Metropolitan Borough of Wirral

WIRRAL METROPOLITAN BOROUGH COUNCIL

LOCAL DEVELOPMENT FRAMEWORK FOR WIRRAL

SUPPLEMENTARY PLANNING DOCUMENT

HOT FOOD TAKEAWAYS, RESTAURANTS, CAFES AND DRINKING ESTABLISHMENTS

FINAL SUSTAINABILITY APPRAISAL REPORT

AUGUST 2006

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1 INTRODUCTION

- 1.1 This Sustainability Appraisal Report has been prepared alongside the proposed Supplementary Planning Document Hot Food Takeaways, Restaurants, Cafes and Drinking Establishments, in compliance with Section 19 of the Planning and Compulsory Purchase Act 2005.
- 1.2 Sustainability appraisal is a process designed to analyse and review how a policy document is likely to affect social, economic and environmental objectives.
- 1.3 The purpose of this appraisal is to:
 - identify the potential social, economic and environmental effects of the proposed Supplementary Planning Document;
 - check whether the proposed Supplementary Planning Document will meet the objectives of sustainable development; and
 - to identify areas for improvement and to ensure, if appropriate, that measures are taken to revise the Supplementary Planning Document, to better promote sustainable development.
- 1.4 Section 2 of this Report details the methodology used in the appraisal. Section 3 sets out the policy background, Section 4 outline the options that were appraised and Section 5 and 6 summarise the key findings and conclusions of the Report. Section 7 sets out the arrangements for public involvement.

2 METHODOLOGY

Scope of Appraisal

- 2.1 The Sustainability Appraisal Report has been prepared in accordance with the Council's draft Sustainability Appraisal Framework, which was published for public consultation during August 2005.
- 2.2 The draft Sustainability Appraisal Framework sets out 25 local objectives for sustainable development (see appendix 2). These are linked to decision making criteria and indicators, and a brief review of the available baseline information.
- 2.3 The local objectives for sustainable development take account of the UK Strategy for Sustainable Development and other relevant strategies and are designed to reflect a broad range of local issues grouped under the following headings:

- Social Inclusion;
- Economic Growth;
- Environmental Protection;
- Natural Resources; and
- Quality of Life.
- 2.4 The draft Sustainability Appraisal Framework is intended to provide a common basis for testing the performance of the Development Plan Documents and Supplementary Planning Documents that will form part of the Local Development Framework for Wirral.

Scoring System

- 2.5 A matrix has been used to assess the ability of the proposed Supplementary Planning Document to meet the local objectives for sustainable development.
- 2.6 Six values have been used in the scoring system for the sustainability appraisal. The contribution that the proposed Supplementary Planning Document will make towards the achievement of each local objective for sustainable development has been awarded a score between "++" to "xx", "++" having a strongly positive impact and "xx" having a strongly negative impact.
- 2.7 The scoring system allows for instances where there will be no relationship or impact on a particular objective marked "0". It also allows for the identification of instances where the impact will be uncertain marked "?" Details of the system of scoring are shown in Table 1, below.

Key	Value
++	Strongly positive impact
+	Positive impact
0	No impact or relationship
x	Negative impact
xx	Strongly negative impact
?	Uncertain or unknown impact

Table 1 – Scoring System

2.8 The results of the appraisal, including a short summary of the reason for each of the scores, are set out in Appendix 1.

3 POLICY BACKGROUND

3.1 The proposed Supplementary Planning Document must be drawn up in line with:

National planning policies:

- PPS6 Planning for Town Centres (March 2005); and
- PPG24 Planning and Noise (September 1994)

The Regional Spatial Strategy (RPG13, March 2003):

- RSS Policy DP3 Quality in New Development
- RSS Policy EC8 Town Centres, Retail, Leisure and Office Development;

The Unitary Development Plan for Wirral adopted in February 2000:

- UDP Policy SH1 Criteria for Development in Key Town Centres;
- UDP Policy SH2 Criteria for Development in Traditional Suburban Centres;
- UDP Policy SH4 Small Shopping Centres and Parades;
- UDP Policy SH6 Development within Primarily Commercial Areas;
- UDP Policy SH8 Criteria for Shop Fronts; and
- UDP Policy HS15 Non–Residential Uses in Primarily Residential Areas.
- 3.2 The Government's key objective in PPS6 is to promote the vitality and viability of existing centres by encouraging a wide range of services in a good environment accessible to all. Policies for managing the evening economy are expected to consider the scale of leisure development, its cumulative impact on the character and function of the centre, anti-social behaviour and crime and on the amenities of nearby residents. PPG24 expects development plans to give developers and local communities a degree of certainty about the types of development that would be acceptable.

- 3.3 RSS Policies DP3 and EC8 seek to promote good design and the protection and improvement of town and city centres.
- 3.4 The main objectives of UDP Policies SH1, SH2, SH4, SH6 and HS15 are to ensure that the character and function of the area is not adversely affected and that new uses will not cause a nuisance to neighbours.

4 OPTIONS APPRAISED

4.1 As the Supplementary Planning Document will be subsidiary to an already adopted Development Plan and to national planning policies the options available to the Council are already very limited. The following options were considered in the preparatory stages of the Supplementary Planning Document

A: Location, Noise and Disturbance (Section 4)

Option 1 - No change - The Local Planning Authority normally expects hot food take-away establishments to be at least 40 metres away from the main elevation of a dwelling house or building used solely for self contained flats, when measured along the public highway. This may be relaxed where noise and disturbance is not considered to be an issue, for example in locations along a busy main road. Applications for cafes, restaurants and drinking establishments will continue to be determined on their individual merits. The latter approach is used by the Licensing Authority to control licensed premises.

Option 2 - All proposals for Use Classes A3, A4 and A5 treated the same – All restaurants, cafes, drinking establishments and hot food takeaways food take-away establishments should be at least 40 metres away from the main elevation of a dwelling house or building used solely for self contained flats, when measured along the public highway.

Option 3 - Extend the scope of control - In addition to the 40 metre rule, outlined in option 2, hot food take-aways, cafes, restaurants and drinking establishments that would open after 6.30pm on any day should not form more than 20% or as an alternative occupy more than two of the commercial units within 100 metres of the main elevation of a dwelling house or building used solely for self contained flats when measured along the public highway.

B: Pollution and Waste Control (Section 5); Servicing, Parking and Accessibility (Section 6); and Design and Planning Out Crime (Section 7)

Option 1 - No change - Planning applications would continue to be assessed for conformity with relevant UDP Policies alone, without any

additional advice or interpretation. The current dissatisfaction with the practical outcome of this approach since February 2000 would argue strongly against the adoption of this option.

Option 2 - Introduce the Supplementary Planning Document - planning applications would continue to be assessed for conformity with relevant UDP policies alongside the additional advice and interpretation to be provided by the Supplementary Planning Document on the siting and design of hot food takeaways, restaurants, cafes and drinking establishments.

4.2 The sustainability appraisal is restricted to the consideration of sections 4.5, 6 and 7 of the Draft Consultation Document, as these sections form the core of the proposed new planning guidance. Sections 1, 2, 3, 8 and 9 are primarily introductory and contextual in nature.

5 SUMMARY OF FINDINGS

5.1 The findings of the Sustainability Appraisal are set out in Appendix 1.

A: Location, Noise and Disturbance (Section 4)

- 5.2 The findings demonstrate that Option A1, which suggests no change, scores positively on five occasions against the objectives for accessibility of jobs and services, healthy communities, pollution, separation of uses and sustainable travel choices, given the existing controls in the Unitary Development Plan. The impact on the vitality of town centres and traffic intrusion is considered to be uncertain. There is no significant impact against the remaining eighteen local objectives.
- 5.3 By contrast, Option A2, which suggests that all proposals for A3, A4 and A5 Uses should be treated the same, and Option A3, which proposes a package of extended controls, both score strongly positive on two occasions against the objectives for pollution and separation of uses. They both also score positively on a further three occasions against the local objectives for accessibility to jobs and services, healthy communities and sustainable travel choices.
- 5.4 The impact of Option A2 and Option A3 on the vitality of town centres and on traffic intrusion is, however, still considered to be uncertain. There continued to be no significant impact on the remaining eighteen local objectives under either Option.
- 5.5 None of the Options received a negative score against any of the local objectives for sustainable development.

B: Pollution and Waste Control (Section 5); Servicing, Parking and Accessibility (Section 6); and Design and Planning Out Crime (Section 7)

- 5.6 The findings of the appraisal demonstrate that Option B1, which suggests no change, scores positively on seven occasions against the local objectives for healthy communities, pollution, local heritage, local distinctiveness, general attractiveness, sustainable travel choices and crime prevention, given the existing controls within the Unitary Development Plan. The impact on traffic intrusion was considered to be uncertain. There is no significant impact in terms of the remaining seventeen local objectives.
- 5.7 Option B2, which suggests the introduction of additional advice, scores strongly positive on six occasions against the local objectives for healthy communities, pollution, local heritage, local distinctiveness, general attractiveness and crime prevention. Option B2 also scored positively on three occasions against the local objectives for the vitality of town centres, waste and recycling and travel choices. The impact on travel intrusion was still considered to be uncertain. There was no significant impact against the remaining fifteen local objectives.
- 5.8 Neither Option received a negative score against any of the local objectives for sustainable development.

6 CONCLUSIONS

- 6.1 The Sustainability Appraisal demonstrates that the proposed Supplementary Planning Document has the potential to contribute towards meeting the local objectives for sustainable development set out in the Council's draft Sustainability Appraisal Framework.
- 6.2 It particularly demonstrates that the introduction of additional guidance, of the type indicated in the Consultation Document, is capable of making an improved contribution to sustainable development in the implementation of Policy SH1, Policy SH2, Policy SH4, Policy SH6, Policy SH8 and Policy HS15 of the Unitary Development Plan for Wirral.
- 6.3 The potential improvements offered by Option A2 and Option A3 appear small, because the changes proposed related only to location, noise and disturbance. The improvements offered by Option B2 appeared more substantial but the Supplementary Planning Document will still make no significant impact on at least fifteen of the local objectives for sustainable development. This is, however, a reflection of the uses under consideration and their expected location within densely developed existing centres.

6.4 The improved impact on issues such as the control of pollution, the separation of incompatible uses, the protection of local heritage, provision for waste and recycling, improvements to local distinctiveness, general attractiveness and crime prevention is, however, sufficient to justify the production of the proposed Supplementary Planning Document. There were no instances where the suggested content of the proposed Supplementary Planning the local objectives for sustainable development.

7 BACKGROUND DOCUMENTS

Supplementary Planning Document – Hot Food Takeaways, Restaurants, Cafes and Drinking Establishments, Draft Consultation Document (WBC, September 2005) can be viewed at <u>http://www.wirral.gov.uk/ldf/ldfsphft.asp</u>

Draft Sustainability Appraisal for Wirral (WBC, July 2005) can be viewed at <u>www.wirral.gov.uk/ldf/ldfsaf.asp</u>

PPS6 – Planning for Town Centres (ODPM, March 2005) can be viewed at

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/ odpm_plan_036805.pdf

PPG24 – Planning and Noise (ODPM, September 1994) can be viewed at <u>http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_606912.hcsp</u>

Regional Spatial Strategy for the North West (RPG13, March 2003) can be viewed at <u>http://www.go-nw.gov.uk/planning/rpg13.html</u>

Unitary Development Plan for Wirral (WBC, February 2000) can be viewed at <u>www.wirral.gov.uk/udp</u> and at a local libraries

Appendix 1 SA Appraisal	Ap	pendix	1 :	SA	Ap	oraisal
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	Social Inclusion							
Objective	A:	A :	А:	B:	B:	Comments		
	Option 1	Option 2	Option 3	Option 1	Option 2			
Balanced Population	0	0	0	0	0	No significant effect from any option is foreseen		
Multiple Deprivation	0	0	0	0	0	No significant effect from any option is foreseen		
Accessibility of Jobs and Services	+	+	+	0	0	Options A1 and A2 direct food and drink outlets to existing centres which could improve accessibility to jobs and facilities		
Housing Need and Market Renewal	0	0	0	0	0	No significant effect from any option is foreseen		
Healthy Communities	+	+	+	+	++	All options seek to ensure proposals do not cause a nuisance and protect amenity. More detailed guidance would be provided on creating a secure environment under Option B2		

	Economic Growth							
Objective	A:	A :	A:	B:	B:	Comments		
	Option 1	Option 2	Option 3	Option 1	Option 2			
Economic Performance	0	0	0	0	0	No significant effect from any option is foreseen		
Employment Growth	0	0	0	0	0	No significant effect from any option is foreseen		
Worklessness and Income Deprivation	0	0	0	0	0	No significant effect from any option is foreseen		
Vitality of Town Centres	?	?	?	0	+	Options A1, A2 and A3 reduce scope for use of premises near residential property, however, the impact is uncertain. Guidance under Option B2 could improve the quality of development and the attractiveness of a centre.		
High Quality Tourism	0	0	0	0	0	No significant impact from each option is foreseen.		

	Environmental Protection							
Objective	A: A: A: E				B:	Comments		
	Option 1	Option 2	Option 3	Option 1	Option 2			
Biodiversity and Natural Habitats	0	0	0	0	0	No significant impact from the options is foreseen.		
Pollution	+	++	++	+	++	All options seek to ensure proposals do not cause a nuisance and protect amenity. More detailed guidance would be provided on creating a secure environment under Options A2, A3 and B2		
Local Heritage	0	0	0	+	++	Option B1 provides criteria for assessing shop front design. Option B2 is likely to provide more protection to the local heritage through detailed design guidance.		
Separation of Uses	+	++	++	0	0	Provision is made for the protection of amenity under Option A1. Options A2 and A3 would extend this.		
Traffic Intrusion	?	?	?	?	?	Each option aims to provide satisfactory servicing and parking provision. Direction to local centres could encourage travel by means other than by car could assist with the aim to reduce vehicle emissions and congestion. However, the overall impact is unpredictable.		

	Natural Resources							
Objective	A :	A :	A :	B:	B:	Comments		
	Option 1	Option 2	Option 3	Option 1	Option 2			
Previously Developed Land	0	0	0	0	0	No significant impact from the options is foreseen.		
Non- Renewable Energy	0	0	0	0	0	No significant impact from the options is foreseen.		
Water Conservation	0	0	0	0	0	No significant impact from the options is foreseen.		
Waste and Recycling	0	0	0	0	+	No significant effect from options A1, A2, A3 and B1 is foreseen. Waste recycling would be encouraged under option B2.		
Flooding and Hazards	0	0	0	0	0	No significant impact from the options is foreseen.		

	Quality of Life						
Objective	A:	A:	A :	B:	B:	Comments	
	Option 1	Option 2	Option 3	Option 1	Option 2		
Local Distinctiveness	0	0	0	+	++	Existing policy aims to protect the character of an area. Option B2 is likely to provide more protection to the local distinctiveness through detailed guidance.	
General Attractiveness	0	0	0	+	++	Existing policy aims to protect the character of an area. Option B2 is more to promote better design, which would protect or improve the appearance of the area through detailed guidance.	
Culture, Sport and Leisure	0	0	0	0	0	No significant impact from both options is foreseen.	
Sustainable Travel Choices	+	+	+	+	+	The options either direct development to sustainable locations or promote access by a choice of means of transport.	
Crime Prevention	0	0	0	+	++	Existing policy promotes the creation of a secure environment. Option B2 would provide more detailed guidance on crime prevention.	

Appendix 2 SA Objectives, Decision Criteria and Indicators

SOCIAL INCLUSION		
Objective	Decision Criteria	Indicator
To promote a balanced population structure	 will the policy or proposal retain and promote factors conducive to social regeneration will the policy or proposal provide for jobs, services and facilities that will attract and retain the working age population 	 Population change and structure Population forecasts Migration rates
To reduce the incidence of multiple deprivation	 will the policy or proposal provide for a service or facility that will address an identified local deficiency or inequality will the policy or proposal include measures to improve economic, social and environmental conditions in areas of greatest need will the policy or proposal assist in closing the gap between standards of living and opportunity 	 Indices of Multiple Deprivation Population by socio-economic grouping Educational attainment
To promote the accessibility of services and facilities to all sectors of society	 will the policy or proposal improve access to modern health and social care services will the policy or proposal provide a service or facility that will address an identified local deficiency 	 Population within easy walking distance of key local services Population within easy walking distance of a bus stop or railway station Proportion of jobs and services within easy

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	 will the policy or proposal provide for access for people with restricted mobility will the policy or proposal promote affordable transport links to areas of greatest need
To meet identified local housing needs and promote housing market renewal	 will the policy or proposal provide for development that will meet an identified local housing need will the policy or proposal support the provision of modern affordable housing in areas of greatest need will the policy or proposal support the promotion of housing market renewal will the policy or proposal assist in reducing the number of unfit and vacant properties
To promote inclusive, healthy communities	 will the policy or proposal promote healthy lifestyles will the policy or proposal protect or improve public health and safety will the policy or proposal assist in addressing health inequalities will the policy or proposal make appropriate provision for the needs of vulnerable people Life expectancy Mortality by main cause (Standardised Mortality Ratios) Other local health indicators (to be agreed)

ECONOMIC GROWT	Н	
Objective	Decision Criteria	Indicator
To promote improved economic performance	 will the policy or proposal provide for an increase in output and productivity and improved economic performance will the policy or proposal secure adequate provision for new and emerging target sectors 	 GVA per head GVA as percentage of regional and national performance Economic activity rates
To provide for employment growth and business creation	 will the policy or proposal encourage an increase in local employment will the policy or proposal secure the provision of attractive land and premises will the policy or proposal assist business creation and support business growth will the policy and proposal exploit local strengths and maximise the use of key facilities 	 Employment by sector VAT registrations and de-registrations Analysis of business enquiries Rates of employment development by type and location
To reduce worklessness and income deprivation	 will the policy or proposal contribute towards reducing unemployment and income deprivation will the policy or proposal contribute towards meeting the employment needs and aspirations of local people 	 Unemployment by age and duration Percentage of people in employment on social security benefits Average earnings

	 will the policy or proposal promote job opportunities that will be genuinely accessible to people in greatest need
To promote the vitality and viability of town centres	 will the policy or proposal contribute to the vitality and viability of an existing centre will the policy or proposal promote the location of appropriate jobs and services within existing centres will the policy or proposal restrict development that would harm the vitality and viability of existing centres will the policy or proposal encourage a sequential approach to site selection Results of centre health checks New retail, leisure and office development by type and location Vacancy rates by centre Retail rents
To maximise provision for high quality tourism	 will the policy or proposal protect and improve existing tourism resources will the policy or proposal encourage the development of local tourism and visitor facilities will the policy or proposal hinder the attraction additional visitors and tourism investment Number, quality and location of bedspaces

ENVIRONMENTAL PROTECTION		
Objective	Decision Criteria	Indicator
To maintain and improve biodiversity and natural habitats		 Number, area and condition of sites designated for nature or earth science conservation Area and condition of Biodiversity Action Plan habitats Progress against other Biodiversity Action Plan targets
To minimise pollution to land, water or air	 will the policy or proposal provide for the prevention or minimisation of pollution at source will the policy or proposal provide for the remedy or treatment of an existing source of pollution will the policy or proposal protect or improve the quality of ground, surface and coastal waters will the policy or proposal minimise the loss of productive land and the opportunity for land contamination will the policy or proposal minimise the likelihood 	 Number and area of Part 2A contaminated sites

	 of light or noise intrusion will the policy or proposal protect or improve air quality and serve to reduce the emission of greenhouse gases 	land lost to development
To conserve local heritage	 will the policy or proposal provide for the conservation of designated conservation areas will the policy or proposal provide for the preservation of listed buildings and structures will the policy or proposal conserve other locally important buildings or townscapes will the policy or proposal promote the protection of archaeology 	 Number, area and condition of designated Historic Parks and Gardens Number of Listed Buildings on English Heritage Buildings at Risk Register
To provide for the separation of incompatible land uses	 will the policy or proposal protect the amenity of sensitive uses such as residential areas, hospitals and nursing homes will the policy or proposal direct activities likely to cause nuisance away from sensitive uses such as residential areas, hospitals and nursing homes will the policy or proposal minimise the opportunity for hazards and accidents and maximise public safety 	 distance of a Part A industrial process Number of homes falling within a major hazard consultation zone
To reduce the impact of traffic intrusion in	 will the policy or proposal seek to minimise the impact of traffic on residential roads 	 Road accidents per 100,000 people

residential areas	 will the policy or proposal route commercial and other traffic to main routes away from residential areas 	
	 will the policy or proposal assist in the reduction of traffic congestion and vehicle emissions 	

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NATURAL RESOURCES		
Objective	Decision Criteria	Indicator
To maximise the use of previously developed urban land	 will the policy or proposal maximise the use of previously developed urban land and buildings will the policy or proposal restrict development on previously undeveloped urban land and other urban open spaces will the policy restrict development in the open countryside 	 Proportion of new houses built on previously developed land Proportion of new commercial development on previously developed land
To minimise the reliance on non-renewable energy sources	 will the policy or proposal promote the use of renewable energy will the policy or proposal minimise the use of non-renewable energy sources, promote fuel efficiency and energy conservation will the policy or proposal promote the use on new and clean technologies 	 Average energy consumption per head Proportion of new homes built to ECO Homes standard Number and type of renewable energy schemes and quantity of power generated
To promote sustainable drainage and water conservation	 will the policy or proposal minimise the impact on the water environment will the policy or proposal maximise water conservation 	 Proportion of development using sustainable drainage systems Average water consumption per household

	 will the policy or proposal provide for sustainable drainage systems 	
To minimise waste generation and maximise recycling	reduction	 Annual volume of waste arisings by type and source Proportion of municipal waste recycled and composted Annual volume of waste sent to landfill
	recycled materials in construction projects	
To minimise the impact of flooding and other natural hazards	will the policy or proposal restrict development in areas of recognised risk	 Proportion of new development in flood risk areas
	 will the policy or proposal only permit development following an appropriate assessment of flood risk 	 Proportion of new development in areas at risk from coastal erosion
	 will the policy or proposal promote development that will withstand the impact of climate change 	 Number of planning approvals contrary to Environment Agency advice

QUALITY OF LIFE		
Objective	Decision Criteria	Indicator
To maintain and promote a locally distinctive sense of place	 will the policy or proposal provide for development that will respect the distinctive character of the locality will the policy or proposal promote high quality urban design will the policy or proposal promote the conservation of distinctive landscapes and other natural features such as, trees, hedges, ponds, rivers and coastlines 	 Area of Green Belt Area of woodland and tree cover lost to development Extent of areas designated as high quality landscapes
To protect and improve the attractiveness of the area	 will the policy or proposal serve to promote the well-being of the area will the policy or proposal serve to minimise any negative perceptions about the area will the policy or proposal serve to promote the social, economic and environmental regeneration of areas of greatest need 	 Residents satisfaction surveys
To maximise opportunities for culture, sport and leisure	 will the policy or proposal retain adequate provision of facilities for culture, sport and leisure 	 Type, number, size and location of facilities for sport, recreation and leisure

	provision to meet identified needs	 Population within easy walking distance of sport, recreation and leisure facilities Residents satisfaction surveys
To promote sustainable travel choices	 accessibility to homes, jobs and services by alternatives to the private car will the policy or proposal make appropriate 	 Extent of new development within easy walking distance of a bus stop or railway station Journey to work by location, mode and distance Location and length of designated cycle tracks Volume of freight by mode
To minimise opportunities for crime and anti-social behaviour	 will the policy or proposal promote measures to maximise crime prevention will the policy or proposal provide for measures to minimise the opportunity for anti-social behaviour 	 Crime rates per 1000 people Proportion of people reporting fear of crime

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