunities in the west of the city in order to provide a wider mix of dwelling types than option 1.
- Employment supply focused on current opportunities, which would include high levels of office growth in the city centre and Salford Quays.

7.11 **Option 3:**

- As Option 2 plus the release of additional greenfield sites (not proposed as Green Belt in the GMSF) and a number of existing employment areas for residential development
- The option would include sites which, alongside those being proposed in the GMSF, would deliver the higher housing requirement identified in the Greater Manchester Spatial Framework (1,720 per annum or 32,680 over the period 2018-2037). The additional housing growth taken under this option would be to satisfy the high demand from across Greater Manchester for apartments in the City Centre and Salford Quays.
- Higher levels of greenfield release for residential development would be pursued than in Option 2 however none of the sites proposed as Green Belt additions in the GMSF would be included.
- Levels of new economic development would be similar to Option 1 however a larger number of the city's existing employment areas would be released for residential development which would reduce the supply of secondhand premises.
- The two measures above would result in a higher proportion of new dwellings being provided in the western parts of the city and in the form of houses rather than apartments. The higher proportion of new dwellings delivered in higher value areas could potentially help to deliver more new affordable housing.

7.12 **Option 4:**

- As Option 3 with the additional release of a number of greenfield sites being proposed new Green Belt through the GMSF.
- The option would include sites which, alongside those being proposed in the GMSF, would deliver the higher housing requirement identified in the Greater Manchester Spatial Framework (1,720 per annum or 32,680 over the period 2018-2037). The additional housing growth taken under this option would be to satisfy the high demand from across Greater Manchester for apartments in the City Centre and Salford Quays.
- The additional greenfield opportunities, including the Brickworks SBI west of Burgess Farm and West Salford Greenway, would result in an even higher proportion of new dwellings being provided in the western parts of the city and in the form of houses rather

than apartments. The higher proportion of new dwellings delivered in higher value areas could also help to deliver an even greater supply of affordable housing than under option 3.

- Levels of new economic development would be similar to Option 1 however a larger number of the city’s existing employment areas would be released for residential development which would reduce the supply of secondhand premises.

7.13 Each option has been appraised against the 21 sustainability objectives having regard to the following issues:

- The degree and type of impact, split by short term (0-5 years), medium term (5-10 years), and long-term (10+ years). These provide an overview, with the discussion that follows each table elaborating on the details. For some objectives this may include elements of the Local Plan that pull in different directions, or it may indicate that although the score is negative overall for Salford this would help to deliver a more positive score at a larger geographical scale (e.g. by focusing development in accessible locations within Salford this may result in more greenhouse gas emissions overall from the city, but this is likely to be lower than if the development were located in less accessible places which would be the alternative option). The following codes have been used to illustrate the impact type:

Impact code	Impact type
--	Major negative
-	Negative
0	Neutral
+	Positive
++	Major Positive
?	Uncertain

- The certainty of the impact, in terms of high, medium or low
- The scale of the impact, which may be local (site/neighbourhood level), city (affecting most or all of Salford), sub-regional (affecting whole of Greater Manchester), national (affecting the country as a whole), or global (potentially affecting the whole world)
- The permanence of the impact, which may be high (to a large extent irreversible), medium (reversible but likely to require specific interventions), or low (easily reversible)
- Any key secondary, cumulative and/or synergistic impacts, although the overall scores and text generally pick up the interconnectedness of the different sustainability objectives and the different proposals within each option

- Any additional opportunities for mitigation beyond those already identified within the plan.

7.14 Potential differences between the strategic options relate to the quantum and distribution of development that would be identified and also the policy framework that would be in place.

Summary of sustainability impacts

7.15 The four strategic options provide four different approaches to delivering a successful Salford, and as a result each has its own distinctive sustainability implications. The Revised Draft Local Plan presents an updated vision for the city, however many of the aspirations and proposals outlined are already being progressed. Therefore, at this strategic level, many of the summary scores in the table below show little or no differences between the four strategic options, although the detailed assessment in appendix 5 does highlight differences that are important but are often not enough to change the overall impact of the option from being minor to major.

7.16 As described above, the sustainability appraisal of the strategic options looks at the short, medium and long term implications of the option against the 21 sustainability objectives. The table below summarises the long term scores (10+) years as the Local Plan will be looking over a 20 year horizon and beyond.

Table 6: Comparative assessment of Local Plan strategic options

Objective	Option 1 (No Plan)	Option 2 (Revised Draft Local Plan)	Option 3	Option 4
1) To improve physical and mental health	0/+	++	+ /+++	+
2) To protect, enhance and restore biodiversity resources	+	+	? /+	? /--
3) To protect, enhance and restore geological resources	0	0	0	0
4) To protect and improve soil and land resources	0	0 /-	-	- /--
5) To protect and enhance water resources	0/+	0/+	0/+	- /+
6) To minimise the risk and impacts of flooding	? /+	? /+	? /+	? /+
7) To improve air quality	-	-	-	-
8) To minimise contributions to climate change	-	-	-	-

Objective	Option 1 (No Plan)	Option 2 (Revised Draft Local Plan)	Option 3	Option 4
9) To minimise the use of non-renewable resources	-	-/--	--	--
10) To protect, enhance, and enable the appreciation of, the city's heritage	+	?/+	?/+	-/--
11) To maintain and enhance the quality and character of landscape and townscape	++	++	++	--/++
12) To protect and enhance amenity	-/+	-/+	--/+	--/+
13) To reduce crime and the fear of crime	+	+	+	+
14) To maximise economic growth that can be sustained in the long-term	+/++	++	++	++
15) To enhance economic inclusion	++	++	+/++	+/++
16) To improve the city's knowledge base	+	+/++	+/++	+/++
17) To ensure that everyone has access to a good home that meets their needs	+	+/++	+/++	++
18) To improve accessibility to facilities and opportunities	+	+	+	-/+
19) To improve community cohesion	0	+	+	-/+
20) To increase involvement in decision-making	0	?	?	?
21) To improve perceptions of the city	++	++	++	-/++

7.17 As discussed above Option 1 is inconsistent with the GMSF and would not therefore be considered a reasonable option. Nevertheless, the lower levels of development identified and the focus on the urban area does limit some of the negative impacts identified against the other options. Some of these relative benefits could however be reduced if demand was diverted to more peripheral locations. Further, if a lower overall level of development was to be taken forward it is likely that a higher reliance of greenfield sites in the west of the city than assumed under Option 1 in order to deliver a mix. This would also reduce some of the relative benefits identified.

7.18 Given the similar levels of development that would be pursued, options 2, 3 and 4 score similarly against a number of the sustainability

appraisal objectives. Whilst all three include some greenfield sites in the west of the city it is the higher number in options 3 and to a greater extent 4, along with a number of existing employment areas that are primarily responsible for the different ratings. The greater focus on these types of sites produces more negative impacts from an environmental perspective, this includes the loss of recreation opportunities and a reduced potential for sustainable transport options to be utilised than under Option 2. In particular, the proposed development of an existing Site of Biological Importance and parts of the Worsley Greenway result in negative impacts from Option 4. Options 3 and 4 also score more poorly against the economic inclusion objective as a result of the loss of local employment areas which can be an important source of second hand premises, more affordable development opportunities, and accessible jobs. As a result however Options 3, and to a greater extent 4, would however allow for a wider variety of dwellings in the city. These additions, and their potential benefits, need to be considered in light of the proposed housing allocations being considered through the GMSF.

8. Sustainability Appraisal of Site Allocation Options

- 8.1 The sites proposed as housing and employment allocations in the Revised Draft Local Plan have been appraised against the sustainability appraisal framework. The appraisal has also considered other sites considered to be reasonable alternatives to the allocations identified. The only sites appraised as alternatives at this stage relate to sites suggested for development within the West Salford Greenway and the Brickworks SBI west of Burgess Farm in Walkden. As detailed in the previous section, these sites are being considered as additions to the Green Belt through the GMSF and it is therefore questionable whether they should be included here rather than in the list of sites not considered to be alternatives as discussed in the paragraph below.
- 8.2 In determining what represents a reasonable alternative, sites which fall into the following categories have not been considered to be potential allocations and therefore have not been appraised:
- Sites in the Green Belt as potential boundary changes are being considered through the GMSF
 - Sites with planning permission
 - Previously developed sites identified as being suitable for the brownfield register
 - Sites on which the suggested use is already established and/or the site specific allocation would not provide any greater certainty
 - Sites which may be required for education use
 - Sites where there is currently no indication from the landowner that the site will be brought forward for development/redevelopment or that the existing occupier is intending to move.
 - Sites with significant constraints that it is not considered can be overcome (e.g. flood risk, hazardous installation notification zone)
 - Sites which are considered inappropriate for development for other reasons
- 8.3 Table 7 below identifies those sites that have been appraised through this sustainability appraisal. A full list of sites that are not considered reasonable alternatives for allocations in the Revised Draft Local Plan, and have therefore not be appraised in detail as part of this sustainability appraisal, is provided in Appendix 7.

Table 7: sites appraised in this sustainability appraisal

Revised Draft Local Plan reference	Site Suggestion reference	Reason for appraising
Revised Draft Local Plan allocations (full appraisals in Appendix 6)		
A6 – Sustainable Movement of Freight	EC003 – Land at Caledonian Drive/ Irwell Park Wharf	Wharf allocation
H12/1 Land off Duchy Road	ES011 Duchy Road	Gypsy and travellers site allocation
CT3 Land around AJ Bell Stadium	IC020 Land at Salford City Stadium	Mixed use allocation
E5/1 Port Salford	IC019 Port Salford	Not appraised, site has planning permission for the Port Facility proposed.
EC5/2 Salford Innovation Park	-	Innovation Park allocation
H9/1 Land west of Hayes Road, Cadishead	IC002 Hayes Road	Residential allocation
H9/2 Castle Irwell	ES016 Castle Irwell	Residential allocation
H9/3 Land east of Langley Road	ES012 Hercules ES013 Langley Road ES014 East of Langley Road	Residential allocation
H9/4 Brackley Golf Course	LW031 Brackley golf course	Residential allocation
H9/5 Land at Ladywell Avenue	LW012 Ladywell Avenue	Residential allocation
H9/6 Land west of Burgess Farm	LW022 Burgess Farm (element allocated by H9/6)	Residential allocation
H9/7 Land west of Kenyon Way	-	Residential allocation
H9/8 Orchard Street	-	Residential allocation

H9/9 Land south of St. Augustine's Church	SW016 Land south of St Augustine's Church	Residential allocation
H9/10 Land south of Hill Top Road	LW015 Hill Top Road	Residential allocation
H9/11 Land south of Moss Lane	LW19 Safety Systems	Residential allocation
H9/12 Land north of Lumber Lane	WB015 Lumber Lane	Residential allocation
H9/13 Duncan Mathieson playing fields	CW008 Duncan Mathieson	Open space and residential allocation
H9/14 Former Swinton Sewage Treatment Works	SW001 Swinton Sewage Treatment Works	Open space and residential allocation
Reasonable alternatives not allocated in the Revised Draft Local Plan (full appraisals in appendix 8)		
Not allocated	LW022 Burgess Farm (remainder of site outside of Revised Draft Local Plan allocation H9/6)	Site suggested as a residential allocation
Not allocated	WB001 Broadoak North	Site suggested as a residential allocation
Not allocated	WB002 Broadoak South	Site suggested as a residential allocation
Not allocated	WB003 Land at Beesley Green	Site suggested as a residential allocation
Not allocated	WB004 Land at Crossfield Drive	Site suggested as a residential allocation

- 8.4 Each of the above sites has been assessed against the 21 sustainability objectives and individual reports are provided in appendices 7 and 8. The site appraisals have been completed having regard to the site assessments undertaken during earlier stages of the Local Plan process (available on the Local Plan section of the city council's website)¹⁹, other available information and officer knowledge. The site sustainability appraisal reports therefore only provide a

¹⁹ www.salford.gov.uk/planning-building-and-regeneration/planning-policies/local-planning-policy/salfords-development-plan/salford-local-plan/

summary of the issues in relation to each site, rather than seeking to repeat, in full, the information held in any earlier assessments.

9. Sustainability Appraisal of Policy Options

- 9.1 In addition to the sites proposed as allocations within the Revised Draft Local Plan, the other policies proposed for inclusion within the Revised Draft Local Plan have also been appraised through the sustainability appraisal framework.
- 9.2 A 'business as usual' or 'no plan' option for the relevant policy area has also been appraised. This no plan option is primarily informed by the Saved Policies of the Salford Unitary Development Plan and the National Planning Policy Framework but reference is also made to a number of other policy and guidance documents. As this option is a continuation of the existing situation, the policies of the emerging GMSF are not included.
- 9.3 Other reasonable alternatives to the policy approach proposed in the Revised Draft Local Plan have also been appraised. These alternatives have been identified having regard to options considered through the process of policy development and comments received during earlier consultations.
- 9.4 The sustainability appraisal was undertaken prior to the finalisation of the Revised Draft Local Plan for formal approval and consultation. The process of sustainability appraisal therefore provided a further opportunity to shape the document and specifically the wording of the policies included. The detailed appraisal of policies in Appendix 9 identifies potential mitigation measures along with a brief explanation as to how those measures have influenced the wording of the Revised Draft Local Plan.

10. Implementation

10.1 The sustainability impacts of the Local Plan, both positive and negative, will depend very much on how it is implemented as well as on the contents of the document itself. The above analysis highlights a number of different issues that need to be carefully considered when implementing the Local Plan, and this will need to be done not only through the development management process but also through other plans and strategies, the investment decisions of a range of organisations and 'non-planning' processes.

10.2 Some examples of the key implementation issues are listed below:

- Need to ensure that new employment development furthers economic inclusion objectives as far as possible, and this will include improvements in the accessibility of jobs including both skills and transport.
- In order to maximise the benefits and minimise the negatives, a comprehensive and coordinated approach to development will be key. Masterplans and regeneration frameworks will be essential, but equally important will be the process for producing them and consulting on associated planning applications in order to ensure that the objectives relating to community involvement and cohesion are also fully supported.
- The scale of development anticipated is likely to put the city's services and facilities under increasing pressure, schools and health services would be a particular concern. It will therefore be critical that the Local Plan sets a positive over-arching strategy in this regard and the capacity of local services/facilities is fully considered as part of larger development proposals and master-planning exercises, which could include additional provision on site.
- Need to ensure the careful design of development to maximise the benefits for a wide range of sustainability objectives and minimise the negatives. The cumulative impact of individual developments will be enormous given the scale of activity proposed, and therefore the development management of individual applications will be very important.
- Need to carefully manage activity within Chat Moss in order to maximise the benefits for potentially conflicting objectives around environmental protection and access to opportunities. It is the detailed implementation of the approach that will be fundamental to reconciling these various objectives, working to

influence the activities of individual landowners that could affect soil quality, hydrology and the ability to restore lowland bog habitat, and to manage public access in a positive way that supports recreation use but does not compromise other objectives.

- Need to ensure a coordinated approach at the catchment level to improving water quality and minimising flood risk. This will involve close working with other local authorities, the Environment Agency and United Utilities through catchment management plans, as many of the activities required to improve conditions within Salford will need to take place outside the city, for example in terms of flood mitigation measures upstream and the improvement of sewage treatment works that overflow into Salford's watercourses such as the Manchester Ship Canal.
- Need to enable the provision of waste transfer stations, aggregate recycling depots etc, in/near areas of major change, in order to help minimise the use of non-renewable resources and minimise air pollution associated with transport waste materials. A very significant scale of new development and redevelopment of existing built areas is proposed within Salford, and this has the potential to generate large amounts of construction and demolition waste. It will be important to work with developers to enable the provision of temporary treatment/transfer sites, and to secure effective site waste management plans. This will need to be supported by masterplans, development frameworks, and individual planning applications.
- The protection, enhancement, expansion and well-planned integration of the city's network of green infrastructure as part of new development has a highly significant positive role to play in meeting a range of sustainability objectives. This will be key issue for the future master-planning of major areas of growth.

10.3 The above is not intended to be comprehensive, but pulls together some of the main messages stemming out of the appraisal of the four strategic options and site appraisals. Other formal and informal planning documents will be important to ensuring that the implementation of the Local Plan furthers the sustainability objectives as much as possible. In terms of major development locations, area-based development frameworks and masterplans will have a critical role in co-ordinating both development and the investment programmes of various organisations, including in terms of schools, health facilities, transport infrastructure, and utilities.

11. Monitoring

11.1 Chapter 5 of this report sets out the sustainability appraisal framework for the Core Strategy, and this includes 35 headline indicators that will be used for monitoring purposes. These are as follows:

- i) Direct standardised mortality rate (all causes)
- ii) Life expectancy
- iii) Area of UK priority habitats by type
- iv) Area of locally designated sites
- v) Area of designated geological sites
- vi) Proportion of waterways classified of “moderate” or better
- vii) Number of dwellings at risk of flooding more often than once every 100 years
- viii) Area of the city that complies with national air quality standards
- ix) Carbon dioxide emissions per capita
- x) Renewable energy capacity
- xi) Total amount of waste per capita
- xii) Annual recycling and composting rate
- xiii) Net change in the number of nationally designated heritage assets
- xiv) Number of noise complaints
- xv) Number of light pollution complaints
- xvi) Incidences of crime per 1,000 population
- xvii) Number of jobs
- xviii) Number of active enterprises
- xix) Unemployment rate
- xxi) Mean pay levels
- xxii) Proportion of pupils remaining in full-time education beyond the age of 16
- xxiii) Proportion of pupils achieving GCSE 9-4 English and maths (standard pass)
- xxiv) Number of households in identified housing need
- xxv) Number of non-decent homes
- xxvi) Net additions as a proportion of identified housing requirement
- xxvii) Proportion of households within 30 minutes public transport time of a GP, hospital, primary and secondary school, areas of employment, major retail centres, and a range of outdoor recreation facilities
- xxviii) Number of tourism visits to key attractions within the city

11.2 These indicators will be monitored on an annual basis, they are headline indicators, and therefore it will be important to collect information in relation to other environmental, social and economic indicators, which will be reported in annual monitoring reports and other research reports that the city council may produce. The indicators will be kept under review and revisions may be made to existing indicators or new indicators introduced to reflect the availability of data.