



Harlow District Council

Open Space, Sport & Recreation

Supplementary Planning Document

Sustainability Appraisal Report

Adopted
June 2007

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OPEN SPACE, SPORT AND RECREATION
Supplementary Planning Document

SUSTAINABILITY APPRAISAL REPORT

June 2007

TABLE OF CONTENT

NON-TECHNICAL SUMMARY	3
1.0 INTRODUCTION.....	4
1.1 Local Development Document	4
1.2 Open Space, Sport and Recreation Supplementary Planning Document	4
1.3 Sustainability Appraisal	4
2.0 METHODOLOGY.....	5
2.1 Approach adopted for the Sustainability Appraisal.....	5
2.2 When the SA was carried out.....	6
2.3 Who carried out the Sustainability Assessment	6
3.0 BACKGROUND.....	7
3.1 Purpose of the Sustainability Appraisal and the Sustainable Assessment Report.....	7
3.2 Plan objectives and outline of contents.....	7
3.3 Compliance with the SEA Directive / Regulations	7
4.0 SUSTAINABILITY OBJECTIVES, BASELINE AND CONTEXT.....	9
4.1 Links to other policies, plans and programmes and sustainability objectives and how these have been taken into account	9
4.2 Baseline Data - Description of the social, environmental and economic issues and problems identified	9
4.3 Main social, environmental and economic issues and problems identified	9
5.0 APPRAISAL OF THE OPEN SPACE, SPORT AND RECREATION SPD OBJECTIVES.....	11
6.0 PLAN ISSUES AND OPTIONS	14
6.1 Main strategic options considered.....	14
6.2 Assessing Options for the SPD	14
6.3 Sustainability Implications and Recommendations of the Options.....	14
7.0 PLAN POLICIES.....	19
7.1 Significant Social, Environmental and Economic effects of the ‘Saved’ Open Space, Sport and Recreation Policies.....	19
7.2 Significant Social, Environmental and Economic effects of the ‘Preferred Option’ (Open space, Sport and Recreation SPD)	19
7.3 Proposed Mitigation Measures	22
8.0 IMPLEMENTATION AND MONITORING.....	24
8.1 Links to other tiers of plans and programmes and the project level (EIA, design guidance etc)	24
8.2 Proposals for Monitoring.....	24
 APPENDIX	
Appendix 1: Appraisal Of The ‘Saved’ Open Space, Sport And Recreation Policies.....	26
Appendix 2: Appraisal of the Preferred Option (Open Space, Sport and Recreation SPD	33

NON-TECHNICAL SUMMARY

The purpose of this document is to assess the social, economic and environmental effects of the Council's Open Space, Sport and Recreation Supplementary Planning Document (SPD). The assessment is done against the Sustainability Objective taken from Harlow Council 'Scoping Report' (October 2006).

The SPD sets out a clear and consistent framework for seeking Open Space, Sport and Recreation facilities from development and provides further clarification on saved' policies *L1- Playing Fields, L2- Open space & Playgrounds/Play area, L9- Local Recreation Provision, L11- Water Based Recreation, L12- Allotments, L13- Public Right of Way, L14- Joint Provision & Dual Use, IMP 1- Planning Obligation, NE 8- Internal Open Space, NE 11- Accessible Natural Green Space* of the Replacement Harlow Local Plan (Adopted July 2006). The SPD will be a material consideration in the determination of planning applications.

This Sustainability Appraisal (SA) provides information on the assessments undertaken, potential effects, mitigation measures proposed, proposed changes to the draft SPD that have occurred as a result of the appraisal findings, and any monitoring proposed. This SA Report will accompany the Open Space, Sport and Recreation SPD and will be subject to public consultation in tandem.

A key part of the Sustainability Appraisal Report consists of the formulation and assessment of reasonable alternatives to implementing the proposed SPD. Two alternative options were considered ('Business as usual' or 'SPD option'). Because the Local Plan policies to which the SPD relates are adopted, alteration/recommendations cannot be made.

The Open Space, Sport and Recreation SPD (June, 2007) will be monitored through the Council's Annual Monitoring Report to ensure that the SPD is operating and achieving its intended purpose.

1.0 INTRODUCTION

1.1 Local Development Document

In 2004, the Government introduced a new plan making system under the provisions of the Planning and Compulsory Purchase Act 2004. Accordingly, the Council is now in the process of replacing its adopted Local Plan with a Local Development Framework (LDF). The suite of Development Plan Documents (DPDs) within the Local Development Framework will form the new development plan to guide development within the District for the period up to 2017. Policies within the adopted Local Plan are for the time being saved, and will continue to apply until they are replaced by LDF documents or are withdrawn.

The key components of the Local Development Framework (LDF) are the Local Development Documents (LDDs) of which there are two main types: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). The new system is designed to enable local authorities to decide which combination of documents best suit their needs.

1.2 Open Space, Sport and Recreation Supplementary Planning Document

The Open Space, Sport and Recreation guidance has been adopted as a SPD within the Local Development Framework. It will not form part of the development plan but will be an additional consideration to be taken into account when the Council considers planning applications. The SPD is subject to statutory procedures in terms of their preparation and will be informed by community consultation and Sustainability Appraisal (SA).

The Open Space, Sport and Recreation SPD is being prepared to supplement 'saved' policies *L1- Playing Fields, L2- Open space & Playgrounds/Play area, L9- Local Recreation Provision, L11- Water Based Recreation, L12- Allotments, L13- Public Right of Way, L14- Joint Provision & Dual Use, IMP 1- Planning Obligation, NE 1- Green wedges, NE 8- Internal Open Space, NE 11- Accessible Natural Green Space* of the Replacement Harlow Local Plan (Adopted July 2006). The SPD will help clarify the policies relating to open space, sport and recreation provision and provide details for putting them into practice for future housing provision.

1.3 Sustainability Appraisal

Sustainability Appraisal (SA) is an integral part of producing planning documents under the new Planning and Compulsory Purchase Act 2004. Local authorities must undertake Sustainability Appraisal for each of their DPDs and SPDs as part of a fully integrated process. Sustainability Appraisal is a means of assessing the potential social, economic and environmental effects of DPDs and SPDs to ensure they reflect sustainable development principles. It also provides transparency in the plan preparation process.

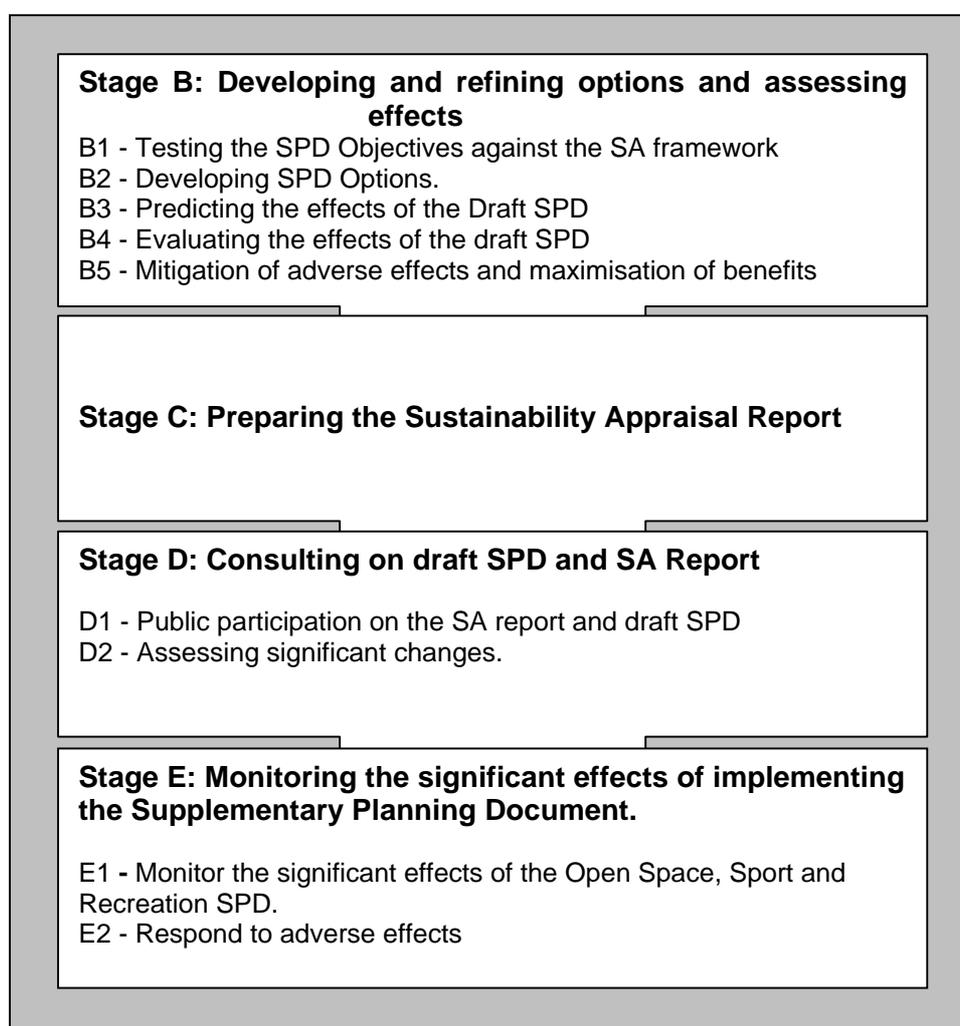
This SA accompanies the Open Space, Sport and Recreation SPD and both documents are published for consultation in tandem.

2.0 METHODOLOGY

2.1 Approach adopted for the Sustainability Appraisal

As sustainability Appraisal has become mandatory for all DPDs and SPDs, Harlow Council has devised a generic sustainability appraisal framework to satisfy STAGE A requirements for all Harlow Council policies. Stage A of the process is presented in the SA 'Scoping Report' published October 2006. The subsequent stages of the Sustainability Appraisal process are shown in figure 1 below. This is in keeping with the Sustainability Appraisals of Regional Spatial Strategies and Local Development Documents - Guidance for Regional Planning Bodies and Local Planning Authorities, November 2005.

Figure 1: SA Process



2.2 When the SA was carried out

The Sustainability Appraisal was undertaken in January 2007 and for public comment in April/May 2007.

2.3 Who carried out the Sustainability Assessment

The Harlow Council Forward Planning team undertook the preparation of the Sustainability Assessment.

2.4 Difficulties encountered in compiling information or carrying out the assessment

The main difficulty identified throughout the process to date is the lack of existing examples of sustainability appraisals as the process is relatively new and untested. Secondly there were a number of issues within the guiding documents prepared by the Office of the Deputy Prime Minister, including inconsistent terminology and guidance between the text and appendices.

3.0 BACKGROUND

3.1 Purpose of the Sustainability Appraisal and the Sustainable Assessment Report

The purpose of this Sustainability Appraisal is to ensure that the proposed Open Space, Sport and Recreation SPD is reviewed in compliance with the Planning and Compulsory Purchases Act 2004. This assessment ensures appropriate consideration of potential social, environmental and economic effects as required by European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment and incorporated into English law by virtue of the Environment Assessment of Plans and Programmes Regulation (2004).

3.2 Plan objectives and outline of contents

The objectives of a SPD sets out what it is aiming to achieve in spatial planning terms and sets the context for development of options for the document. It is important for the objectives of the SPD be in accordance with sustainability principles. The objectives should be tested for compatibility with the Sustainability Appraisal objectives. Where there is conflict between objectives, Council will need to reach a decision on priorities.

The objectives of the Open Space, Sport and Recreation SPD are as follows:

Table 1: SPD OBJECTIVES	
1	To meet the open space, sport and recreation needs generated by new development
2	To ensure that wherever possible, open space, sport and recreation facilities are made accessible to everyone including disabled people.
3	To protect and enhance the character of the town's green spaces.
4	To ensure that adequate land and water resources are allocated for recreation.

The Objectives have been adapted from the Replacement Harlow Local Plan (July 2006) that the SPD supports.

3.3 Compliance with the SEA Directive / Regulations

The Sustainability Appraisal (SA) should fully comply with the requirements of the European Directive 2001/EC, known as the Strategic Environmental Assessment (SEA) Directive. The SEA Directive requires the 'assessment of the effects of certain plans and policies on the environment'. The Planning and Compulsory Purchase Act (2004) extends this assessment of environmental effects to also incorporate economic and social aspects. The guidance was designed to integrate the requirements of the SEA legislation into SA. Consequently, by following the guidance, a combined SA/SEA was undertaken and have been complied with.

Policies L1, L2, L9, L11, L12, L13, L14, IMP 1, NE 1, NE 7, NE 8, NE 10 are classified as 'saved plan' because it has been adopted as policies of the Replacement Harlow Local Plan (Adopted July 2006). This means that, although it requires comparison with the Sustainability Objectives for context, there is no requirement to make recommendations for change. The SPD however, as a draft

Supplementary Planning Document, is not only required to be assessed against the sustainability objectives but, where identified and justified, may warrant modification to the draft version considered by Council and if approved will then be the subject of public consultation.

4.0 SUSTAINABILITY OBJECTIVES, BASELINE AND CONTEXT

Both the Guidance on Sustainability Appraisal of Local Development Frameworks (LDFs) and the SEA Directive require information to be set out on the relevant aspects of the state of the environment and its likely evolution without the implementation of the plan, together with the environmental characteristics of the area likely to be affected.

The collection of baseline information provides the basis for predicting and monitoring effects and helps to identify sustainability problems and alternative ways of dealing with them. Sufficient information about the current and likely future state of the area needs to be collected to allow the plan's effects to be adequately predicted.

A key aim of the process is to ensure that where possible each of the Sustainability Appraisal objectives is supported with comprehensive and up to date baseline information. The collection of baseline data for the appraisal needs to be coordinated with the development of the information base for the plan itself.

The information required by the Guidance for this chapter was undertaken through the preparation of a separate document finalised by Harlow Council in 2006. Rather than repeat the content of the report below the reader is directed to the *Integrated SEA/SA of the Harlow Local Development Framework - Scoping Report 2006*. The following subsections are dealt with in detail in the Scoping Report which may be viewed as a PDF (Portable Document Format) on the Harlow District Council website: www.harlow.gov.uk From the 'Home' page click on 'Living' then 'Environment' then 'Planning' then 'Local Development Framework' and scroll down to the 'Sustainability Appraisal Scoping Report' at the bottom of the page (appendices are located below the report).

The appropriate section and page number is provided here to assist in quickly finding the relevant section:

4.1 Links to other policies, plans and programmes and sustainability objectives and how these have been taken into account

Refer to Section 2.2 on pages 6-7 and Appendix 2.

4.2 Baseline Data - Description of the social, environmental and economic issues and problems identified

Refer to Section 3 on page 9 and Appendix 3.

4.3 Main social, environmental and economic issues and problems identified

Refer to Section 4 on pages 9-12 for Harlow District's identified issues under the categories Environmental, Sustainability, Social and Economy.

- a) Limitations of the information, assumptions made etc

Refer to Section 3.3 on page 9.

- b) The Sustainability Appraisal framework, including objectives, targets and indicators

Refer to Section 5 on pages 12-16

Review/Changes to Baseline Data

The SPD suggest that through time and the consideration of various options, the baseline data referenced in Section 4 may change as a consequence. As the baseline characteristics were approved by Harlow Council, a short time before this Sustainability Appraisal was undertaken (2006), the key issues and problems is considered premature in the context of this Sustainability Appraisal.

5.0 APPRAISAL OF THE OPEN SPACE, SPORT AND RECREATION SPD OBJECTIVES

Central to the Sustainability Appraisal process is the testing of the objectives of the SPD guidance against a Sustainability Appraisal Framework. The SPD objectives outline the purpose of the SPD and its aims. It is important that the overall SPD objectives are consistent with the concept of sustainable development. This has been assessed by testing whether the SPD objectives (Section 3.2) is compatible with the Sustainability Appraisal objectives.

The effects of the SPD objectives against the sustainability objectives will be recorded as being: **+** Compatible, **0** Neutral, **?** Uncertain or **-** Not Compatible. Table 2 shows the results of the analysis.

Out of the 25 Sustainability Appraisal Objectives, the assessment demonstrates that the SPD objectives are either neutral or compatible with the sustainability objectives. It therefore not considered necessary to alter the objective of the SPD. The proposed objective for the SPD is therefore recommended for inclusion into the draft SPD, which will be the subject of public consultation in April 2007.

TABLE 2: APPRAISAL OF THE OPEN SPACE, SPORT AND RECREATION SPD OBJECTIVES

- To meet the open space needs generated by new development.
- To ensure that wherever possible, leisure and recreation facilities are made accessible to everyone including disabled people.
- To protect and enhance the character of the town's internal open spaces.
- To ensure that adequate land and water resources are allocated for informal recreation.

	SUSTAINABILITY OBJECTIVES (ADOPTED BY HARLOW COUNCIL IN JULY 2006)	Relationship between draft Objective for SPD and Sustainability Objectives
1	To conserve and enhance biodiversity in the District	+/?
2	To protect and enhance the natural landscape and townscape character, including historical and cultural heritage features.	?
3	To reduce vulnerability to the effects of climate change.	+
4	To maintain and enhance the integrity of river corridors and floodplains and reduce fluvial flood risk.	+
5	To reduce surface water flooding.	0
6	To enhance air quality and safeguard the urban and natural environment against air pollution.	+
7	To safeguard, and where possible, minimise the effects of noise pollution on the urban and natural environment.	0
8	To safeguard and where possible minimise source light pollution in the urban and natural environment.	0
9	To maintain soil quality and reduce the amount of contaminated soil.	+
10	To encourage more sustainable forms of transport to reduce the environmental impact.	+
11	To increase energy efficiency and use of energy from renewable sources.	0
12	To improve efficiency in land use through the re-use of previously developed land and existing buildings.	+
13	To minimise waste and consumption of resources and promote sustainable waste management.	0
14	To improve efficiency the river and groundwater quality, and to promote the sustainable use of water	0

	resources.	
15	To achieve a safe and hospitable environment with reduced levels of crime and fear of crime.	?
16	To promote high quality spaces, places and buildings and ensure that good design principles are practised for all forms of development.	?
17	To sustain and enhance the vitality and viability of the existing town centre, neighbourhood centres and hatches.	0
18	To provide and enhance opportunities for access to, and recreation in, the District's open space and green wedges, the Stort Valley and surrounding countryside within Harlow.	+
19	To reduce poverty and social exclusion.	+
20	To raise educational attainment, skills and training opportunities for all.	0
21	To improve health and the well being of the population.	+
22	To improve and increase accessibility for all people of Harlow to a full range of services, amenities and facilities.	+
23	To provide everybody with the opportunity to live in a decent home.	+
24	To ensure high and stable levels of employment.	0
25	To encouraged economic diversity and enhance the image of the area as a business location	0

+ Compatible	0 Neutral	? Uncertain	- Not - Compatible
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6.0 PLAN ISSUES AND OPTIONS

SEA DIRECTIVES

Prediction of effects involves:

- Identifying the changes of the environmental baseline, which are predicted to arise from the plan or programme, including alternative. The predicted effects of alternatives can be compared with each other, or with 'no plan or programme' and or 'business as usual' scenarios where these exist, and against the SEA objectives.

- Describing these changes in terms of their magnitude, their geographical scale, the time period over which they will occur, whether they are permanent or temporary, positive or negative, probable or improbable, frequent or rare, and whether or not there are secondary, cumulative and/or synergistic effects (5.B.1)

6.1 Main strategic options considered

Planning Policy Statement 12 (PPS12): Local Development Frameworks (September, 2004) advises that there is no requirement for the preparation of "preferred options" for a SPD. However, the latest guidance on Sustainability Appraisals suggests that "reasonable alternatives" to the SPD should be considered, and that as a minimum, we should consider the "SPD" and "no SPD" options. The purpose of assessing alternative options is to compare the sustainability impacts of alternative ways of addressing the same issue and determine which option is likely to be most sustainable.

Option 1: Business As Usual (implementing the adopted Harlow Local Plan without published detailed guidance)

Option 2: SPD Option. (Provide additional planning guidance on open space, sport and recreation provision by means of a Supplementary Planning Document)

6.2 Assessing Options for the SPD

The Sustainability Appraisal Matrices (Table 3) summarise the results of the Sustainability Appraisal and provide an overview of how the two options of 'Business As Usual' or 'SPD Option' on 'Open Space, Sport and Recreation' have been compared by assessing them against the 25 sustainability objectives. The likely effects have been recorded as being ++ Very Compatible, + Compatible, 0 Neutral, ? Uncertain or - Potential Conflict.

6.3 Sustainability Implications and Recommendations of the Options

Business as Usual

Relying on the existing national, regional, and county planning policy and on the Local Plan is not anticipated to have an adverse effect on any of the SA Objectives. However, the positive effects will be limited in some cases, such as SA Objectives (3,6,10,12,16,18,19,21,22) than if the SPD were provided. The Local Plan policies alone will not generate any major positive effects and contribute less to the sustainability objectives than the SPD.

SPD Option

Providing the supplementary guidance is not anticipated to have an adverse effect on any of the Sustainability Objectives. The SPD does however generate a number of major positive effects, with a number of the SA objective (1,2,3,6,10,12,15,16,18,19,21,22,23). The production of an SPD to supplement the Local Plan Policies is considered to be the more sustainable option. In the light of the SPD's requirement to negotiate contributions on a residential schemes, no formal assessment was made, as the amounts set in the SPD are based on a realistic figures of what is required to meet the open space, sport and recreation needs created by new development. Any other amounts would be entirely illogical and therefore not a reasonable alternative to the figures chosen.

Conclusion

The Local Plan is a strategic policy document; there is a limit to the level of detail that can be included within it. Whilst it would be possible to continue to apply the Local Plan policies as they stand, we believe that in this case it will not provide a clear policy framework against which planning applications may be considered. Experience has shown that there is a clear need for further guidance on how the Local Plan policies will be applied. The most efficient and effective way of providing this guidance is to prepare a SPD.

The Open Space, Sport and Recreation SPD (June, 2007) will provide further guidance on the implementation of the Council's Open Space, Sport and Recreation policies. As such, it is considered more likely to create enhanced facilities than existing policy alone. Omitting the SPD would provide much less certainty in terms of the type and sizes of facilities that should be provided; the circumstances in which on-site or off-site provision could be favoured and contribution/ maintenance cost required.

Table 3: APPRAISAL OF ALTERNATIVE OPTIONS			
	SUSTAINABILITY OBJECTIVES (ADOPTED BY HARLOW COUNCIL IN JULY 2006)	Option 1: No SPD	Option 2: SPD Option
1	To conserve and enhance biodiversity in the District	?	+
2	To protect and enhance the natural landscape and townscape character, including historical and cultural heritage features.	?	+
3	To reduce vulnerability to the effects of climate change.	+	++
4	To maintain and enhance the integrity of river corridors and floodplains and reduce fluvial flood risk.	+	+
5	To reduce surface water flooding.	0	0
6	To enhance air quality and safeguard the urban and natural environment against air pollution.	+	+
7	To safeguard, and where possible, minimise the effects of noise pollution on the urban and natural environment.	0	0
8	To safeguard and where possible minimise source light pollution in the urban and natural environment.	0	0
9	To maintain soil quality and reduce the amount of contaminated soil.	0	0
10	To encourage more sustainable forms of transport to reduce the environmental impact.	+	++
11	To increase energy efficiency and use of energy from renewable sources.	0	0
12	To improve efficiency in land use through the re-use of previously developed land and existing buildings.	+	++
13	To minimise waste and consumption of resources and promote sustainable waste management.	0	0
14	To improve efficiency the river and groundwater quality, and to promote the sustainable use of water resources.	0	0
15	To achieve a safe and hospitable environment with reduced levels of crime and fear of crime.	?	+
16	To promote high quality spaces, places and buildings and ensure that good design principles are practised for all forms of development.	?	+
17	To sustain and enhance the vitality and viability of the existing town centre, neighbourhood centres and hatches.	0	0

18	To provide and enhance opportunities for access to, and recreation in, the District's open space and green wedges, the Stort Valley and surrounding countryside within Harlow.	+	++
19	To reduce poverty and social exclusion.	+	++
20	To raise educational attainment, skills and training opportunities for all.	0	0
21	To improve health and the well being of the population.	+	+
22	To improve and increase accessibility for all people of Harlow to a full range of services, amenities and facilities.	+	++
23	To provide everybody with the opportunity to live in a decent home.	? /+	? / +
24	To ensure high and stable levels of employment.	0	0
25	To encouraged economic diversity and enhance the image of the area as a business location	0	0

KEY:

++ Very Compatible	+ Compatible	0 Neutral	? Uncertain	- Potential Conflict
<p><u>Conclusion</u> <i>The above comparison of the two alternative options demonstrates that Option 2 "Provide additional planning guidance on open space, Sport and recreation provision in the Council by means of a SPD", will strengthen the existing Local Plan policies and will therefore increase the likelihood of ensuring adequate and sustainable recreation open space provision across the District than the Local Plan policies alone. The SPD option provides benefits for a number of Sustainability Objectives.</i></p>				

7.0 PLAN POLICIES

7.1 Significant Social, Environmental and Economic effects of the ‘Saved’ Open Space, Sport and Recreation Policies.

The ODPM’s guidance states that ‘where the SPD has been prepared on the basis of a DPD or saved plan, policy or policies which have not been subject to SA, then the authority will need to carry out a SA of that policy or policies and report on those¹. It goes on to state, however, that ‘it is not necessary for a SA of a SPD to document the significant effects of the ...saved plan as a whole or of alternatives to the saved policy.’²

Because this SPD has been prepared on the basis of ‘saved’ Local Plan policies, which have not been subject to a SEA under the requirements of the SEA Directive or an SA under the Planning and Compulsory Purchase Act 2004, the policies have been appraised against the 25 SA objectives to comply with this advice. As the policies are ‘saved’ and have already been adopted by the Council, there is no requirement to make recommendations for change. However, the SA does need to set out the likely significant social, environmental and economic effects of Local Plan Policies, which the SPD is helping to implement.

The appraisal of the Local Plan Policies *L1, L2, L9, L11, L12, L13, L14, IMP 1, NE1, NE 8 and NE 11* is presented in Appendix 1. The effects have been expressed in terms of ‘+ positive, ? uncertain, 0 zero, and - negative effects’,. The effect was then assessed in terms of longevity (i.e. short, medium or long term). Other factors relating to the justification are included in the final right hand side column.

7.2 Significant Social, Environmental and Economic effects of the ‘Preferred Option’ (Open space, Sport and Recreation SPD)

It is appropriate to appraise the sustainability of the preferred option in detail, to analyse any adverse effects that are seen to be likely, and where appropriate, identify what mitigation measures may be required to prevent and reduce or offset these effects. Ways of maximising the beneficial effects of the preferred option should also be considered.

Appendix 1 shows the results of the effects of the preferred option, as it is assessed against SA Objectives. The likely effects are recorded as having ‘+ positive, ? uncertain, 0 zero or - negative effects’. The effect was then assessed in terms of longevity (i.e. short, medium or long term). Other factors relating to the justification are included in the final right hand side column. Where a need for change to ensure sustainability was identified (for the SPD only), the reasoning and a recommendation were included.

The findings of this assessment will identify the changes to incorporate sustainability and recommendations for modification of the SPD. Conclusions on the overall sustainability effect of the preferred option should be documented, including the likelihood of effects occurring, and the scale and nature of the impacts predicted.

¹ Paragraph 4.1.6 ‘Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents’ (November 2005) ODPM

² Paragraph 4.1.11

In summary, the assessment demonstrates that the Preferred Option has either positive or zero effects in terms of achieving the sustainability objectives. Objectives 23 'To provide everyone with the opportunity to live in a decent home' showed both positive and possible negative effects with the Preferred Option, depending on the viewpoint taken. For example, land used for open space, sport and recreation could alternatively be used for housing, including affordable housing, so open space requirements could be seen to limit housing supply. On the other hand, objective 23 includes the notion of good quality housing, which no doubt includes a pleasant setting including good quality open spaces.

The appraisal also revealed that there is a lack of emphasis throughout the SPD to adopt appropriate design principles that would positively contribute to the provision of good quality open space, sport and recreational facilities throughout the district. Certain sustainability objectives will inevitably be impacted upon which may require mitigation in the draft SPD before it goes out to the community for public comment.

Cumulative, Secondary and Synergistic Effects

In addition to the direct impacts of the plan, it is also important to consider secondary, cumulative or synergistic effects of the SPD.

Secondary effects occur where there are a number of effects which are not a direct result of the plan but occur away from the original effect or as a result of a complex pathway.

Cumulative effects occur where several developments each have an insignificant effect but together have a significant effect.

Synergistic effects occur where effects interact to produce a total effect greater than the sum of the individual effects

TABLE 4- OPEN SPACE, SPORT AND RECREATION SPD			
Type of Impact	Receptor	Cause	Effect
Cumulative	Population & Health / Community wide (existing and new)	Provision and maintenance of open spaces, sport and recreation facilities	+ The availability of open space, sport and recreation facilities will improve health of residents of the District, increased access to a range of facilities for a variety of age groups, reduce social exclusion through the provision of a range of facilities throughout the District, the conservation of the countryside, and the opportunity to reduce the need to travel by ensuring open space, sports and recreation facilities are 'conveniently' located.
Secondary	Developers, Local Communities	Planning Obligation	- The cost of providing open space and recreation facilities with costs associated with maintenance may discourage developers. Alternatively developers may decide to develop below the threshold or develop in smaller phases to avoid the cost.
	Disabled group, Biodiversity, landscape character, Local Communities	No design consideration	- The SPD does not include any reference to design of spaces or any potential requirements to go towards design of spaces. By not referring to the basic design standards on open space, sport and recreation, certain sustainability objectives will inevitably be impacted e.g. (accessibility for the disabled, safety, heritage, biodiversity etc)
Synergistic	None Identified	None Identified	- None Identified

7.3 Proposed Mitigation Measures

Table 4 includes recommendations for mitigating the problems through the sustainability appraisal. This generally involves the inclusion of additional text within the draft SPD to ensure that Open Space, Sport and Recreation facilities provided in the District is sustainable.

Below are the proposed texts to be inserted into the Open Space, Sport and Recreation SPD:

Appendix 3: Constructions and Design Standards

A design statement for open space, sport and recreation facilities will be required. All facilities will be required to conform to the general design standards set out in the references listed in appendix 5. These include guidance on the design of LEAPs and NEAPs, which may be found in the National Playing Field Association Document "The Six Acre Standard 2001"; Sport/ Recreation provision which may be found in Sport England's design guidelines etc. Other guidelines cover issues such as:

Biodiversity:

Developers will be expected to take every opportunity to retain and enhance features of wildlife, nature conservation importance and the maintenance and enhancement of biodiversity within Harlow, both within the designated wildlife sites and, more generally, in green spaces linking differing habitat.

Access for people with disabilities

There is a wide range of disabilities and they must all be taken into account when considering the design of open space, recreation and sports facilities. A Design and Access statements should support and accompany planning application in liaison with disabled transport providers.

Community Safety

The safety of people and the security of property can be enhanced by good design. Every design and layout of open space, sport and recreation facilities must take account of any community safety issues, and avoid creating potential opportunities for crime and vandalism such as areas that are unobserved, poorly lit or under-utilised, which can feel threatening to users and attract anti-social behaviour. All design submissions should demonstrate how community safety and crime prevention measures have been considered in line with 'secure by design' standards.

Appendix 5: USEFUL REFERENCES (DESIGN STANDARDS)

The Department for Communities and Local Government (DCLG). Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation. 24 July 2002.
<http://www.communities.gov.uk/index.asp?id=1144067>

Assessing needs and opportunities: Planning Policy Guidance 17 companion guide September, 2002.
<http://www.communities.gov.uk/index.asp?id=1144068>

The Department for Communities and Local Government (DCLG). Circular July, 2005. Planning Obligations.
http://www.communities.gov.uk/pub/320/Circular0505PlanningObligationsPDF149Kb_id1144320.pdf

The Department for Communities and Local Government (DCLG). How to Guide: Parks and Open Spaces, ODPM, 2005.
http://www.cleanersafergreener.gov.uk/images/How%20To%20Parks%20&%20Open%20Spaces_241.pdf

Draft Harlow Green Spaces Strategy, January, 2007

A Green Infrastructure Plan for the Harlow Area, November, 2005

National Playing Fields Association. Six Acre Standard 2001

Space for People: Targeting action for woodland access
<http://www.woodland-trust.org.uk/publications/publicationsmore/spaceforpeople.pdf>

Sport England, April, 2007 Design Guidelines.
www.sportengland.org.uk/facilities_guidance

Sport England Design Guidance Note: Access for Disabled People, 2002
<http://www.sportengland.org/disabled.pdf>

BS EN 1176 Playground Equipment Parts 1-7

BS EN 1177 Impact Absorbing Playground Surfacing, Safety Requirements and Test Methods (used in conjunction with BS 7188)

PAS 30 Multi-Games Facilities; PAS 35 Wheeled Facilities

NPFA: Can Play, Will Play Playgrounds for Disabled Children
http://www.playing=fields.com/pdfs/outdoor_playgrounds_0804.pdf

Town and Country Planning Association (TCPA): Biodiversity by Design, 2004
<http://tcpa.org.uk/projects.htm#design>

English Nature. www.english-nature.org.uk

Football Foundation Organisation
<http://www.footballfoundation.org.uk/seeking-funding/capitalprojects/guidance-andadvice>

Secured by Design. 'Designing out Crime' <http://www.securedbydesign.com/>

CABE, 2005, Start with the Park

8.0 IMPLEMENTATION AND MONITORING

8.1 Links to other tiers of plans and programmes and the project level (EIA, design guidance etc)

The guidance within the SPD links to, and is consistent with, the requirements of national, regional and district level planning policies especially PPG17- Planning for Open Space, Sport and Recreation. The Open Space, Sport and Recreation SPD forms part of the Local Development Framework for Harlow and is tied to, and supplements, 'saved' policies L1, L2, L9, L11, L12, L13, L14, IMP 1, NE 7, NE 8 and NE 10 of the Replacement Harlow Local Plan (Adopted July 2006).

TABLE 5: Monitoring the Supplementary Planning Document		
SA OBJECTIVE (PROPOSED)	INDICATOR	TARGET
2. To protect or enhance the natural landscape and townscape character, including historical and cultural heritage features	Number and total area of conservation areas, principle parks and open spaces.	
4. To maintain and enhance the integrity of river corridors and floodplains and reduce fluvial flood risk.	Property at risk from flooding	
16. To provide and enhance opportunities for access to, and recreation in the District's open space and green wedges.	Area of open space per 1000 head of population.	PPG 17 target
	People's satisfaction with Harlow's open spaces.	• 85% of people satisfied with the parks and open spaces by 2006/07 (BVPI target)
	Area of green belt lost to development.	
20. To improve and increase accessibility for all the people of Harlow to a full range of services, amenities and facilities.	Satisfaction of people with recreational, leisure and cultural services provided by Harlow Council.	% Satisfaction by 06/07: • Sports/leisure facilities 70%

8.2 Proposals for Monitoring

Monitoring the significant sustainability effects of implementing the SPD is an important ongoing stage of the SA process. The sustainability effects of implementing the plan will be monitored to identify unforeseen adverse effects and to enable remedial action to be taken. This will form part of wider monitoring work for the LDF and will be addressed in the Annual Monitoring Review which must be completed by the end of each calendar year. In doing so, key sustainability indicators from the SA framework will be used in order to meet the requirements for SA monitoring (See Table 6 below).

The development contributions payable will also be reviewed on an annual basis to take account of changing circumstances, including fluctuations in costs and interest rates.

Appendix 1: APPRAISAL OF THE 'SAVED' OPEN SPACE, SPORT AND RECREATION POLICIES.

ENVIRONMENT				
Sustainability Objective 1: To conserve and enhance biodiversity in the District				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	?/0	?/0	?/0	The implementation of these policies has the potential to contribute to a bio-diversity but the impact is uncertain. This will depend on the implementation of this policy with others in the plan and how this particular policy is applied through the development control process.
L2: Open Space and Playground/ Play areas	?/0	?/0	?/0	
L9: Local Recreation Provision	?	?	?	
L11: Water Based Recreation	+/?	+/?	+/?	Water based recreation (rivers, canals) are natural habitat sites and are therefore likely to have a positive impact on biodiversity.
L12: Allotments	+	+	+	The policy will help to ensure allotment lands are retained with the creation of wildlife habitats where appropriate.
L13: Public right of ways	0	0	0	Not applicable
L14: Joint Provision and Dual Use	?	?	?	The impact is uncertain. The implementation of this policy has the potential to contribute to a bio-diversity but the impact is uncertain. This will depend on the implementation of this policy with others in the plan and how this particular policy is applied through the development control process.
IMP 1: Planning Obligation	?/+	?/+	?/+	Contribution can be used to improve and protect areas with biodiversity.
NE 1: Green Wedges				This policy will have a positive impact on biodiversity
NE 8: Internal Open Space	+	+	+	The impact is uncertain. This will depend on the implementation of this policy with others in the plan and how this particular policy is applied through the development control process
NE 11: Accessible Natural Green Space	?	?	?	A well managed and easily accessible natural green space with secure areas for wildlife and managed to encourage flora and fauna will have a positive impact on biodiversity

Sustainability Objective 2: To protect and enhance the natural landscape and townscape character, including historical and cultural heritage features.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
LI: Play Fields	?/0	?/0	?/0	The policy makes no reference to conserving natural landscape and townscape character.
L2: Open Space and Playground/ Play areas	?/0	?/0	?/0	
L9: Local Recreation Provision	?/0	?/0	?/0	
L11: Water Based Recreation	?/0	?/0	?/0	
L12: Allotments	?/0	?/0	?/0	
L13: Public right of ways	?/0	?/0	?/0	
L14: Joint Provision and Dual Use	?/0	?/0	?/0	
IMP 1: Planning Obligation	?/0	?/0	?/0	
NE 1: Green Wedges	?/0	?/0	?/0	
NE 8: Internal Open Space	?/0	?/0	?/0	
NE 11: Accessible Natural Green Space	0	0	0	
Sustainability Objective 3: To reduce vulnerability to the effects of climate change.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
LI: Play Fields	+	+	+	Meeting open space, sport and recreation needs on site or in the vicinity and improving accessibility to these facilities reduces the need to travel by car (reduces the impact of emissions).
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	
L11: Water Based Recreation	+	+	+	
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE 1: Green Wedges	+	+	+	

NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	
Sustainability Objective 4: To maintain and enhance the integrity of river corridors and floodplains and reduce fluvial flood risk.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	0	0	0	Not applicable
L2: Open Space and Playground/ Play areas	0	0	0	Not applicable
L9: Local Recreation Provision	0	0	0	Not applicable
L11: Water Based Recreation	+/-	+/-	+/-	The policy states that particular encouragement is given to the improvement, maintenance and inclusive accessibility of river/canal side walkways. The policy therefore helps maintain and enhance the integrity of river corridors.
L12: Allotments	0	0	0	Not applicable
L13: Public right of ways	0	0	0	Not applicable
L14: Joint Provision and Dual Use	0	0	0	Not applicable
IMP 1: Planning Obligation	0	0	0	Not applicable
NE 1: Green Wedges	0	0	0	Not applicable
NE 8: Internal Open Space	0	0	0	Not applicable
NE 11: Accessible Natural Green Space	0	0	0	Not applicable
Sustainability Objective 5: To reduce surface water flooding.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	0	0	0	Not applicable
L2: Open Space and Playground/ Play areas	+	+	+	This policy has the potential to reduce surface water run-off.
L9: Local Recreation Provision	0	0	0	Not applicable
L11: Water Based Recreation	0	0	0	Not applicable

L12: Allotments	0	0	0	Not applicable
L13: Public right of ways	0	0	0	Not applicable
L14: Joint Provision and Dual Use	0	0	0	Not applicable
IMP 1: Planning Obligation	+	+	+	Contribution can help reduce/ protect areas that have flood risk
NE 1: Green wedges	+	+	+	This policy has the potential to reduce surface water run-off.
NE 8: Internal Open Space	+	+	+	This policy has the potential to reduce surface water run-off.
NE 11: Accessible Natural Green Space	+	+	+	Natural green spaces help reduce surface water run-off.
Sustainability Objective 6: To enhance air quality and safeguard the urban and natural environment against air pollution.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	+	+	+	Meeting open space, sport and recreation needs on site or in the vicinity and improving accessibility to these facilities reduces the need to travel by car (reduces the impact of emissions).
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	
L11: Water Based Recreation	+	+	+	
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE 1: Green Wedges	+	+	+	
NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	
Sustainability Objective 10: To encourage more sustainable forms of transport to reduce the environmental impact.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	+	+	+	The policies aims to reduce the distance between residents and facilities. The policy also helps to lead to the creation of a more balanced network of open space across the district, which should
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	

L11: Water Based Recreation	+	+	+	thereby encourage the use of more sustainable mode of travel
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE2: Green wedges	+	+	+	
NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	

SOCIAL				
Sustainability Objective 15: To achieve a safe and hospitable environment with reduced levels of crime and fear of crime.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	?	?	?	The policies do not address crime or security issues on open space, sport recreation provision nor does it include detail on how crime may be 'designed' out of facilities.
L2: Open Space and Playground/ Play areas	?	?	?	
L9: Local Recreation Provision	?	?	?	
L11: Water Based Recreation	?	?	?	
L12: Allotments	?	?	?	
L13: Public right of ways	?	?	?	
L14: Joint Provision and Dual Use	?	?	?	
IMP 1: Planning Obligation	?	?	?	
NE 1: Green wedges	?	?	?	
NE 8: Internal Open Space	?	?	?	
NE 11: Accessible Natural Green Space	?	?	?	
Sustainability Objective 16: To promote high quality spaces, places and buildings and ensure that good design principles are practised for all forms of development.				
Policy	Assessment of Effects			Comments

	Short term	Medium Term	Long Term	
L1: Play Fields	+	+	+	Good quality open space, sport and recreational spaces contribute to the quality of the built environment in the area surrounding that site and across the District.
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	
L11: Water Based Recreation	+	+	+	
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE 1: Green Wedges	+	+	+	
NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	
Sustainability Objective 18: To provide and enhance opportunities for access to, and recreation in, the District's open space and green wedges, the Stort Valley and surrounding countryside within Harlow.				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	+	+	+	The policies will have a direct and positive impact on the creation/ improvement of open space, sport and recreation facilities across the district.
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	
L11: Water Based Recreation	+	+	+	
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE 1: Green Wedges	+	+	+	
NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	

Sustainability Objective 19: To reduce poverty and social exclusion				
Policy	Assessment of Effects			Comments
	Short term	Medium Term	Long Term	
L1: Play Fields	+	+	+	The policy aims to provide everyone in the district access to open space, sport and recreation facilities therefore reducing social exclusion.
L2: Open Space and Playground/ Play areas	+	+	+	
L9: Local Recreation Provision	+	+	+	
L11: Water Based Recreation	+	+	+	
L12: Allotments	+	+	+	
L13: Public right of ways	+	+	+	
L14: Joint Provision and Dual Use	+	+	+	
IMP 1: Planning Obligation	+	+	+	
NE 1: Green wedges	+	+	+	
NE 8: Internal Open Space	+	+	+	
NE 11: Accessible Natural Green Space	+	+	+	

Appendix 2: APPRAISAL OF THE PREFERRED OPTION (OPEN SPACE, SPORT AND RECREATION SPD)

Sustainability Objectives (taken from HDC Scoping Report October 2006)	Does the SPD affect the implementation of the objective?	Assessment of effect if Draft SPD are <u>not</u> modified			Justification for assessment noting:
		Short Term	Medium Term	Long Term	*Geographical scale: All Harlow Dwellings
					*Whether temporary or permanent: Permanent where applicable
					*Secondary, Cumulative or Synergistic Effects: Cumulative
					> Recommendations for mitigation / improvement
Environment					
1 To conserve and enhance biodiversity in the District.	Uncertain Effect	?	?	?	<p>The impact is uncertain. Increasing/improving open space provision can create habitats and have a positive impact on biodiversity, but the objective of meeting the open space needs of humans could compromise biodiversity if implemented without the needs of other species in mind.</p> <p>Recommendation: In providing, retaining and improving access for all to open space, sport and recreation facilities, care will need to be taken to ensure that the biodiversity of these areas is not adversely affected. However, it should be possible to mitigate against any possible adverse impacts, on a case by case basis.</p>
2 To protect and enhance the natural landscape and townscape character, including historical and cultural heritage features.	Uncertain Effect	?	?	?	<p>Currently, the SPD does not contain any additional guidance on open space. Sport and recreation facilities keeping with the character and sympathetic to landscape, townscape and cultural heritage of the District.</p> <p>Recommendations: The SPD could seek to incorporate, where possible, enhancement of cultural heritage features</p>

					within recreation open space.	
3	To reduce vulnerability to the effects of climate change.	Positive Effect	+	+	+	<p>Developers will be expected to provide open space, sport and recreation facilities on-site or in the vicinity which reduces the need to travel. This encourages a more sustainable means of travel (reduce carbon emission). Increased open space around the district means increased planting, which reduces the impact of emission.</p> <p>Recommendations: No Change</p>
4	To maintain and enhance the integrity of river corridors and floodplains and reduce fluvial flood risk.	Positive or Negative effect	+/-	+/-	+/-	<p>This might help maintain and enhance the integrity of river corridors. On the other hand, additional recreation and other development affecting the river may result in decrease in water quality.</p> <p>Recommendation: Mitigation measure will need to be put in place to safeguard and suitable management of the water resource.</p>
5	To reduce surface water flooding.	Zero Effect	0	0	0	Not applicable to the SPD
6	To enhance air quality and safeguard the urban and natural environment against air pollution.	Positive Effect	+	+	+	<p>The provision of open space in new residential development is likely to have a positive impact in terms of air quality.</p> <p>Recommendations: No Change</p>
7	To safeguard, and where possible, minimise the effects of noise pollution on the urban and natural environment.	Zero Effect	0	0	0	Not applicable to the SPD

8	To safeguard and where possible minimise source light pollution in the urban and natural environment.	Zero Effect	0	0	0	Not applicable to the SPD
9	To maintain soil quality and reduce the amount of contaminated soil.	Zero Effect	0	0	0	Not applicable to the SPD
10	To encourage more sustainable forms of transport to reduce the environmental impact.	Positive Effect	+	+	+	<p>Developers will be expected to provide open space and recreation facilities on-site or in the vicinity which reduces the need to travel. The SPD enhances the requirements for improvements to pedestrian and cycle routes to link open space, sport and recreation facilities to residential areas and to improve accessibility, which encourages the use of more sustainable means of transport (Cycling, walking).</p> <p>Recommendations: No Change</p>
11	To increase energy efficiency and use of energy from renewable sources.	Zero Effect	0	0	0	Not applicable to the SPD
12	To improve efficiency in land use through the re-use of previously developed land and existing buildings.	Positive Effect	+	+	+	<p>The SPD seeks to encourage the provision of open space, sport and recreational facilities within close proximity of the new development. This will result in the more efficient use of previously developed land.</p> <p>Recommendations: No Change</p>
13	To minimise waste and consumption of resources and promote sustainable waste management.	Zero Effect	0	0	0	Not applicable to the SPD
14	To improve the river and groundwater quality, and to promote the sustainable use of	Zero Effect	0	0	0	Not applicable to the SPD

	water resources.					
<i>Social</i>						
15	To achieve a safe and hospitable environment with reduced levels of crime and fear of crime.	Uncertain Effect	?	?	?	<p>The SPD does not specifically address crime, or provide for measures to design out crime.</p> <p>Recommendations: The SPD has the opportunity to provide guidance to ensure people are safe in open space, sport and recreation facilities where they are more exposed to crime. It is important that open space, sport and recreation facilities are designed effectively. The design measures that may be considered for adoption may include the implementation of clear lines of sight, open vistas and good quality lighting.</p>
16	To promote high quality spaces, places and buildings and ensure that good design principles are practised for all forms of development.	Positive Effect	+	+	+	<p>Good quality open space, sport and recreational spaces contribute to the quality of the built environment in the area surrounding that site and across the District.</p> <p>Recommendations: No Change</p>
17	To sustain and enhance the vitality and viability of the existing town centre, neighbourhood centres and hatches.	Zero Effect	0	0	0	Not applicable to the SPD
18	To provide and enhance opportunities for access to, and recreation in, the District's open space and green wedges, the Stort Valley and surrounding countryside within Harlow.	Positive Effect	+	+	+	<p>The SPD seeks to secure opportunities for the utilisation of open space, sport and recreational facilities through providing quantity of open space, sport or recreational facilities relevant to community need and population size. The SPD seeks the improvements to pedestrian and cycle routes to link open space, sport and recreational to residential areas to improve accessibility. The SPD then again makes no reference to accessibility for disabled</p>

					people Recommendations: The SPD could seek to incorporate, where possible, accessibility for disabled people to open space, sport and recreation facilities.	
19	To reduce poverty and social exclusion.	Positive Effect	+	+	+	The objective of the SPD is to ensure everyone has access to open space, sport and recreation facilities therefore reducing social exclusion. The SPD then again makes no reference to accessibility for disabled people Recommendations: The SPD could seek to incorporate, where possible, accessibility for disabled people to o The SPD could seek to incorporate, where possible, accessibility for disabled people to open space, sport and recreation facilities.
20	To raise educational attainment, skills and training opportunities for all.	Zero Effect	0	0	0	Not applicable to the SPD
21	To improve health and the well being of the population.	Positive Effect	+	+	+	The SPD expands on the types of facilities provided in various locations in the District e.g. sports pitches and other recreation facilities. Which in turn will help to increase the opportunities available for people to engage in healthy activities having a positive impact on standards of health Recommendations: No Change
22	To improve and increase accessibility for all people of Harlow to a full range of services, amenities and facilities.	Positive Effect	+	+	+	The SPD clarifies the provision of open space, sport and recreation facilities in the District, and seeks to improve pedestrian and cycle routes to link recreation open space areas to residential areas improving accessibility. Recommendations: The SPD could be enhanced by providing guidance on accessibility considerations for

						recreation, sport and open space with regard to those with disabilities
23	To provide everybody with the opportunity to live in a decent home.	Positive Effect				It depends on implementation and the balance between open space provision and needs for new housing. This is always going to a potential clash in policies and sustainability because of the extremely high pressure upon land in urban environment Recommendations: No Change
Economy						
24	To ensure high and stable levels of employment.	Zero Effect	0	0	0	Not applicable to the SPD
25	To encourage economic diversity and enhance the image of the area as a business location	Zero Effect	0	0	0	Not applicable to the SPD
KEY: + positive effect ? uncertain effect 0 zero effect - negative effect						
<u>CONCLUSION</u>						
<p><i>The overall conclusion is that the Supplementary Planning Document contributes significantly towards social objectives with no economic links. The environmental objectives were more difficult to assess without knowing where the new sites would be or mitigation measures but overall it scored positively in some environmental terms as it provides enhancements and improvements to currently existing and improved accessibility to recreation, sport and open space. Overall the draft SPD has a positive impact by encouraging the provision, maintenance and management of open spaces, sport and recreational facilities in the District.</i></p>						