

Sustainability Appraisal of Mansfield District Local Plan

**Interim SA Report
Non-Technical Summary**

February 2016



1	Introduction	1
2	Scoping	4
3	Alternatives	13
4	Appraisal findings	24
5	Next steps	28

1 INTRODUCTION

1.1 Introduction

- 1.1.1 AECOM is commissioned to undertake Sustainability Appraisal (SA) in support of the emerging Mansfield District Local Plan. SA is a mechanism for considering and communicating the likely significant effects of a draft plan, and alternatives, in terms of sustainability issues, with a view to avoiding and mitigating adverse effects and maximising the positives. SA of the Local Plan is a legal requirement.
- 1.1.2 This document is a Non-Technical Summary of the Interim SA Report which appraises the implications of the Mansfield District Local Plan (Consultation Draft) as well as documenting the SA process and outputs from previous stages of the plan-making process.
- 1.1.3 SA is a process for helping to ensure that Local Plans achieve an appropriate balance between environmental, economic and social objectives. SA should help to identify the sustainability implications of different plan approaches and recommend ways to reduce any negative effects and to increase the positive outcomes.
- 1.1.4 The 2004 Planning and Compulsory Purchase Act introduced the Local Development Framework (LDF) system of plan making which was intended to guide future development in the district through a series of 'Development Plan Documents' (DPDs) that were to be prepared in stages.
- 1.1.5 At the time, the Mansfield Core Strategy was envisaged to be the first DPD the council would prepare. It would set out spatially the vision, strategic objectives, the overarching strategy and core policies for the area together with a monitoring and implementation framework. The document would focus on matters of strategic importance and aim to cover the long-term i.e. up to 2033. As such a Core Strategy Issues and Options Report was published for public consultation in June 2010. It considered the major issues facing the district and set them in context. It also considered various options open to the council to address the issues and posed a series of questions to assist public debate.
- 1.1.6 Before the Core Strategy DPD was progressed any further, the Localism Act of 2011 was given Royal Assent. This Act sought to further improve the planning system and allow much more local discretion by removing the regional tier of planning policy. It also removed much of the process that was associated with the LDF system and started to refer to a 'Local Plan'.
- 1.1.7 The National Planning Policy Framework (NPPF) was then published in March 2012, and along with bringing together most Government Planning Policy Statements and Guidance Notes into a much shorter, single document, it also did not refer to the term Local Development Framework but preferred to use the term 'Local Plan'.
- 1.1.8 Planning officers decided that the best course of action would be to rebrand the existing Core Strategy work as 'Part One' of the Local Plan, and to seek agreement of the work and the new approach by the council, before following on with 'Part Two' which would include detailed development management and land allocation policies. A formal decision to adopt this approach was made by Mansfield District Council on 30 July 2013.
- 1.1.9 As the document has progressed, it has been decided to include detailed policies where they make most sense, rather than breaking the document down into two parts. Therefore, although the Local Plan Consultation Draft has been written in two parts, it is presented as one document, with strategic and detailed policies.
- 1.1.10 The Local Plan Consultation Draft comprises a vision, objectives and the policies listed below.

Our Strategy

- S1 – Sustainable development
- S2 – Scale of new development
- S3 – Settlement hierarchy
- S4 – Distribution of new development
- S5 – Affordable housing
- S6 – Specialist housing
- S7 – Custom and self build dwellings
- S8 – Accommodation for Gypsies, Travellers and travelling show people
- S9 – Development in the countryside
- S10 – Employment areas
- S11 – Retail areas
- S12 – Neighbourhood parades
- S13 – Local shops and community facilities
- S14 – Hot food takeaways

Mansfield

- M1 – Urban regeneration
- M2 – Infrastructure and environmental resources
- M3 – Allocations for new homes in Mansfield urban area
- M4 – Allocations for employment land in Mansfield urban area
- MCA1 – Mansfield central area
- MCA2 – Town centre improvements
- MCA3 – Accessing the town centre
- MCA4 – Town centre mix of uses
- MCA5 – Primary shopping area
- MCA6 – Mansfield cultural hub
- MWDC1 – Mansfield Woodhouse district centre mix of uses
- MWDC2 – Mansfield Woodhouse district centre improvements
- MWDC3 – Allocations for retail at Mansfield Woodhouse district centre

Warsop Parish

- WP1 – Warsop Parish
- WP2 – Allocations for new homes in Warsop Parish
- WP3 – Allocations for employment land in Warsop Parish
- WDC1 – Market Warsop district centre mix of uses
- WDC2 – Market Warsop district centre improvements
- WDC3 – Allocations for retail sites at Market Warsop district centre

Sustainable Transport

- ST1 – Protecting and improving our sustainable transport network
- ST2 – Encouraging sustainable transport
- ST3 – Impact of development upon the highway network
- ST4 – Parking provision

Climate Change

- CC1 – Climate change and new development
- CC2 – Standalone and community-wide energy generation
- CC3 – Flood risk
- CC4 – Impact of development on water

Natural Environment

- NE1 – Landscape character
- NE2 – Green infrastructure
- NE3 – Protection of community open space
- NE4 – Protection of allotments
- NE5 – Protection of local green space
- NE6 – Protection of trees
- NE7 – Biodiversity
- NE8 – Protection of designated biodiversity and geodiversity sites
- NE9 – Air quality
- NE10 – Land contamination
- NE11 – Statutory nuisance

Built Environment

- BE1 – Protection of the historic environment
- BE2 – Development within conservation areas
- BE3 – Development affecting listed buildings
- BE4 – Scheduled monuments and archaeology
- BE5 – Registered parks and gardens
- BE6 – Non designated local heritage assets
- BE7 – Design of new buildings and neighbourhoods
- BE8 – Comprehensive development
- BE9 – Home extensions and alterations
- BE10 – Advertisements and signposting

Infrastructure Delivery and Planning Obligations

- ID1 – Infrastructure delivery
- ID2 – Planning obligations
- ID3 – Local employment and skills initiatives

2 SCOPING

2.1 Background

- 2.1.1 The scoping stage of sustainability appraisal involves the collation of evidence relating to the baseline position and policy context - culminating in a series of key issues that should be a focus for the SA and which helped to establish a sustainability framework. A summary of the baseline position is provided in section 2.2 below.

2.2 Summary of the baseline position

Housing

- 2.1.2 Population and household projections demonstrate that there is a significant demand for new housing over the plan period.
- 2.1.3 Mansfield District Council has had a fairly steady average of 245 net housing completions over the last 4 years, between 2011 and 2015. Table 1.1 below shows the figures.
- 2.1.4 Alongside the housing completions, in 2014/15, there were 3580 dwellings with either outline or detailed planning permission in the Mansfield District, yet to be built. In order for Mansfield to reach its dwelling requirement over the plan period, there needs to be an average of just over 500 net completions for the next 5 years, and then just fewer than 400 completions for the remaining time period¹.

Table 2.1 - Mansfield District housing completions 2011-2015

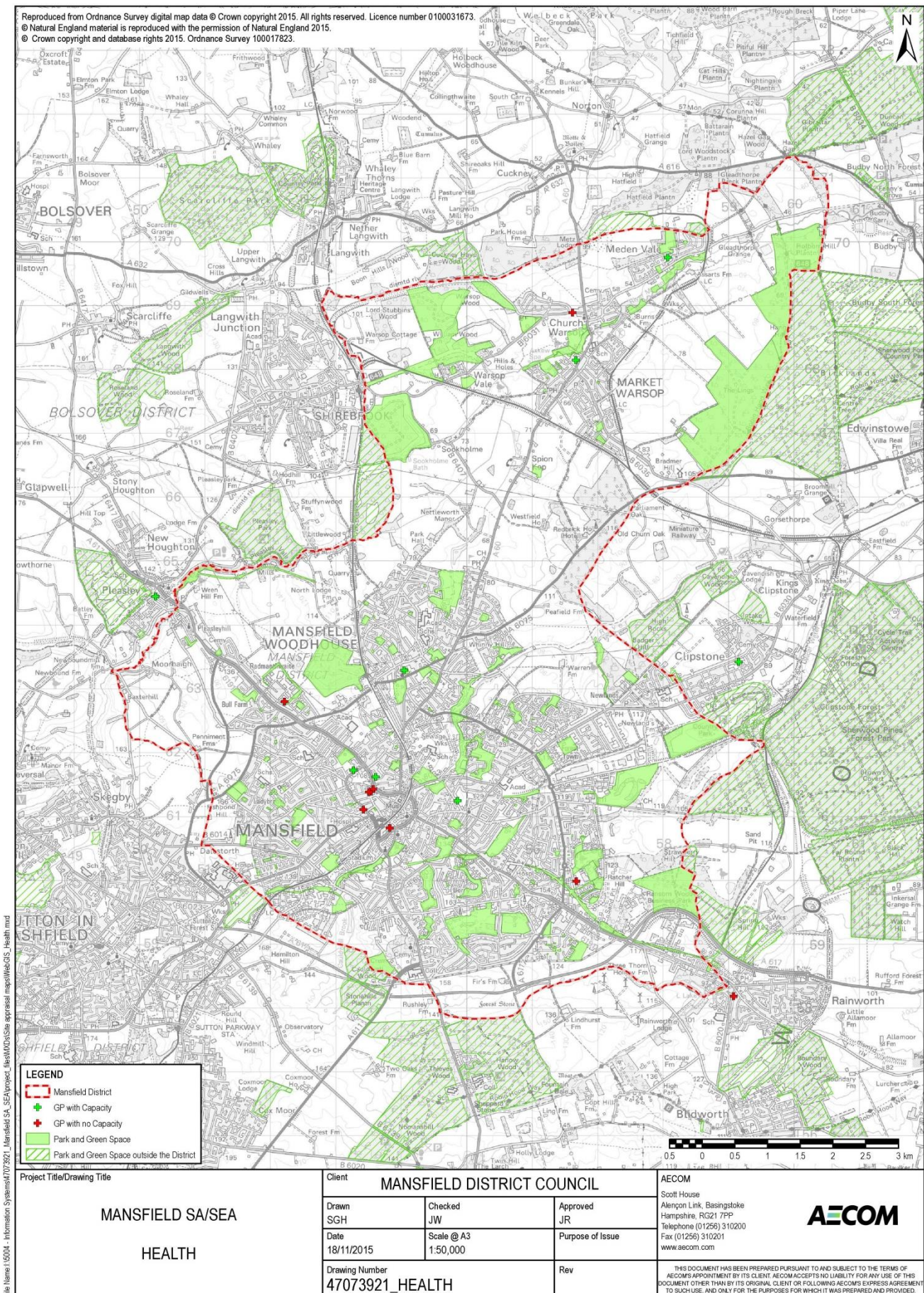
Year	Net Completions
2011/2012	258
2012/2013	192
2013/2014	277
2014/2015	253

Source: Mansfield District Council Housing Monitoring Report 2015

Demography, health and wellbeing

- 2.1.5 The population of Mansfield district has been growing steadily since 2005. There has been a 5.5% increase in people over the last ten years, with the current population at 105,900. The Public Health England Profile (2015) states that the health of people in Mansfield is generally worse than the England average, deprivation is also higher than average, and about 22.7% of children live in poverty.
- 2.1.6 Life expectancy for both men (78.5 years) and women (81.9 years) is lower than the England average (79.4 and 83.1 years respectively). The life expectancy is 8.9 years lower for men and 9.3 years lower for women in the most deprived areas of Mansfield than in the least deprived areas.
- 2.1.7 Map 2.1 shows the location of GP facilities in Mansfield and Warsop.

¹ Mansfield District Council (2015) Housing Monitoring Report - <http://www.mansfield.gov.uk/CHttpHandler.ashx?id=7983&p=0>

Map 2.1 – Location of GP facilities in Mansfield and Warsop

Heritage

- 2.1.8 Mansfield has 252 listed buildings and 4 Scheduled Monuments. There is also a Registered Park and Garden in Mansfield, Mansfield Cemetery.
- 2.1.9 Taken from the Mansfield Buildings and Risk Register 2014/15, 10% of the District's Statutory Listed structures have been found to be 'at risk' – i.e. between risk Grades 1 and 3A. 2% of the District's Statutory Listed structures have been found to be in severe risk of rapid deterioration – i.e. Risk grade 1/1A.

Crime

- 2.1.10 In the year ending June 2015, the crime rate in Mansfield was higher than average for the Nottinghamshire force area. In the quarter ending June 2015, crime rates were up in both Mansfield and Nottinghamshire, compared with the corresponding quarter in 2014.
- 2.1.11 In Mansfield, violent crime was above the Nottinghamshire average and is on an upward trend. It is the most common type of crime in Mansfield and has almost doubled in the last three years.

Social Capital

- 2.1.12 The district contains many community centres both in Mansfield and Warsop. These are complemented by places of worship, which often hold community activities and provide social capital benefits. The distribution of these can be found in maps 2.2 and 2.3.

Biodiversity

- 2.1.13 Mansfield has a number of biodiversity assets including local wildlife sites and ancient woodland. There are also 9 local nature reserves and 5 SSSIs. These are shown in map 2.4.

Natural Resources

Air quality

- 2.1.14 The 2011 Air Quality Progress Report showed an annual exceedance for nitrogen dioxide on Chesterfield Road North, Mansfield. It also stated that Air Quality Management Plans had improved the level of air quality in the District and has made the various Departments in the Authority more air-quality aware.

Water quality

- 2.1.15 The river quality in Mansfield is monitored by the Environment Agency. Water samples are taken at regular intervals along rivers and canals, then analysed for their chemistry, biology, nitrate and phosphate content.

The River Meden has;

Chemistry: A (very good) Biology: A Nitrates: 6 Phosphates: 3

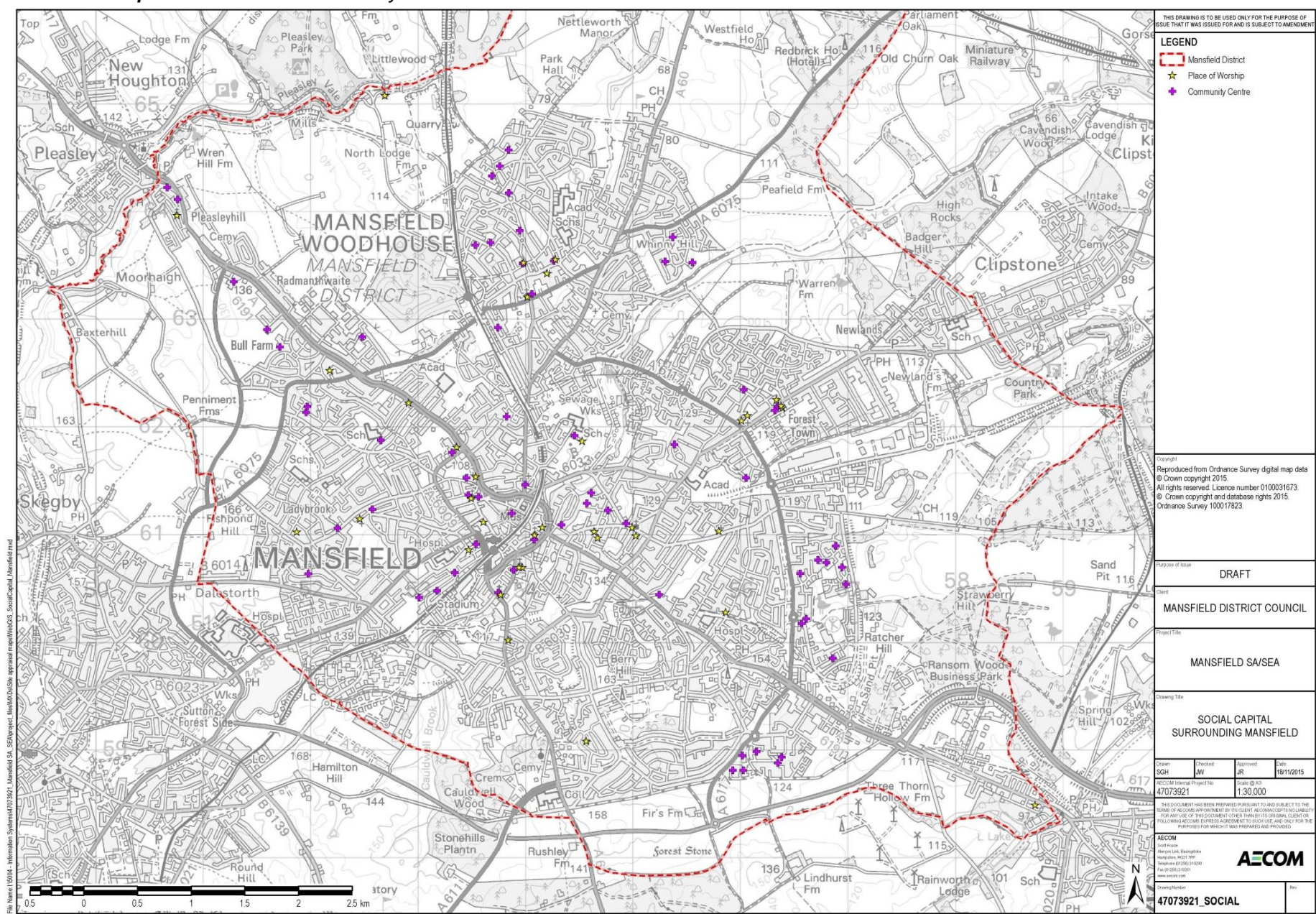
The River Maun has:

Chemistry: C Biology: C-E Nitrates: 3-6 Phosphates: 3-5.

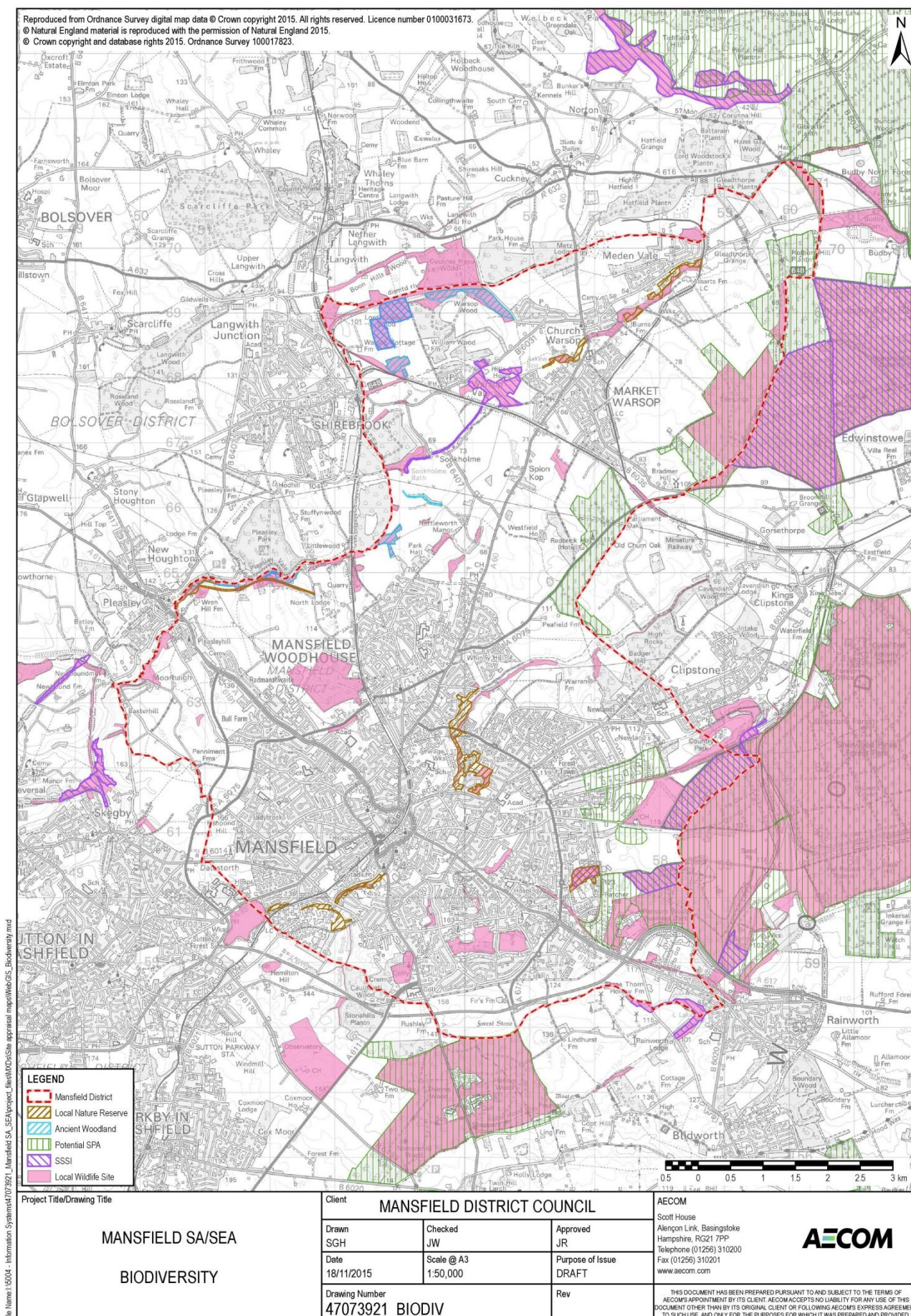
Flooding

- 2.1.16 Mansfield has some areas of flood zone 2 and 3, particularly along water ways including the River Meden and Maun.

Map 2.2 – Location of Community facilities in Mansfield



[illegible]

Map 2.4 – Location of Biodiversity assets in Mansfield

Waste

- 2.1.17 In 2013/14 the average residual household waste per household in Mansfield was 547.95kg, this is more than both the national (507.87kg) and regional (495.5kg) averages. There has been a trend of household waste declining over recent years, regionally and nationally, although this trend has reversed in Mansfield in the last three years. In 2013/14, 38.12% of household waste was sent for reuse, recycling or composting in Mansfield. This is less than the East Midlands percentage of 45.3% and the England percentage which is 42.6%. Recycling in Mansfield appears to be reasonably constant in the last few years 2012-2014, after a big increase from 2005 to 2010.

Energy usage

- 2.1.18 Mansfield's total energy usage reduced by 14.4% between 2008 and 2013. This represents a bigger reduction than both the regional East Midlands average (6.9%) and the UK average (7.8%).
- 2.1.19 In 2011, the estimate of carbon dioxide emissions for Mansfield was 4.5 tonnes per head. Since 2009 there has been a reduction in carbon dioxide emissions of 0.5 tonnes per head for Mansfield. Table 2.2 shows the statistics below.

Table 2.2 - Estimated per capita emissions of CO₂

	2009	2010	2011
	<i>Tonnes per head (CO₂)</i>	<i>Tonnes per head (CO₂)</i>	<i>Tonnes per head (CO₂)</i>
Mansfield	5.0	5.1	4.5
East Midlands	7.7	8.0	7.4
England	7.1	7.3	6.7

UK Census Data 2001 / 2011

Transport

- 2.1.20 The Census Data shows that Mansfield has seen a 34% increase in people using their cars to get to work. People in Mansfield still use their car more than the East Midlands and England averages too. Despite appearing like there has been a reduction in people travelling to work by car between 2001 and 2011, the relative change to the overall working population has increased.

Table 2.3 – Percentages of people who travel to work by car 2001 – 2011.

	2001	2011	Percentage Change
Mansfield	61.6%	43.5%	+34.04%
East Midlands	60.4%	42.2%	+22%
England	54.9%	36.9%	+16.40%

Source: UK Census Data 2001 / 2011

- 2.1.21 In terms of travelling to work, and accessibility to jobs, there was an increase in the average distance travelled to work by Mansfield residents between 2001 and 2011 (11.9km to 14.5km). This 2011 figure was however lower than both the East Midlands (15.4km) and national (14.9km) averages. In order for average travel times and car journeys to decrease, local employment opportunities and greater usage and access to public transport will be necessary.

Employment and qualifications

- 2.1.23 In June 2015, 80.2% of people in Mansfield were economically active. Of these, 5.8% were unemployed. The unemployment rate in Mansfield has been dropping quickly in the last few years from its peak in 2011/12.
- 2.1.24 In terms of high quality employment jobs, only 25.4% of people in Mansfield were in professional or managerial roles (SOC Classes 1-3) in June 2015. This is much lower than the average for the East Midlands (41.2%) and Great Britain (44.3%). Of the lower entry jobs such as machine operatives or elementary occupations (SOC Classes 8-9), Mansfield had many more people in these roles (30%) compared with the average for the East Midlands (20.4%) and Great Britain (17.2%).
- 2.1.25 In December 2014, Mansfield had a lower level (30.1%) of the highest qualified people (NVQ4 and above) than both the East Midlands average (30.9%) and average for Great Britain (36%). The last five years in Mansfield however has seen a sharp increase of the highest qualified people, with the percentage rising much higher than the regional and national averages over the same period.
- 2.1.26 In Mansfield between April 2014 and 2015, there was 0.95ha of employment land lost to other uses. Over the last 4 years, the total of employment land to other uses is 3.17ha. In order to provide a modern economic structure, there will be a need to ensure that should employment land be allowed to be released from employment use it is replaced with new land which is both suitable and attractive to business uses.

2.3 The SA Framework

- 2.3.1 The SA framework contains a series of objectives and sub-criteria to guide the appraisal of the Plan. The framework has been established drawing upon the key issues identified through scoping.

- SA1** To ensure that the housing stock meets the housing needs of the district
- SA2** To improve health and wellbeing, and reduce health inequalities
- SA3** To provide better opportunities for people to value and enjoy the district's green spaces and culture
- SA4** To improve community safety, reduce crime and the fear of crime
- SA5** To promote and support the development and growth of social capital across the district
- SA6** To increase biodiversity levels across the district
- SA7** To protect, enhance and restore the rich diversity of the natural, cultural and built environmental and archaeological assets of the district
- SA8** To manage prudently the natural resources of the district including water (and associated flooding and quality issues), air quality, soils and minerals
- SA9** To minimise waste and increase the re-use and recycling and composting of waste materials
- SA10** To minimise energy usage and to develop the district's renewable energy resource, reducing dependency on non-renewable sources

- SA11** To make efficient use of the existing transport infrastructure, help reduce the need to travel by car, improve accessibility to jobs and services for all and to ensure that all journeys are undertaken by the most sustainable mode available
- SA12** To create high quality employment opportunities
- SA13** To develop a strong culture of enterprise and innovation
- SA14** To provide the physical conditions for a modern economic structure, including infrastructure to support the use of new technologies

3 ALTERNATIVES

3.1 Background

- 3.1.1 The Council consulted upon different approaches to plan policies as part of an Issues and Options Report. Some of these options were appraised in the SA, as they constituted 'reasonable alternatives'. Other options were 'procedural' did not require appraisal in the SA.

3.2 Plan policies and alternatives considered

- 3.2.1 The table below lists each plan policy (or group of policies), setting out a summary of the options considered and the council's reasons for selecting the preferred approach.

Policy	Options Considered	Justification for Option Choice
S1 Sustainable development	Planning to achieve sustainable development is the fundamental aim of the NPPF, and this must be carried through into Local Plans. The proposed policy option sets a broad framework for achieving sustainable development, which is then built-upon by more detailed Plan policies. There are no distinct reasonable alternatives identified.	Although the policy provides a positive framework for development, the principles included are already established at national level through the NPPF and NPPG. The policy provides limited local interpretation of these principles and therefore the effects are not predicted to be significant. Having said this, it is acknowledged that further plan policies provide this detail.
S2 Scale of new development	<p>In relation to the housing figure within the policy, this was the recommended Objectively Assessed Need (OAN) figure within the SHMA. The other options that were considered but then disregarded were:</p> <p>Set a housing target lower than the OAN</p> <p>Set a housing target higher than the OAN</p> <p>Individual districts can, in exceptional cases, request that other authorities within the same housing market area take some of their housing need due to severe environmental constraints. While development of the countryside is a sensitive issue, the district does not have any Green Belt or Areas of Outstanding Natural Beauty (AONB) constraining it, and no statutory areas of protected countryside would need to be lost in order to meet the OAN figure. There is therefore considered to be no justification for setting a figure lower than the OAN.</p> <p>In terms setting a higher target than the OAN (which is normally justified on the basis of creating more jobs), the</p>	<p>The scale of new development (particularly in terms of dwelling numbers) needs to reflect the council's clear growth agenda, in order to achieve Objective 1 (to encourage population growth). It is recognised that sustainable growth is not solely dependent upon the number of dwellings anticipated to be constructed in the district, but also the creation of job opportunities, and providing thriving retail and commercial areas to serve the needs of the existing and forecast population, and therefore this policy also deals with the scale of employment and town centre uses.</p> <p>The housing figure is the Objectively Assessed Need (OAN) which is set out in the Strategic Housing Market Assessment (SHMA). The preferred approach to employment provision is to set a target which takes a realistic approach to widening opportunities for new employment and allowing existing businesses to grow, and through distribution policies and site specific allocations, ensuring that locations are selected that will be viable in terms of providing jobs for the local community. The scale of new provision requires a realistic approach to those areas that may currently be in employment use, but are likely to be lost to other uses, for a variety of reasons, such as outdated premises, poorer transport links, impact on residential amenity etc.</p>

Policy	Options Considered	Justification for Option Choice
	SHMA has evidenced that the OAN figure of 376 dwellings per year is higher than the amount of housing needed to meet either the Experian job forecasts or the more optimistic 'Policy on' job growth figures based upon the Local Enterprise Partnership / NLP figures. There is therefore no evidence that adopting the OAN figure as the housing target would stifle job creation. A higher figure is also considered to be unrealistic as it would set a target that would be highly unlikely to be delivered	The scale of retail and leisure provision has been taken directly from the Retail and Leisure Study 2014 Addendum, which forms part of the Local Plan evidence base. This study looked at the future demand for new convenience and comparison retail floorspace, as well as leisure floorspace, drawing upon expected increases in population, available income and shopping habits. The most realistic figures were put forward into the Consultation Draft.
S3 Settlement Hierarchy	Three reasonable alternatives were identified: A - Mansfield Urban Area to be the focus of all housing and employment development. B - Focus the majority of housing and employment development at and around the Mansfield Urban Area, whilst supporting growth at Market Warsop Urban Area. C - Focus housing and employment development at Mansfield Urban Area, followed, at a lesser scale, by Market Warsop Urban Area, followed by limited development in the Villages.	The preferred approach is to have policies which set out both a settlement hierarchy and a hierarchy for town centre uses (see S11 Retail areas). The settlement hierarchy will define Mansfield urban area as the main location for the residential and employment development which is central to the delivery of the district's planning strategy, whilst ensuring that development needs within the Market Warsop urban area, and surrounding rural villages are met.
S4 Distribution of development	Building upon the work undertaken at Issues and Options stage, the Council identified three reasonable alternatives for the distribution of development. Reasonable Alternative 1 - Urban (brownfield and greenfield) sites only. Reasonable Alternative 2 - Mix of urban (brownfield and greenfield) sites, and sites adjoining the urban boundary. Reasonable Alternative 3 - Mix of urban (brownfield only) and sites adjoining the urban boundary.	The Councils preferred approach (outlined below) is broadly in-line with 'reasonable alternative 2'. It seeks to maximise development in the urban area on a mix of brownfield and under-utilised greenfield sites but recognises that the release of sites adjoining the urban boundary is necessary to achieve the housing target over the plan period. The distribution of the dwelling and retail/leisure requirements were based on recommendations within the relevant evidence base studies. The employment distribution was made on the basis of site availability and deliverability in each location.
S5 Affordable housing	With regards to reasonable alternatives, it was considered that the provision of affordable housing ought to be determined through a consideration of needs (established through a SHMA) and balanced against viability factors. Unviable housing targets would not be deliverable and are thus considered to be unreasonable.	The policy approach taken was considered the most reasonable way of ensuring affordable housing is provided over the plan period, bearing in mind the impact this can have on viability. The percentages of affordable housing to be provided on sites were informed by the Whole Plan Viability Study which forms part of the local plan evidence base.

Policy	Options Considered	Justification for Option Choice
S6 Specialist housing	No reasonable alternatives identified	There is a need to plan for the delivery of a wide choice of high quality homes and a mix of housing based on the demographic trends, in order to meet the future needs of different groups within Mansfield District's communities.
S7 Custom and self-build dwellings	None identified. Specific policy area with no strategic alternatives.	The policy is likely to lead to a positive effect overall in terms of housing; as allowing a percentage of sites for custom builds ought to be beneficial for housing choice and community development.
S8 Accommodation for Gypsies and Travellers and travelling show people	The decision to allocate sites in the Plan is driven by evidence on accommodation needs. There is no requirement for the district. Therefore, at this stage, the evidence suggests that a criteria based policy is sufficient.	It was necessary to develop a policy to establish the criteria to be used to assess proposals if such a requirement is identified in the future.
S9 Development in the Countryside	The settlement hierarchy determines the strategy for distributing new development, stating that only limited development should be allowed in the countryside. This sets the context for policy S9. No reasonable alternatives have been identified.	The policy is likely to have positive effect on rural communities by limiting development to acceptable small scale uses. This should protect the character of settlements, whilst ensuring that local needs for housing can be met as well as supporting appropriate economic activity. Generally, restricting development in the countryside ought to reduce the number of properties located in poorly accessible areas. The policy seeks to strengthen this principle by promoting new tourism development close to the urban area wherever possible.
S10 Employment areas	No reasonable alternatives identified.	The policy was influenced by SA findings at issues and options stage.
S11 Retail areas	Four options were tested as to how an appropriate retail hierarchy would be defined. A further three options were tested that covered the 'impact assessment threshold' element of the policy.	The preferred approach is to have a retail hierarchy which reflects the strategy set out in the settlement hierarchy (a principle which is set out in the NPPF). All options had very similar results in the SA; which means that whichever threshold is used to trigger the requirement for an impact assessment, the effect is likely to be the same.
S12 Neighbourhood parades	This policy follows on from the retail hierarchy policy and sets out what the council considers is the only reasonable approach towards the protection, and future development, of neighbourhood parades.	The preferred approach follows that of the 1998 Local Plan in relation to neighbourhood parades. It was considered that this was effective, and also provided a good level of flexibility for expansions if they were required.
S13 Local Shops and Community Facilities	No alternatives identified. There are community benefits to local facilities that ought to be protected.	It is important for the plan to set a presumption against the loss of the district's small convenience stores as, along with neighbourhood parades, they are important to the district's communities.

Policy	Options Considered	Justification for Option Choice
S14 Hot Food Takeaways	No alternatives identified.	The policy should have a positive effect on health and wellbeing.
M1 Urban regeneration M2 Infrastructure and environmental resources	<p>The Council considered whether the principles for regeneration and development in Mansfield could be captured through other plan other plan policies rather than setting out specific policies for Mansfield.</p> <p>These are not mutually exclusive approaches, and are focused on procedure rather than content. Therefore, no reasonable alternatives were identified for testing in the SA.</p>	M1 is predicted to have a significant positive effect on the baseline in relation to addressing housing and economic growth and regeneration. There would also be positive indirect effects on health and well-being, management of natural resources and an efficient transport infrastructure, through a focus on regenerating the urban core. Policy M2 would help to support M1.
M3 Allocations for homes in Mansfield Urban Area	Seventy nine site options were identified as reasonable alternatives. These were a mix of urban brownfield and greenfield sites as well as edge of settlement sites.	Thirty nine site options have been allocated. The reasons for allocating sites or not vary on a site specific basis. Generally, those that have been allocated have good access to services, public transport and jobs.
M4 Allocations for employment land in the Mansfield Urban Area	Nine site options were identified as reasonable alternatives.	Five sites have been allocated to meet employment land requirements. This is either within an existing employment area or on vacant land adjacent to Ratcher Hill Quarry.
MCA1 Mansfield Central Area	Seventeen site options were identified as reasonable alternatives for retail/commercial development within Mansfield central area.	Five sites have been allocated which are available, will help to meet floorspace requirements and / or in need of regeneration.
MCA2 Town Centre Improvements	None identified.	The delivery of these improvements will help to improve the physical environment of the town centre including the historic environment, public realm/civic spaces, the Four Seasons Shopping centre and Beales Department Store.
MCA3 Accessing the town centre	None identified.	This policy should improve accessibility and contribute towards promoting the use of sustainable travel when accessing the town centre.
MCA4 Town centre mix of uses MCA5 Primary Shopping Area	<p>Three options were identified.</p> <ol style="list-style-type: none"> 1. Restrict ground floor uses to A1 retail in the primary shopping area. 2. Divide the town into distinct zones. 3. Apply a minimum requirement of 	Policy MCA4 focuses main town centre uses upon Mansfield town centre and supports its diversification to help improve its attractiveness as a place to visit, socialise, live and work. It is closely linked to Policy MCA5 which sets out which uses will be permitted in the primary shopping area.

Policy	Options Considered	Justification for Option Choice
	75% A1uses in the primary shopping area, 50% in secondary frontages and a balance of uses elsewhere.	
MCA6 Mansfield cultural hub	None identified.	Having a policy within the Local Plan which safeguards the future use of the Palace Theatre, Mansfield Museum and the Old Library complex and supports their improvement is considered necessary in order to portray a long-term vision for these important facilities.
MWDC1 Mansfield Woodhouse District Centre Mix of uses	One alternative to the policy approach was identified. Alternative 1 - Allow a range of main town centre uses (at ground floor level) regardless of the percentage of A1 units.	The district centre already provides shops and related businesses / services in an accessible location, and the policy (with its 40% minimum target for A1 (retail) units) will ensure the centre can maintain its historic role as a retailing centre that serves the daily needs of the surrounding communities, without becoming too diluted by other main town centre uses.
MWDC2 Mansfield Woodhouse District Centre Improvements	None identified.	Policy MWDC2 should have a positive effect in terms of the well-being and safety of people when shopping/working/accessing community facilities located within the district centre. The policy also emphasises the need to protect and enhance the historic environment as part of bringing forward proposals for new development.
MWDC3 Allocations for retail at Mansfield Woodhouse district centre	Eight site options were identified.	Two sites were allocated which are available and will help to meet requirements.
W1 Warsop Parish	None identified.	The policy aims to direct new housing, retail and employment growth towards Market Warsop. This should ensure that new housing, shopping facilities and job opportunities are located in a sustainable location that is accessible to people living within Warsop and in the surrounding villages.
W2 Allocations for new homes in Warsop	Twelve site options were identified for housing. These were a mix of brownfield, greenfield sites within the settlement boundary and some sites on the settlement edge.	Four sites are allocated with good access to services.
W3 Allocations for employment land in Warsop	Three site options were identified.	Two sites allocated that are vacant/available for employment use. The one unallocated site is partly at risk of flooding and less appropriate for development.

Policy	Options Considered	Justification for Option Choice
WDC1 Warsop District Centre mix of uses	One alternative to the policy approach was identified. Alternative 1 - Allow a range of main town centre uses (at ground floor level) regardless of the percentage of A1 units.	The delivery of this policy should contribute towards ensuring that sufficient community and retail facilities and services are delivered throughout Market Warsop for the local population and surrounding villages. In turn, this should reduce the need to travel in order to access key community and retail facilities and services; and new employment opportunities will be delivered.
WDC2 Market Warsop District Centre Improvements	None identified.	The policy ought to have a positive effect in terms of the well-being and the safety of people when shopping/working/accessing community facilities located within the district centre. The policy also emphasises the need to protect and enhance the historic environment as part of bringing forward proposals for new development.
WDC3 Allocations for retail sites at Market Warsop District Centre	Six site options identified.	Three sites have been allocated that are suitable and available. The three discarded sites are either not available or unsuitable for retail.
ST1 Protecting and improving our sustainable transport network	The policy sets out infrastructure improvement measures that will be supported and encouraged to achieve greater use of sustainable modes of travel. As the District is relatively compact, the main transport routes provide good access to Mansfield, but the routes are at capacity at key junctions. Encouraging sustainability measures to help relieve this pressure is positive. There are no reasonable alternatives to this approach.	Making the best use of the existing sustainable transport network is an important priority; however the future growth of the district may require improvements / introduction of new sustainable routes and facilities. The preferred approach would mean that the existing sustainable transport network will be protected, and opportunities to improve the existing or provide new facilities and services will be supported especially along the public transport corridors and in association with the development proposals put forward through the Plan.
ST2 Encouraging sustainable transport	None identified.	To encourage and enable the modal shift set out in the policy 'Encouraging sustainable transport' it is important to ensure that a sustainable transport network is in place. Making the best use of the existing sustainable transport network is an important priority, however the future growth of the district may require improvements / introduction of new sustainable routes and facilities. The preferred approach would mean that the existing sustainable transport network will be protected, and opportunities to improve the existing or provide new facilities and services will be supported especially along the public transport corridors and in association with the development proposals put forward through the Plan.

Policy	Options Considered	Justification for Option Choice
ST3 Impact of development upon the highway network	Ensuring that development has safe access to the highways network and does not create unsafe conditions is a standard planning requirement which does not present any reasonable alternatives.	Developments that could make the highways network unsafe would be unlikely to gain permission due to national policy and guidelines and likely opposition from transport bodies. Therefore, the influence of this policy is predicted to be mostly neutral. However, the policy re-iterates the requirement to secure safe developments and the mechanism for achieving necessary upgrades to infrastructure. In this respect, positive implications can be expected in terms of wellbeing, community safety and accessibility.
ST4 Parking provision	None identified.	Without reviewing the Parking Standards SPD it is difficult to predict the significance of effects on the accessibility, but a positive effect is assumed.
CC1 Climate change and new development	The NPPF requires that Local Plans should be prepared to adopt proactive strategies to mitigate and adapt to climate change. A business as usual approach is therefore not considered to be reasonable.	Mitigating and adapting to climate change is an international and national priority. The preferred approach is for the local plan to influence the design of new development and to encourage applicants to adopt good practice in meeting the challenge of climate change.
CC2 Standalone and community-wide energy generation	None identified	The policy approach has been developed in-line with the principles set out within the NPPF (Para 97) and locally specific evidence such as the East Midlands Low Carbon Energy Opportunities Report (2011).
CC3 Flood risk	The broad principles of flood risk management and sequential testing are set out in the NPPF. There are no reasonable alternatives to this approach.	The policy broadly reflects national guidance (NPPF and NPPG) on managing flood risk in considering proposals for development (SA8). The policy sets out the need for site-specific flood risk assessments to be prepared for all applicable developments in areas likely to flood.
CC4 Impact of development on water	None identified	The policy incorporates a range of measures that are aimed at managing and conserving water and improving water quality in bringing forward development.
NE1 Landscape character	Building upon the options and appraisals undertaken at Issues and Options stage, two alternatives were identified at Consultation Draft Stage. Alternative 1 – Take a sequential approach to landscape character protection. Alternative 2 - Do not take a sequential approach to landscape character protection.	The preferred approach takes account of the fact that the Landscape Character Assessment does not specifically rule out development within the most sensitive policy zones, which makes it difficult to justify a sequential approach to development. The policy therefore seeks that development is appropriately designed and that defined landscape actions for the relevant area are met.

Policy	Options Considered	Justification for Option Choice
NE2 Green infrastructure	<p>Issue ES1 of the Issues and Options Report set out two options in relation to strategic green infrastructure.</p> <p>These options were:</p> <p>Option ES1A - Identify strategic areas, corridors and linkages as part of a combined strategic green infrastructure network within which development will not be permitted where it causes loss or damage to acknowledged GI interests;</p> <p>Option ES1B - In addition to Option A, seek to protect and enhance all GI assets, wherever they are.</p>	<p>In order that the Local Plan addresses the issues raised by the sustainability appraisal, the decision was made to combine various options to inform the 'preferred' option. The new approach most closely resembles Option ES1B at the issues and options stage, but it was considered important to include elements of Option A as well as responding to new evidence and policy developments.</p>
NE3 Protection of community open space NE4 Protection of allotments NE5 Protection of local green space	<p>Four options were tested in the SA.</p> <p>Option SC4 A - Protect as much of our existing open space, sport and recreational facilities as possible.</p> <p>Option SC4 B - Utilise funding from the sale of certain poorer quality sites, or parts of sites, to improve the remaining area or nearby areas, concentrating on quality not quantity of provision.</p> <p>SC4 Alt 1 - Identify any over-provision of sites against provision standards, with any funding raised used to improved areas in greatest need, or where there is potential to link sites (in-line with GI principles).</p> <p>SC4 Alt 2 - Improve the provision of open space, sport and recreation at all possible opportunities.</p>	<p>The preferred policies were influenced by the SA undertaken at issues and options stage which identified:</p> <p>To be completed.</p>
NE6 Protection of Trees	<p>One alternative to the proposed policy was identified.</p> <p>Alternative 1 - Do not have a specific tree policy. Rely upon NPPF and other national guidance relating to protected trees.</p>	<p>The preferred policy would ensure that inappropriate arboricultural procedures which would harm the visual appearance and long term life expectancy of protected trees can be resisted, as well as the removal of protected trees without sufficient arboricultural justification. This will help to maintain the special character and appearance of conservation areas and other parts of the district where streetscape is characterised by visually attractive mature trees. In addition, the preferred approach will ensure that, where appropriate, replacement trees are planted in lieu of trees that are felled as part of a development.</p>

Policy	Options Considered	Justification for Option Choice
NE7 Biodiversity NE8 Protection of designated biodiversity and geodiversity sites	<p>At issues and options stage, the approach to biodiversity was covered by issue ES4. Four options were presented in the consultation document as follows.</p> <p>ES4 A - Focus primarily on designated sites and identified habitat areas and corridors.</p> <p>ES4 B - In addition to ES4 A, provide criteria based policies for protecting and enhancing biodiversity within the urban and urban-fringe areas.</p> <p>ES4 C - In addition to ES4 A, provide criteria based policies to ensure new developments produce a demonstrable gain of biodiversity by ensuring that local biodiversity action plan targets / objectives for priority species and habitats are taken into account</p> <p>ES4 D - A combination of all options.</p>	<p>The appraisal identified that there would be few differences between each option, which is unsurprising given that each has a similar focus on biodiversity protection and enhancement. It was predicted that each option ought to have a positive effect across the majority of SA objectives, with the exception of housing (SA1), as the need to protect biodiversity could make housing at some sites unfeasible. The principle of achieving a net gain in biodiversity is proactive, and ought to have further positive effects compared to the baseline position.</p> <p>The preferred policy approach for biodiversity has been influenced by the findings from the sustainability appraisal at issues and options stage (as described above).</p>
NE9 Maintaining a clean and healthy environment	<p>The NPPF requires that Local Plans should take into account cumulative effects of air quality and prevent development from contributing to or being put at an unacceptable risk from, or being adversely affected by unacceptable levels of air pollution.</p> <p>The proposed policy builds upon these principles.</p> <p>No reasonable alternatives have been identified.</p>	<p>The policy is unlikely to have an effect on most policies due to its specific focus on air quality. However, by ensuring that air quality does not deteriorate, the policy ought to have a positive effect on health and wellbeing (SA2), biodiversity (SA6) and transport (SA7). As air quality is not a major issue for Mansfield it is unlikely that the positive effects would be significant.</p>
NE10 Land contamination	None identified.	<p>The policy ought to ensure that development on contaminated land adequately addresses risks to human health and the environment. Whilst this is positive with regards to health and wellbeing, biodiversity, the built and natural environment and resource use - the effects are unlikely to be significant given that the onus is on developers to bring forward and remediate land for development. The remediation of land is also a requirement of national planning and pollution policy in any event.</p>
NE11 Statutory Nuisance	None identified.	<p>The policy is likely to contribute to positive effects on health. Suitable assessments will be required to outline appropriate mitigation if there are any 'nuisances' or identify if development is not suitable.</p>

Policy	Options Considered	Justification for Option Choice
BE1 - BE6 Protection of the historic environment	<p>The overarching policy BE1 is high level and reiterates the NPPF principles of protecting the character and setting of heritage assets.</p> <p>Each individual policy BE2-BE6 deals with specific types of heritage assets, but the principles are the same throughout (i.e. presumption that assets should be protected and enhanced).</p> <p>To not protect these assets would be contrary to the NPPF and good planning principles. There are no reasonable alternative ways of achieving these objectives.</p>	BE1 in combination with BE2-BE6 is likely to have a positive effect on the built environment and enjoyment of culture without affecting the achievement of socio-economic objectives.
BE7 Design of new buildings and neighbourhoods	No reasonable alternatives identified.	The policy is likely to have beneficial effects on the quality of buildings and neighbourhoods, which ought to be positive for the built and natural environment, health, community safety and accessibility. Although higher quality development could affect the viability of some developments, these effects would not be anticipated to be significant, and good design ought to attract businesses and residents into the area (though there is uncertainty about these effects).
BE8 Comprehensive Development	No reasonable alternatives identified.	The policy is likely to lead to a significant positive effect on housing by ensuring that the levels and mix of housing remain appropriate in the event that new or revised proposals come forward. There would also be positive effects on health, green spaces, community safety and development, biodiversity and accessibility by ensuring that committed and allocated development remains well-planned at a strategic scale and provides adequate provision for social, physical and environmental infrastructure in the event a new or revised applications.
BE9 Home extensions and alterations	No reasonable alternatives identified.	The policy should have a positive effect on the built environment (SA7) by ensuring that the design and layout of buildings respects the character of the street scene and surrounding areas.
BE10 Advertisements and signposting	No reasonable alternatives identified.	The policy should have a positive effect on pedestrian safety as well as protecting the character of the built and natural environment.

Policy	Options Considered	Justification for Option Choice
ID1 Infrastructure delivery ID2 Planning obligations	No reasonable alternatives identified.	The proposed policies are likely to generate positive effects in relation to improving the baseline conditions in relation to health and wellbeing, transport and economic infrastructure.
ID3 Local employment skills and initiatives	No reasonable alternatives identified.	The policy should improve access to construction jobs for residents in Mansfield District, which should have positive effects on health and wellbeing and community safety. The distance needed to travel to access employment should also be reduced, as well as encouraging the use of sustainable modes of transport. Upskilling of the workforce should help to support the enterprise and innovation.

4 APPRAISAL FINDINGS

4.1 Cumulative Effects

4.1.1 This section summarises the cumulative effects of the draft Plan. This is an appraisal of the 'whole plan' rather than its individual policies. This is important in order to identify where the effects of policies could combine to generate significant effects, and where plan policies could mitigate any potential negative effects generated through other aspects of the Plan. It is important to present this holistic view, in order to give a more accurate picture of the significant effects of the Plan.

4.1.2 The effects have been summarised under broad sustainability topics, which align with the SA objectives. To avoid duplication, SA objectives with similar aims have been grouped together under one sustainability topic.

Housing

4.1.3 Overall, the draft Plan is predicted to have a **significant positive effect** on the baseline for housing. This is mainly attributable to the policies focused on delivering new housing, as well as for affordable housing and specialist housing.

4.1.4 Minor negative effects have been identified in relation to Policy S13 - Local shops and community facilities and Policy NE1 – Landscape character, due to the slight restrictions the application of these policies may have on housing delivery. However the application of these policies is not considered likely to generate a significant negative effect, either individually or in-combination with other policies.

Health and wellbeing

4.1.5 **Significant positive effects** on the baseline for health (SA2) have been predicted as the Plan will help to provide accommodation and jobs for a range of communities.

4.1.6 The plan will also have benefits for wellbeing by seeking to protect and enhance green and open space, community facilities and access to services.

4.1.7 Minor negative effects are predicted as some of the proposed housing sites do not lie within walking distance of a GP, and it is unlikely that the proposed development would mitigate this (i.e. through contributions to a new facility). Some of the sites propose are also on former open space, allotments, playing fields, and former school sites.

Biodiversity

4.1.8 Whilst much of the plan has limited effects on the baseline for biodiversity, the nature of the development strategy and identification of specific sites to meet development needs generate a number of potential significant negative effects.

4.1.9 The overall development strategy of the plan (Policy S4 - Distribution of new development) is to focus the majority of new development at Mansfield (as the highest order settlement), and to the urban area, reducing development pressure on sites in and adjacent to Warsop Parish which are particularly sensitive.

4.1.10 The HRA has concluded that an adequate policy framework is in place (coupled with the planned relocation of the Sherwood Forest Country Park visitor centre) to ensure that a likely significant effect would not arise on the Birklands and Bilhaugh SAC. However, the HRA recommends that eight specific site allocations which lie within 400m of the ppSPA should be subject to application-specific assessment and (where necessary) mitigation, to meet Natural England's recommended risk-based approach. This includes five sites for employment and three sites for housing.

- 4.1.11 A number of the proposed allocation sites for housing will also result in the loss of open space, which could potentially have an adverse in-combination effect on the baseline for biodiversity.
- 4.1.12 Overall, the effects of Policy M3 (Housing sites for Mansfield) are predicted to be **negative** at this stage, but not sufficiently adverse to cause an issue in relation to the HRA, provided that site-specific assessments are undertaken at the point of application.
- 4.1.13 If appropriate, it will be possible to secure biodiversity protection and enhancement measures through individual development briefs. Recommended mitigation could include improvements to biodiversity enhancement opportunity areas.
- 4.1.14 Policy W1 - Warsop Parish focuses the delivery of development land requirements for the Parish within the settlement of Market Warsop, which should help to reduce pressure on sensitive areas of countryside such as around villages to the north east and the north. In the main, the most sensitive locations have been avoided by focusing on urban containment/regeneration. However, sites allocated on the south eastern edge of Market Warsop could have significant negative effects upon Hills & Holes & Sookholme Brook SSSI. Policy W2 - Allocations for new homes in Warsop Parish is predicted to generate **significant negative effects** on the baseline for biodiversity due to the location of two of the four allocated sites for housing adjacent to the SSSI. To mitigate this, significant buffers between the developed part of the sites and the SSSI will be required; and opportunities to enhance the SSSI and the buffer should also be pursued, as the proposed housing sites fall within Biodiversity Opportunity Areas. Whilst significant negative effects are predicted at this stage, the identified mitigation could reduce these.
- 4.1.15 The HRA does not identify any sites in Warsop Parish which cause particular concern (i.e. in terms of potential significant effects on the ppSPA or SAC).
- 4.1.16 Taken together, it is not considered that there is a significant in-combination negative effect from the housing and employment land allocation policies for Market Warsop. The picture is less clear in relation to Mansfield. The overall in-combination effects of the proposed allocation sites for housing and employment in the Mansfield urban area are predicted to be potentially negative at this stage; though there are some uncertainties and mitigation measures ought to reduce the potential for significant effects.

Built and natural heritage

- 4.1.17 Overall, the effects of allocated housing, employment and retail sites upon landscape character are predicted to be insignificant given that there is a focus on directing new development to urban areas. There are exceptions at sites on the urban fringe but the cumulative effects of such allocations on landscape character across the district are not predicted to be significant given the general focus on urban containment and the likelihood that mitigation will be secured through other plan policies.
- 4.1.18 Several policies would have a positive effect on built and natural heritage by protecting landscapes from inappropriate development enhancing green infrastructure (Policy NE2) local green and open space (Policy NE5, Policy NE3). Together, these policies would combine to have a positive effect on landscapes and townscape by ensuring that further development is protective of built and natural heritage and secures enhancements were possible.
- 4.1.19 With regards to built heritage, the spatial strategy (including allocated housing and employment sites) has the potential to affect the setting of heritage assets. However, significant effects are not predicted as policies in the local Plan such as Policies BE1-BE7 ought to ensure that any negative effects are mitigated. Development of allocated sites for employment and housing should also help to achieve regeneration on brownfield sites.
- 4.1.20 The Plan contains a number of proactive town centre policies that are likely to secure improvements to the character of the built environment in Mansfield and Market Warsop. This ought to have significant positive effects on built and natural heritage in the long term.

- 4.1.21 Overall, the effects of the draft Plan upon heritage are predicted to be **significantly positive**, with synergistic effects likely in the central areas of Mansfield and Market Warsop.
- 4.1.22 Although there could be some localised adverse effects upon specific heritage assets, it is likely that other Plan policies would help to ensure that effects are minimised.

Natural resources

- 4.1.23 The draft Plan will support development at greenfield sites, some of which will contain agricultural land / soil resources. The loss of such assets is considered to be negative in terms of land-use. However, the Plan strategy should lead to the remediation of brownfield land, and broadly supports the re-use of land by directing development away from the countryside. Policy NE4 could help to mitigate any loss of soil resources by seeking to protect and enhance allotment provision. The overall effects on soil resources are therefore predicted to be insignificant.
- 4.1.24 With regards to air quality, draft Plan policies ST1 (Protecting and improving our sustainable transport network) and ST2 (Encouraging sustainable transport) are predicted to have significant positive effects by seeking to reduce the need to travel and to promote increased use of sustainable and active modes of travel. However, there are some uncertainties regarding the likely effect of employment allocations on air quality due to increased HGV movements along strategic transport routes.
- 4.1.25 A number of environmental-based policies in the draft Plan are predicted to have broadly positive effects upon natural resources through the protection and enhancement of open space (NE3, NE5), green infrastructure (NE2) and trees (NE6); as well as requiring SUDs as an integral part of development (CC4). Together these policies ought to have significant positive effects on water quality.
- 4.1.26 The cumulative effects of the draft Plan on flood risk are not predicted to be significant.

Resource use

- 4.1.27 Overall, the Plan promotes a pattern of growth that should help to promote effective waste collection and the use of existing energy infrastructure. Plan policies are not overly restrictive so as to prevent standalone energy schemes being secured in the countryside, but neither are they proactive enough to achieve a significant positive effect on the baseline. On balance a **neutral effect** is therefore predicted.
- 4.1.28 There is a focus on sustainable transport throughout the Plan, notably through Policies ST1-ST2, which together could have positive effects in the longer-term with regards to reducing energy use from travel.

Transport and accessibility

- 4.1.29 The draft Plan is predicted to have a **significant positive effect** on accessibility by directing growth mainly to the urban areas of Mansfield and Market Warsop, which have better accessibility than smaller centres and villages. This ought to ensure that new development is located in areas that reduce the need to travel to access services, goods and employment. The increase in development anticipated is not predicted to have a significant effect on congestion.
- 4.1.30 The Plan also seeks to achieve increased use of sustainable modes of travel by supporting improvements to town and district centres (Policy MCA3, Policy MWDC2, Policy WDC2) protecting and enhancing sustainable transport networks (Policies ST1-ST2), supporting pedestrianisation of town centres, and enhancing active travel opportunities through green infrastructure improvements (Policy NE2).

Economy

- 4.1.31 **Significant positive effects** are predicted on the baseline for employment (access to jobs, provision of high quality jobs) (SA12) from the strategic Policy S10 (Safeguarding Employment Areas) and Policy M1 (Urban Regeneration), as well as from those specific policies which seek to allocate land for employment uses, namely Policy M4 (Allocations for employment land in Mansfield) and Policy W3 Allocations for employment land in Warsop Parish). Together, these allocation policies are predicted to have a significant positive in-combination effect on the baseline, as they seek to meet the identified needs for employment land/floorspace in the district.
- 4.1.32 No significant negative effects on the baseline for the economic SA objectives have been identified from the policy appraisals. However some very minor short term negative effects have been predicted arising from the application of Policy NE6 (Protection of trees), Policy NE1 (Landscape character) and development management Policy BE10 (Advertisements and signposts), mainly as these relate to imposed costs on development. These effects are not considered significant in-combination either.

5 NEXT STEPS

5.1 Plan finalisation and adoption

- 5.1.1 The Council has prepared a draft Plan in-line with Regulation 18 of the Town and Country Planning (Local Planning) Regulations 2012. Consultation on the consultation draft version of the Plan took place between 11th January to 22nd February.
- 5.1.2 Though not a legal requirement, the Interim SA report has been prepared to support the preparation of the Local Plan. Comments on the Interim SA Report are welcomed and will be taken into consideration as the Council works towards the 'Publication' of the draft Plan (in line with Regulation 19 of the Planning Regulations).
- 5.1.3 The final Plan will then be 'Submitted' for Examination in Public (EiP). The Council will also submit a summary of issues raised (if any) through representations at the Publication stage so that these can be considered by the Government appointed Planning Inspector who will oversee the EiP. At the end of the EiP, the Inspector will judge whether or not the Plan is 'sound'.
- 5.1.4 Further SA work may be required to support the Plan-making process as it moves through Examination (for examples the preparation of SA Addendums).
- 5.1.5 Upon Adoption of the Plan, an SA Statement must be prepared that sets out:
- How SA findings and the views of consultees are reflected in the adopted Plan,
 - Measures decided concerning monitoring.

5.2 Monitoring

- 5.2.1 When the significant effects of the draft Plan (at Regulation 19) have been established, a full suite of monitoring measures will be suggested in the SA Report. These measures will then be 'decided' at the time of Plan Adoption; being presented in an SA Statement.

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