



Sustainability Appraisal of the Local Development Framework

Assessment of Core Strategy Issues and Options

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Hyndburn Borough Council

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Abbreviations

DPD	Development Plan Documents
HMR	Housing Market Renewal
LDD	Local Development Document
LDF	Local Development Framework
ODPM	Office of the Deputy Prime Minister
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RIS	Regional Investment Site
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SEA	Strategic Environmental Assessment
SPD	Supplementary Planning Document
SuDS	Sustainable Drainage Systems

1 Introduction

1.1 Sustainability Appraisal

Hyndburn Borough Council (BC) is committed to preparing a Local Development Framework (LDF) that contributes to sustainable development. At the heart of sustainable development is the principle of ensuring a better quality of life for everyone, now and in the future. Sustainability Appraisal (SA) is a tool for assisting the development of the LDF and ensuring that sustainable development principles are at the heart of the plan-making process. The process seeks to guide the plan's evolution such that the most appropriate options for Hyndburn are selected. **Hyndburn BC want to achieve a balance between economic growth, social progress and environmental quality.**

1.2 The Core Strategy

A major component of the LDF is the Core Strategy. The Core Strategy sets the framework for planning in Hyndburn for the next 10 years. It will include:

- A spatial vision and strategic objectives for the area;
- A spatial strategy and core policies; and
- A framework for delivering the vision.

The Core Strategy will draw on other strategies which have been adopted for the area and have implications for the development and use of land. These include: the Community Strategy; The Local Transport Plan; the RSS; the Joint Lancashire Structure Plan; and the Elevate East Lancashire Pathfinder Initiative.

Further details can be obtained from the Strategic Choices consultation document about the Core Strategy.

1.2.1 Alternative Development Strategies

Six development strategies have been identified for the Core Strategy that are listed below. Each one focuses on a different approach to development.

- 1 Concentrate on housing market renewal;
- 2 Keep new building within towns;
- 3 Focus on jobs;
- 4 Concentrate growth into one place;
- 5 A place to live in; and

6 Let developers take the lead.

Irrespective of which strategy is taken forward there are two initiatives that will be/continue to be implemented, details of which are provided below.

Regional Investment Site

Policy W2 of the Submitted Draft RSS for the North West of England states that plans and strategies should encourage regionally significant economic development at certain locations in the region. The North West Development Agency has identified 25 strategic regional sites as being critical to the delivery of the Regional Economic Strategy, one of which is located to the east of Blackburn within Hyndburn Borough. The RIS driven by the RSS is the existing 35ha site allocated at Whitebirk, although further 'aspirational' allocations of employment land are being considered as part of the Core Strategy at Whitebirk or Huncoat. For the purposes of this assessment it is assumed that the RIS would be implemented, irrespective of which strategy is taken forward and in essence, comprises part of the future baseline conditions.

Housing Market Renewal

In April 2002 the Government announced that East Lancashire had been designated as one of nine Pathfinder Housing Market Renewal (HMR) Initiatives in Northern England and the Midlands. The initiative aims to tackle poor quality housing in parts of the Borough through a series of actions including refurbishment, demolition of unfit properties and building new residential and community facilities. The HMR is ongoing and will continue, irrespective of which strategy is taken forward and as such forms part of the future baseline conditions.

1.3 Purpose of this Report

The six strategies under consideration for the Core Strategy have been assessed through the SA as part of the ongoing process of developing and refining options. The main aim of the assessment was to identify the key sustainability strengths and weaknesses of each option. This report documents the findings of this assessment and highlights areas of uncertainty and where further studies are required to better inform the decisions that will affect the development and use of land in the Borough. Full details of the methodology used are presented in Appendix B.

It should be noted that during the assessment of strategic options it was the effect of implementing the strategies above and beyond the baseline conditions that were considered. Consequently the HMR and RIS were not considered during the assessment of each of the options, although it should be noted that three of the options: concentrate on housing market renewal; focus on jobs; and concentrate growth into one place are heavily influenced by these processes and some consideration of the likely implications of the RIS and HMR was unavoidable during the assessment process.

The option selection and development process is an ongoing process and following consultation on the Strategic Choices, the consultation responses and the results presented in this report will be considered by the plan-makers when selecting the preferred option for the Core Strategy.

1.4 The SA Process So Far

The SA process commenced in October 2006 at the beginning of the plan-making process. By starting the process early it is possible for the SA to have a maximum impact and influence all stages of the LDF's development. The first stage in the SA process was the production of a Scoping Report (see Appendix A for more details about the stages in the SA and LDF processes). The Scoping Report included the following key elements:

- A review of other plans, programmes and policies that could influence the development of the SA and LDF, for example the Community Strategy, the Regional Spatial Strategy (RSS);
- The gathering of data about the key social, economic and environmental characteristics of the Borough;
- The identification of the key sustainability problems and opportunities, for example levels of deprivation in the Borough; and
- The development of the SA framework against which the elements of the LDF will be assessed (see further details in Section 1.21 below).

The Scoping Report was primarily a consultation document and was issued to a series of statutory bodies (the Environment Agency, English Nature, English Heritage and the Countryside Agency) to seek their comments and feedback on the proposed process.

1.4.1 The SA Framework

A key component of the Scoping Report was the development of the SA framework. The framework is the tool for assessing the sustainability of the plan and comprises a series of sustainability objectives (herein referred to as SA objectives). The SA objectives address the full cross-section of sustainability issues and are a statement of what is intended, specifying a desired direction of change, for example 'To reduce crime, disorder and fear of crime.' The SA objectives are presented in Appendix B, along with an explanation of the method that has been used to assess the Core Strategy options.

1.5 The SA Panel

To assist the SA process, an independent sustainability panel has been established including people from the community and a wide range of organisations. The people have expertise in a wide-cross section of issues including environmental protection, economic regeneration, housing and community development. The SA panel has been and will continue to be

involved throughout the SA process. The panel attended a scoping workshop that discussed the key sustainability issues and opportunities facing the Borough and helped to develop the SA objectives that are so important to the entire SA process.

They have also been involved in the assessment of the Core Strategy options, alongside independent environmental consultants, Hyder Consulting Ltd.

2 SA and Core Strategy Objective Compatibility

2.1 ODPM Requirements

The ODPM guidance¹ on Sustainability Appraisal for RSS and Local Development Documents (LDDs) requires that the objectives of the Core Strategy be assessed against the SA Objectives in order to test whether or not they accord with sustainability principles. As a result, the objectives may be refined.

2.2 Objective Compatibility

The objective compatibility matrix summarising the relationship between the SA and Core Strategy objectives is presented in Appendix C.

No areas of clear potential incompatibility were identified although some areas of uncertainty have been identified. Uncertainty arose where the relationship may be positive or negative depending upon how the Core Strategy is implemented or how other external factors may be of influence.

Key areas of uncertainty relate to compatibility with SA objectives 12-21 and the Core Strategy objectives for employment and housing growth. Objectives 12 – 21 principally relate to environmental issues and without knowing the details of location or design of any housing or employment related development it is not known whether they would enhance or detract from these objectives. Other Core Strategy objectives are in place to encourage environmental protection and enhancement. Core Strategy objectives F and H relate to sustainable design and encouraging greater recognition of natural, built and cultural assets by local people and visitors. *It is recommended that these objectives be further strengthened to provide more specific protection and enhancement for the natural environment.*

Core Strategy objective D refers to improved urban and rural environments with high standards of design. Again, 'high standards of design' does not necessarily mean environmental design, energy efficiency, sustainable use of resources etc. and as such, an uncertain relationship has been identified between this and many of the environmental SA objectives. *Further emphasis should be placed upon environmental protection and enhancement through other objectives.*

¹ ODPM (November 2005) Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents: Guidance for Regional Planning Bodies and Local Planning Authorities

Core Strategy objective G relates to improved transport networks. Uncertainty has been assigned here as the implications for environmental protection may be positive or negative depending upon how it is implemented.

3 Strategy 1 – Concentrate on housing market renewal

3.1 Strategy Components

Strategy 1 – Concentrate on housing market renewal

In this strategy housing development will be concentrated in the Housing Market Renewal (HMR) areas which are the current priority for regeneration in the Borough. Employment development will be promoted in the wider built up area. There will be little or no housing growth outside the HMR areas in Great Harwood, Rishton, Clayton, Huncoat, Oswaldtwistle, Accrington or in Baxenden, Knuzden, Atham, Belthorn or the rural area.

Accrington town centre will be the focus for investment in town centre uses including retail, leisure and office employment with support for investment in smaller centres, in gateway locations and in new and existing businesses within the built up area.

There will be an emphasis on good public transport networks and sustainable, cohesive, mixed use communities within Accrington, Oswaldtwistle, Church and Clayton townships.

3.2 Key Strengths

The strategy focuses upon housing development in the HMR areas and would build upon the existing provisions for HMR in the Borough. The HMR areas are the most deprived parts of the Borough suffering from problems associated with a poor quality living environment, low levels of educational attainment, limited economic opportunities and poor social conditions. A focus upon housing development in these areas should improve the quality of the built environment and improve the diversity of housing available (these areas are typically dominated by poor quality terraced housing) which could have knock-on regeneration benefits with positive impacts for physical and mental health, crime and fear of crime and educational attainment. It is assumed that the wider regeneration benefits might be realised in the long term and their achievement would inevitably depend upon the implementation of other strategies and plans and not the core strategy alone. An improved physical environment in these areas could have positive impacts for community spirit and cohesion. However, there are drawbacks associated with the strategy because of the heavy focus towards the HMR areas.

The strategy encourages investment in Accrington town centre and smaller centres which is likely to enhance the vibrancy and vitality of such centres and help to achieve urban renaissance in the Borough. In particular there

is a focus on creating sustainable mixed-use communities which would be strongly supported by provisions for promoting public transport. The investment in smaller centres, gateway locations and in the existing built up area could also have positive impacts for the economic growth of the Borough, although there is uncertainty about where the employment sites would be located and if local residents in areas most at need would benefit from the employment opportunities.

The new housing development in the HMR areas would be guided by the sustainability checklist developed by Elevate East Lancashire² and so a number of positive environmental impacts would be realised in these areas for example through energy efficient design, waste minimisation, sustainable construction, water conservation and the provision of open space. The focus of development in the existing urban area would help to preserve the character and quality of the landscape and should improve the overall quality of the urban environment through maximising the use of brownfield sites.

The strategy positively fulfils the SA objective that seeks to promote the use of more sustainable modes of transport. Increased public transport use would have positive, local air quality impacts if a modal shift occurs.

Overall the strategy has the potential to market the Borough as a place to live, work and do business.

3.3 Key Weaknesses

The most significant weakness of this strategy is the strong orientation towards the HMR areas as this could lead to greater disparities across the Borough. The baseline analysis of the Index of Multiple Deprivation data identified that although deprivation is severe in the HMR areas, there are other isolated pockets of deprivation in other parts of the Borough that need to be addressed, without investment in such areas, the problems could worsen.

The strategy would concentrate housing development in the HMR areas and, therefore fails to acknowledge the wider housing needs of the Borough, for example the provision of affordable housing and also the need for higher value housing provision.

The strategy promotes economic development in the wider built up area, although there are uncertainties about whether this development would benefit the people in most at need i.e. those in the HMR areas and if residents of Hyndburn would be employed at the new employment sites

The impacts of the strategy on the distinctive cultural heritage resource and townscape character of the Borough is uncertain, as this will depend upon the form and location of new development, both economic and residential.

² Elevate East Lancashire, A Sustainability Checklist for Housing Market Renewal

There is a risk that increased congestion could arise in Accrington. The increased investment and the wide mix of uses that are proposed may increase traffic movements within the urban boundary which could have adverse air quality impacts and increase greenhouse gas emissions from vehicular sources.

3.4 Recommendations

The strategy offers a number of positive sustainability impacts and it would support the ongoing HMR process. However, there is a risk that disparities across the Borough could increase in other areas.

Based upon the assessment the following recommendations should be considered:

- The housing needs of the overall Borough as well as the HMR areas need to be accounted for in the strategy that is taken forward to ensure that the Borough overall has the opportunity to benefit.
- The requirements of the Elevate sustainability checklist should be rolled out across the Borough. This could be achieved through the development of supporting policies in the core strategy or a Supplementary Planning Document (SPD)
- Prior to any new housing or employment development occurring in the Borough, areas of high cultural heritage and historic townscape value should be identified such that they can be retained and incorporated into new developments where possible.
- The provision of some employment land within the HMR areas would be beneficial to provide further economic benefits for the people living in these areas.
- Improvements to the public transport network need to be thoroughly investigated to ensure that the network connects the most appropriate areas i.e. key employment sites and residential areas which will help to maximise its use by members of the public.
- Policies should be developed that encourage the provision of apprenticeships and training schemes to maximise the benefits associated with the creation of new employment sites.

4 Strategy 2 – Keep new building within towns

4.1 Strategy Components

Strategy 2 – Keep new building within towns

In this strategy housing and employment development will be concentrated within existing built up areas on brownfield land. There will be little or no growth on the edge of the built up area or in the countryside.

Accrington town centre will be the focus for investment in town centre uses with smaller scale development in other centres appropriate to their size.

Both housing and employment uses will be well connected and accessible to key transport hubs and centres providing a range of services and facilities. There will be an emphasis on 'green' buildings and lifestyles with sustainable, cohesive, mixed use communities within townships, good public transport and walking/cycling networks, renewable energy sources and reduced energy consumption.

4.2 Key Strengths

The strategy places considerable emphasis upon concentrating development in the urban area and ensuring that housing, employment uses and facilities are well connected and therefore contributes to the achievement of the objectives relating to accessibility to services and amenities, the achievement of urban renaissance and marketing the Borough as a place to live, work and do business. Sustainable, cohesive and mixed use communities are promoted which could benefit community spirit and cohesion.

The strategy focuses investment in Accrington and other small centres and this is likely to positively contribute to improving their vitality and vibrancy. Although the strategy is not explicit about the type of economic uses that would be promoted there is the potential for positive economic impacts to occur as a result of increased investment, particularly within built up areas. By providing close connections between housing and employment it might be possible for local people to secure the job opportunities and for 'sustainable' communities to be established and for more local spending to occur. The extent to which wider economic benefits across the Borough would be achieved would depend upon the type and extent of investment and whether local residents secured the job opportunities.

The focus of development within the urban boundary encourages the use of brownfield sites and helps to preserve landscape character and quality outside of the urban area.

Promoting walking/cycling and public transport use would help to improve local air quality and reduce carbon dioxide emissions from transportation sources if a modal shift occurs. This could also have indirect health and well-being benefits in the long-term by encouraging people to be more active.

The strategy positively fulfils the objective relating to energy efficiency through the promotion of renewable energy sources and reduced energy consumption.

The strategy would present opportunities to maximise the existing cultural heritage features in the Borough, through the sensitive conversion of buildings, for example old, derelict mill buildings could be restored and used for office space.

The strategy promotes housing development across the Borough and should, therefore lead to balanced provision, with no particular areas targeted for intervention. The strategy would also seem to broadly complement the ongoing HMR process, as the focus is upon development within the existing built up area.

4.3 Key Weaknesses

There are some uncertainties surrounding the impacts of this strategy, primarily because it is not known whether there is sufficient land available within the urban boundary to accommodate most of the housing and employment development for the Borough. There is a risk that the existing urban areas could become too built up resulting in a loss of urban green spaces and adversely affecting townscape character and quality.

The focus upon brownfield sites may also see a loss of biodiversity resources, as brownfield sites can be very biodiverse, although this is something very site specific that would need to be investigated on a site by site basis.

The scope for meeting all housing needs in the Borough might also be compromised by the strategy as the provision of higher value housing might not be possible in the urban area.

Impacts have been assessed as uncertain in relation to the cultural heritage objective that seeks to protect and enhance resources as impacts would depend upon the type of development and its suitability.

Although the strategy promotes a mix of uses, it is unknown whether this would in reality be practical, particularly the siting of industrial facilities close to residential uses, owing to problems associated with freight movements.

4.4 Recommendations

There are a number of strengths associated with this option, however further investigation is required to clarify some of the uncertainties and to ensure that an appropriate mix of land uses and suitable sites are brought forward. Based upon the assessment the following are recommended:

- The focus upon regeneration and urban development is a positive element of the strategy that should be taken forward as it should promote the development of sustainable, mixed use communities.
- In advance of promoting a strategy that promotes primarily the use brownfield sites it will be necessary to determine whether there are enough brownfield sites in the Borough to accommodate all the new development.
- Further clarity is required regarding the amount of economic development that needs to occur in the Borough to better inform decision-making.
- Although the promotion of largely urban development has the potential to offer a number of sustainability benefits conflicts could arise between the proximity of different land uses, for example would employment development close to residential properties be appropriate, particularly if the former is dependent upon regular freight movements. Careful consideration should be given to the zoning of different land uses within the urban area.
- A biodiversity audit should be completed to update the existing data to better inform the selection of sites.
- The viability of purely urban sites for certain types of employment development should be investigated further to determine whether motorway access would be essential.

5 Strategy 3 – Focus on jobs

5.1 Strategy Components

Strategy 3 – Focus on jobs

In this strategy a range of locations will be identified for employment development to provide for new businesses and relocation/expansion of existing businesses. The emphasis will be placed on providing attractive, easy to develop sites, accessible to the motorway network and encouraging higher skilled businesses to the area. Important employment areas will be safeguarded from alternatives uses. Improved business opportunities will be matched by improved skills and education in the local workforce.

Importance of the quality of the urban setting and design of new development and landscape will be recognised and enhanced to attract higher order employment.

The development of the RIS will proceed irrespective of which development strategy is taken forward in Hyndburn. However, the RIS would steer this strategy being a major site for delivering employment led growth across the Borough. Consequently the assessment of this option against the sustainability objectives has provided some vehicle for considering the potential implications of the siting of the RIS as part of a wider employment-led growth strategy. The assessment also assumes that other smaller sites would be promoted. The RIS being driven forward by the RSS is a 35 hectare site at Whitebirk between junction 6 of the M65 and the Blackburn Road. The discussion at the workshop also identified an additional RIS site close to junction 7 of the M65 motorway, along with another option of a site near junction 8 at Huncoat. Further aspirational employment allocations are being explored as part of the Core Strategy.

5.2 Key Strengths

An employment-led growth strategy has the potential to encourage inward investment in Hyndburn and promote sustainable economic growth across the Borough although for maximum benefits to be achieved, local people would need to secure the new job opportunities rather than in-migrants. The strategy states that opportunities for improving the skills of the local workforce would be delivered.

Without information about the likely location, scale and type of economic development that would be promoted it is very difficult to determine whether the strategy would contribute to delivering economic inclusion, although maximum benefits would be achieved through the careful siting of development and the provision of apprenticeships and training agreements. This would ultimately require close liaison and partnerships with training establishments (see Section 5.4).

Improved employment opportunities could improve the marketability of the Borough as a place to work, which should be positive, although there is a risk that this might merely encourage in-commuting from neighbouring districts for work opportunities.

5.3 Key Weaknesses

There is a lot of uncertainty surrounding the assessment of this strategy, largely because the scale of employment development required and the likely location of the sites are unknown. The clarification of these matters through the completion of a strategic sites study and through a review of the employment land requirements of Hyndburn, particularly in terms of the types of sites that should be provided, should enable more informed employment-led growth.

The strategy promotes sites accessible to the motorway network and this would suggest greenfield locations, which could have adverse impacts for the vitality and vibrancy of the existing urban centres in the Borough, by diverting investment attention away from these locations. The promotion of a more dispersed settlement pattern and the potential adverse impacts for urban centres would not contribute to the achievement of urban renaissance.

It is currently unknown what scale of economic development is needed in the Borough to satisfy local employment needs, over and above the regional employment opportunities provided by the RIS.

There is no discussion of housing needs or provision in the strategy and this is a significant weakness. Although increased employment opportunities could increase incomes and potential spending on property these benefits would only be realised if people resident in the Borough were employed at the new sites.

Development on greenfield sites could lead to urban sprawl and adverse impacts upon landscape character and quality, furthermore, a lack of investment in urban areas could see a deterioration in townscape character associated with increased dereliction through decreased investment. Although, the strategy states that the quality of the urban setting and the design of new development would be important. Brownfield sites suitable for economic investment should be identified and investigated in more detail, through a strategic sites study. However, the creation of some types of employment sites in urban areas might not be appropriate because of the potential conflicts associated with other land uses e.g. residential. Similarly biodiversity losses might occur as a result of the development of new employment sites but this would need to be addressed on a site by site basis (see Section 5.4).

There are significant weaknesses associated with the emphasis the strategy places on the accessibility to the motorway network. The daily movement of employees to the employment sites and regular freight movements would have significant transport impacts. It is recognised that

parts of the M65 are already at capacity and the development of further trip generators like employment sites would not be viable without significant investment in the Borough's transport infrastructure and the development of viable alternatives to the motorway for both staff and freight movements. Increased traffic movements and the associated congestion would have adverse air quality and climate change impacts. There would also seem to be a lack of information about the viable alternatives to the motorway that could be used to serve a RIS. This is an issue that would need to be investigated on a regional/sub-regional basis particularly as the RIS would be serving regional employment needs. Similarly any local employment sites promoted as part of this strategy would need to be served by an appropriate transport infrastructure.

Impacts upon energy efficiency and waste minimisation are uncertain, although there would be an opportunity to encourage sustainable design principles through the creation of specific policies within the Core Strategy or a SPD stipulating certain requirements for new development.

5.4 Recommendations

There is a lot of uncertainty surrounding this option owing to the lack of current clarity regarding the scale of economic development required across the Borough, particularly in relation to the RIS. The new employment sites created in the Borough might also have to service the employment needs of neighbouring authorities, namely Blackburn with Darwen and, therefore studies undertaken by other authorities also need to be considered. The following should be considered in advance of taking this strategy forward:

- The strategy is heavily biased towards employment site provision, on the back of a RIS that has to be developed in the Borough in accordance with RSS policy. It is currently unknown at this stage whether the RIS alone would satisfy the employment needs of the Borough, if at all and the scale of wider employment development that would be needed.
- The environmental, transport and access implications of a number of alternative sites should be assessed through a strategic sites study, although the identification of the potential sites needs to be informed by an assessment of economic need to provide some clarity about the likely scale of the sites. It is possible that this study would need to extend to other local authority areas, for example Blackburn with Darwen.
- In conjunction with the development of new employment sites training programmes should be established to equip local people with the skills to take the new jobs that are created. This would require partnership working with colleges and training organisations.
- The M65 motorway is currently at/nearing capacity along certain stretches and, therefore close liaison with transport planners to overcome transport constraints would be needed. Options such as

rail transport and the use of the canal should be explored, particularly as the potential locations for the RIS are sited along the rail corridor. Travel plans, a reduction in on-site parking provision, increased investment in public transport links between the employment sites and residential areas and improved cycling and pedestrian links could all help to reduce the traffic impact of the economic development sites. However, these wide-ranging measures are outwith the remit of the Hyndburn LDF and for real progress to be made in this area, there would need to be greater integration across and within different national, regional and local agencies.

- A fully integrated package of measures should be promoted to support the development of new employment sites including social measures such as training programmes, sustainable transport, environmental enhancements and sustainable design and construction. Some of these measures would be beyond the control of land-use planning and, therefore collaborative working with other bodies would be required.
- A biodiversity audit is needed to update the existing data to better inform the selection of sites.
- Consideration of this strategy should only be continued if measures to mitigate for its seriously detrimental effects can be developed. The plan should contribute to sustainable development and this strategy, in its current form would not contribute to this aim.

6 Strategy 4 – Concentrate growth into one place

6.1 Strategy Components

Strategy 4 – Concentrate growth into one place

In this strategy housing and employment development including the proposed Regional Investment Site will be concentrated together to create a sustainable urban extension linked to an existing settlement. This approach could be adopted at Rishton or Huncoat. It would involve use of greenfield and greenbelt land. There will be limited development elsewhere outside of the expanded settlement. Accrington will continue to be the main centre.

The RIS is an important element of this strategy.

6.2 Key Strengths

The development of a mixed use settlement could potentially reduce the need to travel by increasing the number of facilities available locally and helping to encourage people to live and work in the expanded settlement. This could have knock-on economic benefits associated with the RIS investment, if local people, resident in Hyndburn access the employment opportunities.

It should also be noted that the provision of apprenticeships and partnerships in conjunction with the development of the RIS would probably be required to ensure that local people have the skills to maximise the new employment opportunities.

The release of housing land in an attractive greenfield location could encourage developer interest in Hyndburn, particularly if it becomes easier to build in other areas of Lancashire through changes in the RSS housing allocations. The current restraint on housing development in other districts has helped to encourage housing investment in Hyndburn. Conversely, there is a risk that the creation of an attractive greenfield location for housing could undermine the HMR.

6.3 Key Weaknesses

The development of an attractive greenfield location has the potential to undermine the HMR which could have significant adverse consequences for the regeneration of the most deprived parts of the Borough. The strategy also fails to provide for housing in other parts of the Borough and it is uncertain whether a diverse range of housing types meeting the needs of Hyndburn would be achieved through this strategy.

The focus upon investment in one location could undermine the development and regeneration of other centres in the Borough, including Accrington. Peak Zone A Rental is an indicator of the vitality and vibrancy of town centres and between 2001 and 2005 Peak Zone A Rental for Accrington increased significantly, indicating an improvement in vibrancy, it would be disappointing for the improvements recently achieved to be undermined by a new urban extension. The option would also not contribute to the achievement of Borough wide urban renaissance and could also adversely affect the marketability of the wider Borough as a place to live and work.

Community cohesion and spirit could decrease because of a perceived focus upon one area of the Borough alone and the risk of creating greater social and economic disparities.

The use of greenbelt and greenfield land could have adverse biodiversity impacts, localised landscape character and quality impacts and direct landtake within the greenbelt. There could be associated adverse impacts in urban centres because of increased dereliction as a result of decreased brownfield and urban development. Increased dereliction in urban areas could lead to a decline in the quality of the historic townscape and the setting of cultural heritage resources. The loss of greenfield sites could affect aquifer recharge and have adverse flood risk implications because of modified runoff patterns.

If people choose not to live and work at the new settlement then there could be increased travelling with associated adverse impacts for the road network with knock on effects for local air quality and climate change.

Although the potential locations for the RIS are situated near rail links, they are also close to junctions of the M65 motorway. Therefore, if reliance on road transport continued there would be adverse air quality and climate change impacts.

6.4 Recommendations

The assessment identified a number of weaknesses associated with this strategy in relation to the balance of development that would be achieved and the potential for existing regeneration programmes e.g. the HMR to be undermined and compromised by the creation of a new urban extension. However, the option would provide for increased investment and potentially greater housing developer interest in Hyndburn, particularly if it becomes easier to build in other areas of Lancashire through changes in the RSS housing allocations. Based upon the assessment the following should be considered.

- A biodiversity audit is needed to inform the site selection and to enable the potential biodiversity impacts to be determined.
- To maximise the economic and regenerative benefits to the Borough, the employment development should promote training for local people and potential partnerships with local colleges and training

establishments. This would require partnership working with other organisations.

- Good public transport links should be integral to the new development and improved transport connections between the site and other residential areas may also be required, particularly if people choose not to live and work at the site.
- Whilst the concept of mixed-use, sustainable communities is positive, there is a lot of uncertainty about whether the site would be successful in attracting people to live and work at the new settlement. In view of the other parts of the Borough that require regeneration, a more beneficial approach might be to connect employment sites to the areas currently being regenerated by improving public transport links and delivering training.

7 Strategy 5 – A place to live in

7.1 Strategy Components

Strategy 5 – A place to live in

In this strategy the emphasis will be on promoting the attractive qualities of the Borough for residents and the easy access to job opportunities and services and facilities within the wider area. A range of housing sites will be allocated to provide for better quality and higher value housing. Sites will be well related to green spaces and open countryside, on the edge of the built up area and in settlements in the countryside. The importance of the quality and character of the built and natural environment will be recognised and enhanced. Existing employment land and buildings will be considered for housing redevelopment. Greater wealth in the area will provide for improved local services and facilities and greater variety in town centre retailing.

7.2 Key Strengths

The provision of areas of higher quality housing in the Borough has the potential to improve the marketability of the Borough as a place to live which in turn could attract wealthier in-migrants and increase disposal income and spending. This could have knock-on effects for the quality of the services and facilities in the Borough by providing greater demand for retail and leisure facilities. However, it is unknown whether the people moving to the Borough would spend their income in Hyndburn, or if they would commute to other areas for both employment and leisure purposes. If increased wealth occurred in the Borough, then the provision of improved facilities could create some local job opportunities in the retail and leisure sectors.

The focus upon housing provision in greenfield areas could enable land in urban areas to be developed for employment purposes which could have localised economic benefits. Conversely, the strategy would also consider allocating existing employment land and buildings for new housing development.

There could be positive townscape quality benefits if currently unsightly employment buildings are used for housing redevelopment.

7.3 Key Weaknesses

The provision of higher quality housing in greenfield locations could have adverse impacts for the wider regeneration processes in the Borough, particularly the HMR by providing developers with potentially more desirable locations for housing development. Disparities across the

Borough might also occur and this could adversely affect community cohesion because it might seem that the attention is being focused upon providing houses that would not benefit those residents currently living in the Borough. The strategy also moves away from the idea of creating mixed use communities and could be seen to be working against achieving urban renaissance, particularly as the use of greenfield sites and countryside areas is likely to lead to more dispersed travel patterns. The strategy also fails to recognise that there are a variety of housing needs for the Borough and not merely a need for higher quality housing.

Impacts upon crime, educational attainment and health are likely to be negligible. Although if the strategy were to have an adverse impact on the wider regeneration process and increased disparities then negative impacts might occur.

The loss of greenbelt and greenfield areas would have adverse landscape character impacts by introducing built form into areas of open countryside. There might also be adverse biodiversity impacts, alterations to runoff rates and potentially increased urban dereliction through a focus upon areas outside of the urban boundary. The latter impact might be offset by the fact that brownfield sites in the urban area might become desirable for economic/employment uses.

The strategy focuses solely upon housing provision and this could adversely affect economic investment across the Borough, particularly if a significant number of employment sites are allocated for housing redevelopment. This could result in a loss of local job opportunities. There is also the risk that higher value housing might not necessarily increase spending in the local economy.

Impacts upon cultural heritage resources are uncertain as a focus on greenfield areas, could lead to increased dereliction and a decline in the quality of resources and the historic townscape.

The strategy promotes a more dispersed settlement pattern and this is unlikely to reduce dependence on the private car. Continued reliance on the private car would have adverse air quality and climate change impacts. Good public transport connections linking housing areas with retail and employment opportunities would be essential to reduce the dependence on the private car.

Energy efficiency and waste minimisation impacts are uncertain at this stage, although the LDF should seek to promote sustainable practices through the development of specific policies in the core strategy or a separate SPD.

7.4 Recommendations

The strategy is very one-sided and only makes a positive contribution to a small number of the SA objectives. There is the potential for the strategy to undermine the wider regeneration process in the Borough and it might offer

limited economic growth opportunities. However, there is a possibility that increased spending could occur through the re-location of wealthier in-migrants to the Borough but there is high uncertainty about whether this would lead to increased spending. It is recommended that the following additional work be undertaken:

- A biodiversity audit of the Borough is required to inform the selection of sites for housing development.
- Consideration of this strategy should only be considered if provision for the full range of housing needs is included and measures to mitigate for its seriously detrimental effects can be developed. The strategy does not currently promote sustainable development, which is a key goal of the plan.
- Public transport links would need to be implemented connecting leisure, employment and residential land uses. This would require collaborative working with transport planners and bus companies.
- A thorough review of housing needs in the Borough and the potential implications of this strategy for the HMR would need to be considered in advance of pursuing this option.

8 Strategy 6 – Let developers take the lead

8.1 Strategy Components

Strategy 6 – Let the developers take the lead

In this strategy development will be allowed anywhere within Hyndburn subject to criteria based policies influenced by national and regional plans and strategies. All proposals will be treated on their own merits. Developers will take the lead in identifying sites for new development. There will be a high dependency on windfall sites. There will be no proactive role for the Council.

8.2 Key Strengths

Although the strategy places no strategic constraints on the location of development and this could potentially attract investors, it is uncertain what sustainability benefits would be achieved by this approach. Without an indication of the likely location or type of development that would be promoted the sustainability appraisal is very difficult.

8.3 Key Weaknesses

It is considered unlikely that this option would contribute to sustainable economic growth across the Borough. The likely investment appeal of the Borough is unknown and a failure to implement some form of strategic direction, would increase the level of uncertainty in the development control process, add further complexity to decision-making and ultimately deter inward investment, with other Boroughs being more attractive. It is also uncertain whether any inward investment would actually help to benefit the communities most at need and help to secure economic inclusion and deliver wider regeneration benefits across Hyndburn.

The lack of emphasis upon public transport provision and the potential for settlement to be highly dispersed and sporadic could have adverse environmental impacts in terms of greenhouse gas emissions and local air quality. The strategy is also unlikely to contribute to the achievement of urban renaissance and may adversely affect community spirit interest in the future development of the Borough because of the lack of direction.

Despite the above weaknesses, new development in the Borough would be guided by criteria based policies informed by national and regional policy and, therefore some benefits could be realised in the long term, if policy becomes more stringent, for example in terms of its renewable energy and sustainable construction requirements.

8.4 Recommendations

Owing to the high levels of uncertainty in the assessment, from a sustainability perspective it is not recommended that this strategy be taken forward.

9 'Business As Usual' Scenario

Guidance provided by the ODPM³ states that the SA should aim to improve on the effects of the existing saved plan, and to test this, options such as 'no plan' and 'business as usual' should be explored. In this case, these (in reality unlikely) scenarios have been deemed to constitute a continuation of the current policies identified in the existing Local Plan through to the end of its life in 2006 after which there would be no local planning intervention and things would follow a reactive approach as in Strategy 6.

In the short term, a continuation of the current baseline trends would be likely, seeing that those trends would have been influenced by current planning policy. National and regional policy would continue to apply, and the development of the RIS and HMR initiatives would continue. Consequently, the continuation of these trends is expected to demonstrate an upturn in economic growth as a result of the RIS and some housing and associated social regeneration in the HMR areas as a result of those initiatives, although the extent of these and long-term success is not known. The role of statutory consultees (Environment Agency, Countryside Agency, English Heritage and English Nature) would still enable environmental enforcement and controls to continue along with their active roles in planning applications. However, this would be a far less pro-active approach without a forward thinking, sustainable planning strategy in place. Without pro-active intervention, the aims of sustainable social, economic and environmental regeneration are unlikely to be given enough impetus to be realised. As discussed in Strategy 6, a long-term reactive approach to development would result in sustainability impacts being highly uncertain as much would depend upon free-market forces.

³ ODPM (2005) *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*

10 Conclusions and Recommendations

10.1 Potential Strategy Impacts

Each of the potential development strategies has been subject to a high level assessment against the sustainability objectives. Table 10-1 summarises the results presented in the matrices in Appendix D and Table 10-2 summarises the key strengths and weaknesses of the strategies and the main areas of uncertainty regarding their potential implementation.

Table 10-1 Summary of the Assessment

SA Objectives	1 – Concentrate on HMR	2 – Keep new building within towns	3 – Focus on jobs	4 – Concentrate growth in one place	5 – A place to live	6 – Let developers take the lead
To reduce crime, disorder and fear of crime	+	0	?	?	0	?
To improve levels of educational attainment for all age groups and all sectors of society	+	0	+	?	0	?
To improve physical and mental health and reduce health inequalities for all	+	+	?	?	0	?
To provide greater choice, quality and diversity of housing across all tenures	+	?	-	+/-	+/-	?
To protect and enhance community spirit and cohesion	+/-	+	-	-	-	?
To improve access to basic goods, services and amenities for all groups	+	++	-	+	+/-	?
To encourage sustainable economic growth and business development across the Borough	+	+	+	+/-	-	-
To develop the skills and training needed to establish and maintain a healthy labour market	?	?	+	?	0	?
To encourage economic inclusion	?	?	+	--	-	-
To deliver urban renaissance	++	++	-	-	-	-
To develop and market the Borough as a place to live, work and do business	+	+	+	+/-	+/-	?

SA Objectives	1 – Concentrate on HMR	2 – Keep new building within towns	3 – Focus on jobs	4 – Concentrate growth in one place	5 – A place to live	6 – Let developers take the lead
To protect and enhance biodiversity	+/-	+/-	-	-	-	?
To protect and enhance landscape and townscape character and quality	+	?	--	--	-	?
To protect and enhance the cultural heritage resource	?	?	?	-	?	?
To protect and enhance the quality of water features and resources	①	①	-	-	-	?
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	+	+	-	--	+/-	?
To limit and adapt to climate change	+	++	--	-	-	?
To protect and improve air quality	+	++	--	?	-	?
To increase energy efficiency and require the use of renewable energy resources	+	++	?	?	?	?
To minimise waste, increase re-use and recycling	+	①	?	?	?	?
To promote the use of more sustainable modes of transport	++	++	--	?	-	?

Table 10-2 Summary of Strategy Strengths and Weaknesses

Strategy	Key Strengths	Key Weaknesses	Uncertainties
<p>Strategy 1 – Concentrate on housing market renewal</p>	<p>Focuses upon the most deprived areas and therefore has the potential to complement the wider regeneration process, particularly the HMR.</p> <p>There is the potential for environmental benefits through the use and compliance with the Elevate sustainability checklist.</p> <p>Promotes sustainable modes of transport.</p> <p>Promotes investment in Accrington and other small centres which could have benefits for their vibrancy.</p>	<p>There is a risk of increasing disparities across the Borough because of the emphasis upon the HMR areas.</p> <p>There is potential for adverse impacts on cultural heritage resources depending upon the location of housing and economic development.</p> <p>Fails to provide for all housing needs across the wider Borough.</p>	
<p>Strategy 2 – Keep new building within towns</p>	<p>Strategy focuses upon providing a mix of uses in urban areas supported by good transport connections.</p> <p>Promotes the development of green buildings and sustainable lifestyles.</p> <p>Promotes urban renaissance through well-connected, mixed land uses and communities.</p> <p>Largely compatible with the ongoing HMR.</p>	<p>There is potential for the loss of urban biodiversity sites and areas of urban greenspace.</p> <p>There could be adverse impacts for cultural heritage sites if existing buildings are not sensitively converted to an alternative use.</p> <p>There is potential for conflict to arise between different urban land uses for example employment and residential if not appropriately sited.</p>	<p>It is unknown if there is sufficient brownfield land within the urban boundary to accommodate all development.</p>

Strategy	Key Strengths	Key Weaknesses	Uncertainties
<p>Strategy 3 – Focus on jobs</p>	<p>Provides an opportunity to up skill local people through the creation of a wider range of employment opportunities.</p> <p>Potential to stimulate economic growth in the Borough.</p>	<p>Fails to mention housing provision and the potential housing needs of the Borough.</p> <p>Potential to adversely impact upon the community spirit if high numbers of people commute into the Borough for work purposes.</p> <p>It is unknown whether the economic development would contribute to increased local spending.</p> <p>Urban sites and areas could decline if there is too much of a focus upon greenfield sites.</p> <p>Potential for increased traffic associated with the creation of large employment sites with associated adverse environmental impacts.</p>	<p>The scale of development required in the Borough is currently unknown and this needs to be clarified to inform the future development of the Borough.</p> <p>It is unknown whether local people would benefit from the job opportunities created by this strategy.</p>
<p>Strategy 4 – Concentrate growth into one place</p>	<p>Promotes a mixed use development that could potentially reduce traffic movements and reliance on the private car.</p> <p>The promotion of an attractive greenfield site could help to stimulate developer interest in the Borough which could be very important considering the potential lifting of the housing moratorium in other parts of Lancashire.</p>	<p>There is the potential to undermine the HMR through the promotion of an attractive greenfield site with associated impacts for the wider regeneration process in the Borough.</p> <p>The strategy fails to consider the potential housing needs in other parts of the Borough.</p>	<p>It is unknown whether people would want to live and work in the same settlement and this could undermine the potential sustainability benefits offered by this strategy.</p>

Strategy	Key Strengths	Key Weaknesses	Uncertainties
Strategy 5 – A place to live in	<p>It would improve the quality of the housing available in Borough in terms of providing houses of higher value.</p> <p>The focus upon housing provision in greenfield areas could release opportunities for employment development in urban locations.</p>	<p>There is a risk that creating more desirable sites for housing development in greenfield areas could undermine the HMR process.</p> <p>The strategy fails to account for all housing needs in the Borough.</p> <p>A more dispersed settlement pattern is likely to continue a dependency on the private car which would have associated adverse environmental impacts.</p>	It is uncertain whether the provision of higher value housing would boost the local economy.
Strategy 6 – Let developers take the lead	The flexible approach to development proposals might encourage some developers to develop in the Borough.	<p>Potential to increase the complexity of the development control process which could deter developers.</p> <p>It could lead to sporadic, dispersed development across the Borough with associated adverse impacts.</p>	Very high uncertainty.

10.2 A Balanced Approach

Table 10-2 summarises the key strengths and weaknesses associated with the strategic options identified. Clearly none of the options in isolation would provide for sustainable development within the Borough, and a hybrid approach would be required that balances economic growth with social and environmental regeneration. The following strengths could be taken from the options and, subject to the findings of the studies recommended above, may provide a more sustainable hybrid option:

- The development of a RIS with Core Strategy provisions relating to the location and design of the site to minimise environmental impact and maximise links to public/sustainable transport, and provisions for local training and employment. There is also a need to determine the economic viability of the site.

- Depending upon the result of the economic/strategic sites study, other employment sites could be provided in urban areas to minimise the loss of greenfield land and to reduce the impact upon the Borough's landscape but with an emphasis upon target industries that do not require excessive freight movements e.g. office development, knowledge based industries. A tiered approach should be adopted to focus the appropriate level of development to the size and number of urban centres.
- Support for HMR areas is recommended but the housing provision should be broadened to other areas of the Borough and address all spectrums of housing need, including the provision of some, large, high quality housing.
- Urban business growth and housing regeneration should be complemented with other measures such as public transport improvements and physical regeneration including enhancement to urban greenspace, cultural heritage assets, environmental design etc.
- Landscape and biodiversity enhancements need to be an integral element of any strategy taken forward as these are integral to delivering urban renaissance, improving the quality of the built and natural environment and enhancing quality of life.
- Sustainable, mixed-use communities should be created in the existing urban areas rather than in new out-of town developments. The current rise in status and popularity with urban living through creation of urban renaissance could be capitalised upon. Re-defining the image of these areas and re-branding them will be an important component of attracting investment. Measures such as improved public transport connections and environmental regeneration through opportunities such as the canal infrastructure and enhancing the use and setting of historic buildings would further serve to deliver urban renaissance.

10.3 Further Information Requirements

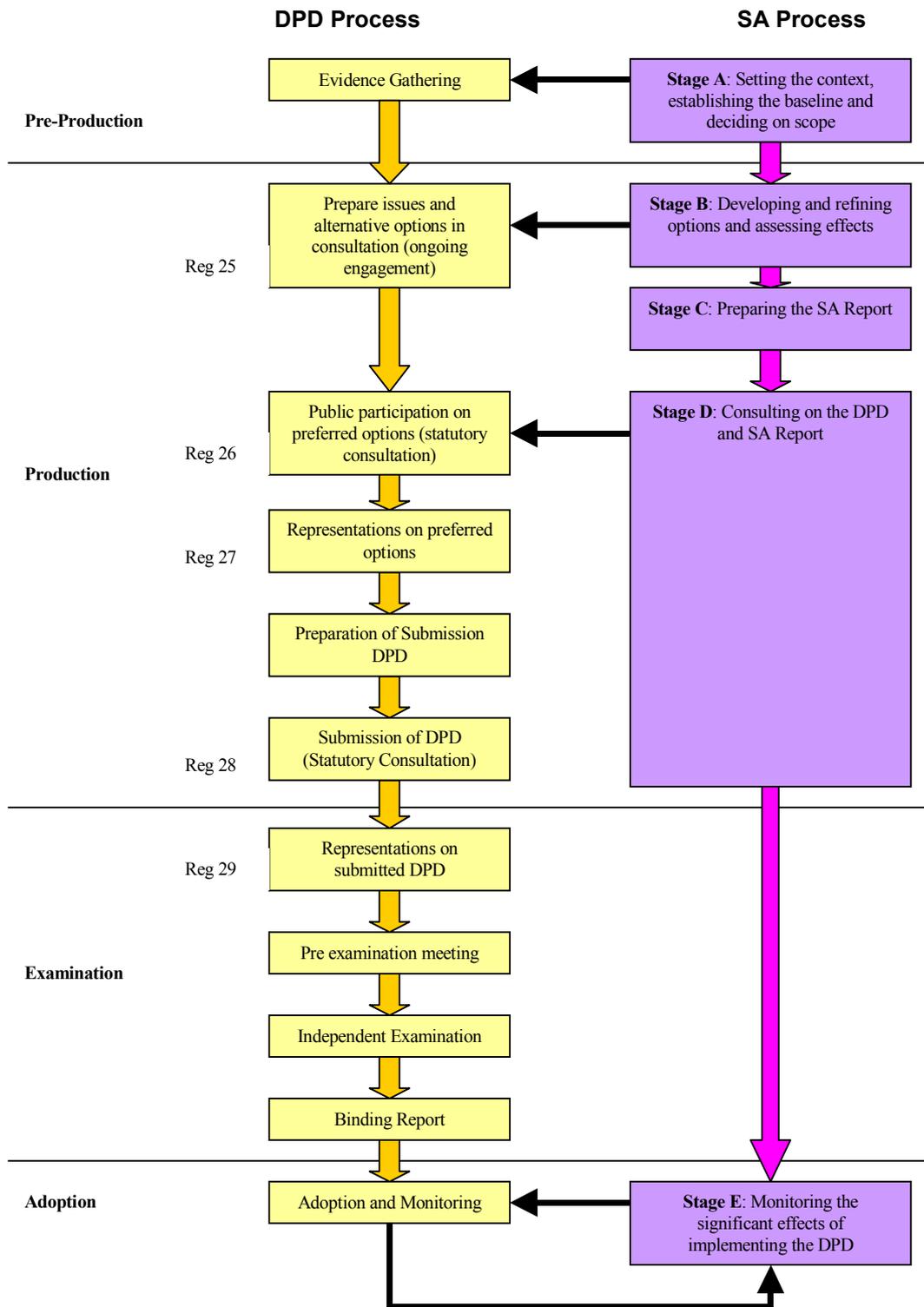
- **Economic Study.** It is recommended that an economic study be undertaken to establish the level of economic growth required/desired in the Borough. This should make a quantifiable link between the number of jobs likely to be created through the RIS (and the catchment area for these jobs, including provision for in-migration, commuting) and further job creation needed to meet local needs. This could be quantified in terms of the likely number and size of employment sites needed to meet these needs. Only then could it be established how much more employment site creation would be necessary, over and above the RIS. This should include urban sites as well as greenfield sites. The study could include: analysis of current labour market, current skills base, skills demand, target industry sectors, market opportunities, sources of investment, unique selling points etc.
- **Strategic Sites Study.** The economic study should be directly linked to a strategic sites study to establish the relative merits of developing

certain sites for employment both individually and collectively. The sites study could include analysis of current employment land and proposed sites, site requirements for target industry sectors, supply side issues such as accessibility, ICT, land availability. A key component of the strategic sites study would focus on the environment and sustainability of these sites as well as the economic viability/need for them. This would include a strategic review of biodiversity issues (feeding from an updated biodiversity audit), brownfield/greenfield land, contamination potential, sensitive landscapes, water quality/flooding constraint, topographic constraint, location with respect to access to public/sustainable transport, links to local areas of population/labour supply etc.

- **Biodiversity Audit.** An updated biodiversity audit for the Borough would also be required.

Appendix A

SA and LDF Preparation Processes



Appendix B

The Assessment Methodology

This appendix outlines the methodology used to assess and compare the strategic options.

SEA Directive Requirements

The SEA Directive requires that options for the plan are Stage B of the SA process comprises the development and refinement of options (see the diagram in Appendix A) and the assessment of effects. Box 1 presents the SEA requirements for options assessment.

Box 1: SEA Directive Requirements for the Development and Refinement of Options

The SEA Directive states that:

“an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated (Article 5.1). Information to be provided in the Environmental Report includes “an outline of the reasons for selecting the alternatives dealt with” (Annex I (h)).

‘the relationship (of the plan or programme) with other relevant plans and programmes’ (Annex 1(a))

Good practice SA guidance emphasises that the options considered for the Core Strategy need to be sufficiently different. This ensures that a meaningful assessment of the likely sustainability impacts can be identified.

The Planning and Compulsory Purchase Act 2004 requires that the plan contributes to sustainable development and it should, therefore improve on the existing conditions in the Borough. To understand whether the proposed options will contribute to sustainable development, a ‘business as usual’ is also considered.

The SA Objectives

The SA framework underpins the assessment methodology and comprises a suite of sustainability objectives that are used as methodological yardsticks to assess the plan options. The Scoping Report defined the SA Objectives presented in Table 1. Each of the objectives is supported by a series of guide questions that should be considered during the assessment process.

Table 1 SA Objectives and Guide Questions

SA Objective		Guide Questions/Key Issues to Consider
1	To reduce crime, disorder and fear of crime	To reduce levels of crime
		To reduce the fear of crime
		To reduce levels of anti-social behaviour
		To reduce alcohol and drug misuse

SA Objective		Guide Questions/Key Issues to Consider
		To encourage safety by design
2	To improve levels of educational attainment for all age groups and all sectors of society	To increase levels of participation and attainment in education for all members of society
		To improve the provision of education and training facilities
		To improve access to and involvement in Lifelong Learning opportunities
3	To improve physical and mental health for all and reduce health inequalities	To reduce health inequalities amongst different groups in the community
		To improve levels of life expectancy
		To reduce levels of teenage pregnancy
		To improve access to health and social care services
4	To provide greater choice, quality and diversity of housing across all tenures to meet the needs of residents	To promote healthy lifestyles
		To reduce homelessness
		To increase the availability of affordable housing
		To improve the condition of the housing stock
5	To protect and enhance community spirit and cohesion	To improve the diversity of the housing stock
		To develop opportunities for community involvement and contribute to decision-making
		To support strong relationships between people from different backgrounds and communities
6	To improve access to basic goods, services and amenities for all groups	To promote a sense of belonging and well-being
		To improve access to cultural and leisure facilities
		To maintain and improve access to essential services and facilities
7	To improve opportunities for access to countryside and other open space.	To diversify employment opportunities
		To increase employment opportunities
		To encourage economic growth
		To encourage inward investment
8	To develop the skills and training needed to establish and maintain a healthy labour market	To improve lifelong learning opportunities and work related training
9	To encourage economic inclusion	To reduce levels of unemployment
		To improve physical accessibility to jobs
10	To deliver urban	To improve the vitality and vibrancy of town centres

SA Objective		Guide Questions/Key Issues to Consider
	renaissance	To improve access to public transport in urban areas
11	To develop and market the Borough as a place to live, work and do business	To support the preservation and or development of high quality built and natural environments within the Borough
		To promote the area as a destination for short and long term visitors and new residents
		To enhance the Borough's image as an attractive place to do business
12	To protect and enhance biodiversity	To protect and enhance designated sites of nature conservation importance
		To protect and enhance wildlife especially rare and endangered species
		To protect and enhance habitats and wildlife corridors
		To provide opportunities for people to access wildlife and open green spaces
13	To protect and enhance the landscape and townscape character and quality	To protect and enhance landscape character and quality
		To protect and enhance townscape character and quality
		To promote sensitive design in development
14	To protect and enhance the cultural heritage resource	To protect and enhance historic buildings and sites
		To protect and enhance historic landscape/townscape value
15	To protect and enhance the quality of water features and resources	To protect and enhance ground and surface water quality
		To protect and enhance water resources
16	To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	To reduce the amount of derelict, under-used and neglected land
		To encourage development of brownfield land where appropriate (particularly within the urban area)
17	To limit and adapt to climate change	To reduce and manage flood risk
		To reduce greenhouse gas emissions
		To encourage the inclusion of sustainable drainage systems (SuDs) in new development
18	To protect and improve air quality	To protect and improve air quality
19	To increase energy efficiency and require the use of renewable energy sources	To increase energy efficiency
		To increase the use of renewable energy
20	To ensure sustainable use of natural resources	To reduce the demand for raw materials
		To promote the use of recycled and secondary materials in construction

SA Objective		Guide Questions/Key Issues to Consider
21	To minimise waste, increase re-use and recycling	To increase the proportion of waste recycling and re-use
		To reduce the production of waste
22	To promote the use of more sustainable modes of transport	To encourage walking, cycling and the use of public transport
		To encourage the uptake of ICT
		To reduce the use of the private car

Each of the strategies was assessed for its broad compatibility with the SA objectives, with the emphasis placed upon identifying key strengths and weaknesses. Table 2 presents the matrix that was used in the assessment and Table 3 the meaning of the symbols used in the matrix.

Table 2 SA Matrix

SA Objective	Option: Strategy 1 – Focus on Housing Market Renewal				
	Performance			Commentary	Areas of Uncertainty
	Short Term	Medium Term	Long Term		
To reduce crime, disorder and fear of crime					

Table 3 Explanation of Matrix Notation

Impact	Description	Symbol
Strong Positive	The proposed option positively contributes to the achievement of all elements of the objective.	++
Positive	The proposed option positively contributes to the achievement of the objective.	+
Neutral	There is no clear relationship between the option and/or the achievement of the objective or the relationship is negligible.	0
Negative	The proposed option detracts from the achievement of the objective	-
Strong Negative	The proposed option detracts from the achievement of all elements of the objective.	--
Uncertain (lack of data)	It is not possible to determine the nature of the impact as there may be too many external factors that would influence the appraisal or the impact may depend heavily upon implementation at the local level.	?
Positive and Negative Impacts	The proposal has a combination of both positive and negative contributions to the achievement of the SA objective.	+/-

When undertaking the assessment, the symbols assigned in the matrix were justified in the commentary box, making reference to the baseline situation where appropriate. This ensures that the process is fully transparent and that any areas of uncertainty and assumptions are documented.

Appendix C

Objective Compatibility Matrix

This appendix assesses the compatibility of the SA and Core Strategy objectives.

Table 1 SA Objectives

SA Objectives	
1	To reduce crime, disorder and fear of crime
2	To improve levels of educational attainment for all age groups and all sectors of society
3	To improve physical and mental health and reduce inequalities for all
4	To provide greater choice, quality and diversity of housing across all tenures
5	To protect and enhance community spirit and cohesion
6	To improve access to basic goods, services and amenities for all groups
7	To encourage sustainable economic growth and business development across the Borough
8	To develop the skills and training needed to establish and maintain a healthy labour market
9	To encourage economic inclusion
10	To deliver urban renaissance
11	To develop and market the Borough as a place to live, work and do business
12	To protect and enhance biodiversity
13	To protect and enhance landscape and townscape character and quality
14	To protect and enhance the cultural heritage resource
15	To protect and enhance the quality of water features and resources
16	To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary
17	To limit and adapt to climate change
18	To protect and improve air quality
19	To increase energy efficiency and require the use of renewable energy resources
20	To minimise waste, increase re-use and recycling
21	To promote the use of more sustainable modes of transport

Table 2 Core Strategy Objectives

Core Strategy Objectives	
A	Greater opportunities for all to access improved economic opportunities
B	Support for the local economy and higher wage employment
C	Greater choice and quality of housing
D	Improved urban and rural environments with higher standards of design, maintenance and security
E	Access for all to higher standards of health, education, leisure and culture
F	Greater recognition of natural, built and cultural assets both by local people and visitors
G	Improved local transport networks
H	A sustainable approach to new building, infrastructure and energy use

Table 3 Objective Compatibility

	Core Strategy Objectives								
	A	B	C	D	E	F	G	H	
SA Objectives	1	✓	✓	○	✓	✓	○	○	○
	2	✓	✓	○	○	✓	○	○	○
	3	✓	✓	✓	✓	✓	✓	?	?
	4	○	○	✓	✓	○	○	○	○
	5	✓	?	✓	✓	✓	✓	✓	○
	6	?	○	○	○	✓	○	✓	✓
	7	✓	✓	○	○	○	○	✓	✓
	8	✓	?	○	○	✓	○	○	○
	9	✓	✓	○	○	✓	○	?	○
	10	✓	✓	✓	✓	?	✓	?	✓
	11	✓	✓	✓	✓	✓	✓	✓	✓
	12	?	?	?	?	○	✓	?	?
	13	?	?	?	✓	○	✓	?	✓
	14	?	?	?	?	?	✓	?	?
	15	?	?	?	?	○	✓	?	✓
	16	?	?	?	?	○	?	?	✓
	17	?	?	?	?	○	?	?	✓
	18	?	?	?	?	○	?	?	✓
	19	?	?	?	?	○	○	?	✓
	20	?	?	?	?	○	✓	○	✓
	21	?	?	?	?	○	?	?	✓

✓	Objectives are potentially compatible
✗	Objectives are potentially in conflict
○	There is no clear relationship between the objectives
?	The relationship between the objectives is currently uncertain

Appendix D

Option Matrices

SA Objective	Strategy 1 – Concentrate on housing market renewal			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To reduce crime, disorder and fear of crime	0	+	++	<p>This strategy would provide an opportunity to design out crime in some of the most deprived housing areas in the Borough. There could be positive impacts for crime levels and fear of crime.</p> <p>There is a risk that disparities could arise across the Borough as the housing development would be concentrated in HMR Areas, although the Strategy states that investment would occur in Accrington and smaller centres.</p>
To improve levels of educational attainment for all age groups and all sectors of society	0	0	+	<p>Regeneration in the most deprived areas could have knock on benefits in the long-term for educational attainment by increasing aspirations. There is a risk that disparities between areas in the Borough could increase because of the emphasis upon certain deprived areas.</p> <p>It is assumed that improved levels of educational attainment would be gradual.</p>
To improve physical and mental health and reduce health inequalities for all	+	+	+	<p>Physical improvements to the infrastructure of some of the most deprived areas could have health benefits. However, not all parts of the Borough would benefit and disparities between areas could increase.</p>

SA Objective	Strategy 1 – Concentrate on housing market renewal			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To provide greater choice, quality and diversity of housing across all tenures	+	+	+	A greater choice of choice of housing and improved quality would be achieved in the priority areas. However, the strategy fails to recognise the potential needs of other parts of the Borough and there is a risk that they could fall into greater disadvantage. Fails to recognise the need for affordable housing and the provision of higher value housing.
To protect and enhance community spirit and cohesion	+/-	+/-	+/-	In target areas, the removal of vacant properties and the provision of improved housing could have positive benefits in these areas. A lack of recognition for other areas of the Borough could have adverse impacts upon community spirit although investment is promoted in Accrington and other small centres.
To improve access to basic goods, services and amenities for all groups	+	+	+	The focus upon the HMR areas and Accrington town centre should positively contribute to the achievement of this objective in these areas. There is a risk that other parts of the Borough not targeted by the strategy would not benefit to the same extent, although the strategy states that investment would be promoted in Accrington and other small centres.
To encourage sustainable economic growth and business development across the Borough	+	+	+	Strategy promotes employment development across the wider built up area. It is unknown where development would be located which increases the uncertainty. It is unknown whether local residents would secure the employment opportunities.

SA Objective	Strategy 1 – Concentrate on housing market renewal			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To develop the skills and training needed to establish and maintain a healthy labour market	?	?	?	The new employment provision in the Borough could offer training but this is unknown at this stage.
To encourage economic inclusion	?	?	?	The strategy has the potential to have positive impacts through new employment development, although it is unknown if people most at need would access the employment opportunities.
To deliver urban renaissance	+	+	++	The focus upon the HMR areas and Accrington town centre would have urban renaissance benefits in these areas. Assumed that benefits would increase over time as new development and housing provision occurs. There is a risk that some areas might not benefit to the same extent.
To develop and market the Borough as a place to live, work and do business	①	+	+	Improved housing and investment in Accrington town centre in the medium to long term should increase the desirability of Accrington.

SA Objective	Strategy 1 – Concentrate on housing market renewal			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To protect and enhance biodiversity	+/-	+/-	+/-	The strategy could increase pressure on areas of urban green space, conversely rural areas outside of the urban boundary would be preserved. Impacts upon biodiversity would ultimately depend upon implementation. However, the HMR sustainability checklist includes elements relating to green space and biodiversity.
To protect and enhance landscape and townscape character and quality	+	+	+	There would be positive townscape impacts in certain parts of the Borough by improving the urban environment and regenerating areas that are currently in decline. The limited housing growth outside of the urban boundary would help to preserve landscape quality and character. It is assumed that all new development would be sensitive to the historic townscape and that areas of open space would be provided. There is also a risk that other parts of the Borough would not benefit to the same extent.
To protect and enhance the cultural heritage resource	?	?	?	Impacts have been assessed as uncertain as the design and location of new employment and housing development would be influential and are uncertain at this stage.
To protect and enhance the quality of water features and resources	0	0	0	Impacts upon water resources are considered to be negligible. Although the HMR sustainability checklist includes elements relating to the sustainable management of water resources and so positive impacts could be realised in the HMR areas.

SA Objective	Strategy 1 – Concentrate on housing market renewal			Commentary including areas of uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	+	+	+	<p>The strategy promotes the reuse of brownfield sites.</p> <p>It is uncertain whether this strategy would prevent any further land contamination from occurring.</p>
To limit and adapt to climate change	+	+	+	<p>In the HMR areas there could be positive impacts through the promotion of sustainable energy use. The strategy would also place an emphasis upon good public transport networks which could help to reduce carbon dioxide emissions from transportation sources.</p> <p>However, there is a risk of increased traffic congestion associated with increased investment in the built up area.</p> <p>Uncertainty is quite high as it is unknown whether the congestion impacts would be realised or their likely magnitude.</p>
To protect and improve air quality	+	+	+	<p>The strategy does promote public transport use which could help reduce pollution from transportation sources but increased congestion in the urban area by concentrating development largely in one location could have adverse impacts.</p> <p>Uncertainty is quite high as it is unknown whether the congestion impacts would be realised or their likely magnitude.</p>

SA Objective	Strategy 1 – Concentrate on housing market renewal			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To increase energy efficiency and require the use of renewable energy resources	+	+	+	In the HMR area through the use of the sustainability checklist there could be positive impacts. The sustainability checklist should be rolled out across the Borough to maximise the potential environmental benefits.
To minimise waste, increase re-use and recycling	+	+	+	In HMR areas this objective should be achieved. As above the sustainability checklist needs to be rolled out across the Borough.
To promote the use of more sustainable modes of transport	++	++	++	<p>The strategy places an emphasis upon delivering good public transport networks. The public transport needs to serve the most appropriate locations for maximum benefits to be achieved.</p> <p>There is uncertainty regarding the location of new employment sites which could inevitably determine the success of the new public transport infrastructure.</p>

SA Objective	Strategy 2 – Keep new building within towns			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10 +yrs)	
To reduce crime, disorder and fear of crime	0	+	+	Impacts upon crime and fear of crime are anticipated to be negligible (although the HMR regeneration would continue). There is a possibility that increased investment in Accrington town centre could have wider regeneration benefits, although impacts are uncertain.
To improve levels of educational attainment for all age groups and all sectors of society	0	0	0	There is no real link between the strategy and this objective and the impact has been assessed as negligible.
To improve physical and mental health and reduce health inequalities for all	0	0	+	The strategy places an emphasis upon 'green' buildings and lifestyles and in the long term if more people choose to walk and cycle there could be health benefits. It is assumed that in the long term there would be a lifestyle change.
To provide greater choice, quality and diversity of housing across all tenures	?	?	?	Although the strategy would enable housing provision through the district, it is not clear from the strategy how much housing and the type of housing that would be provided.
To protect and enhance community spirit and cohesion	+	+	+	The strategy promotes the development of sustainable, cohesive, mixed use communities and this could protect and enhance community spirit and cohesion.

SA Objective	Strategy 2 – Keep new building within towns			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10 +yrs)	
To improve access to basic goods, services and amenities for all groups	+	+	++	The strategy focuses upon connecting housing and employment with services and facilities and, therefore positively contributes to the achievement of this objective.
To encourage sustainable economic growth and business development across the Borough	+	+	+	<p>The strategy identifies Accrington as the focus for investment with smaller scale development in other areas and this could positively contribute to economic growth in the areas where development is focussed.</p> <p>However, there is a risk that the town centre focus for employment development could discourage some companies from locating there because of difficulties associated with access and deliveries. The extent to which the wider Borough would benefit would also depend upon whether local people took the new job opportunities.</p>
To develop the skills and training needed to establish and maintain a healthy labour market	?	?	?	The strategy makes no reference to training and so impacts are uncertain.
To encourage economic inclusion	?	?	?	<p>The strategy has the potential to contribute to economic inclusion.</p> <p>It is uncertain which communities would benefit the most as this would depend upon where investment occurs and if people most at need secure the new job opportunities.</p>

SA Objective	Strategy 2 – Keep new building within towns			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10 +yrs)	
To deliver urban renaissance	+	++	++	There is a risk that there could be a conflict between different types of urban land uses for example, industrial and residential land.
To develop and market the Borough as a place to live, work and do business	+	+	+	The strategy should help contribute to urban renaissance which in itself should promote the Borough as a place to live, work and do business.
To protect and enhance biodiversity	+/-	+/-	+/-	<p>There is a risk that areas of biodiversity interest and green space could become threatened because of the focus upon development within the urban boundary. Brownfield sites can also be very biodiverse. Conversely, areas of biodiversity interest outside of the urban area would be preserved.</p> <p>Further investigation is required into the capacity of the existing urban areas to accommodate new development.</p> <p>A biodiversity audit is also needed to clarify where sensitive sites are located and which sites should be avoided for new development.</p>
To protect and enhance the landscape and townscape character and quality	?	?	?	The strategy would preserve landscape character and quality by focussing development in urban areas. However, there would be increased pressure on the townscape character, an increased risk of town cramming and a loss of urban open space.

SA Objective	Strategy 2 – Keep new building within towns			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10 +yrs)	
To protect and enhance the cultural heritage resource	?	?	?	The impacts upon cultural heritage would depend upon where new development is located in relation to the sites and so would depend upon site specific implementation.
To protect and enhance the quality of water features and resources	0	0	0	Impacts upon water resources are likely to be negligible.
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	+	+	+	The strategy promotes the use of brownfield sites. It is not known how the strategy would affect contaminated land. Although the presence of contaminated sites might deter some people from developing because of the potential costs involved in remediation.
To limit and adapt to climate change	++	++	++	Good public transport, walking/cycling networks and well-connected sustainable communities would be promoted which should have positive climate change impacts by reducing reliance on the private car.
To protect and improve air quality	++	++	++	As above the promotion of sustainable modes of transport should have positive local air quality impacts.
To increase energy efficiency and require the use of renewable energy resources	++	++	++	The need for energy efficiency and the use of renewable energy sources is explicitly stated in the policy.

SA Objective	Strategy 2 – Keep new building within towns			Commentary including areas of uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10 +yrs)	
To minimise waste, increase re-use and recycling	0	0	0	Issues relating to waste minimisation are not specifically mentioned.
To promote the use of more sustainable modes of transport	++	++	++	Good connectivity and public transport is a primary goal of the strategy.

SA Objective	Strategy 3 – Focus on jobs			Commentary including uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To reduce crime, disorder and fear of crime	?	?	?	It is uncertain how crime would be affected by the strategy. Improved job opportunities could increase aspirations and help to lower crime rates. It is unknown whether local people would secure the new job opportunities.
To improve levels of educational attainment for all age groups and all sectors of society	+	+	+	The strategy states that improved business opportunities would be matched by improved skills and education.
To improve physical and mental health and reduce health inequalities for all	?	?	?	If local people are able to access the job opportunities including those living in the more deprived communities there could be regeneration benefits. Increased incomes could lead to better health and well being. Impacts have been classified as uncertain because it is unknown whether local people would secure the job opportunities.
To provide greater choice, quality and diversity of housing across all tenures	-	-	-	The strategy fails to mention housing provision and therefore the strategy fails to achieve this objective. Although the creation of new employment opportunities could increase incomes and enable more money to be spent on homes. However, the latter assumes that local people would be able to access the employment opportunities.

SA Objective	Strategy 3 – Focus on jobs			Commentary including uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To protect and enhance community spirit and cohesion	-	-	-	The strategy states that an emphasis would be placed upon sites accessible to the motorway network, which might lead to an increased risk of people in-commuting from other areas to access the job opportunities. This could have adverse impacts for community cohesion if people think that new sites are being created and they are not benefiting. The strategy also suggests their location outside of urban centres would be preferable which could lead to increased dereliction in the urban area which is also likely to adversely affect community spirit. Where possible, the use of urban sites should be promoted.
To improve access to basic goods, services and amenities for all groups	0	-	-	In the short term it is assumed that there would be a negligible impact upon access to facilities. However, as new employment developments arise, potentially near to motorway junctions then there could be a decrease in the vibrancy of town centres and potentially the quality and variety of town centre facilities.
To encourage sustainable economic growth and business development across the Borough	+	+	+	The strategy has the potential to have positive economic growth impacts by increasing investment and employment opportunities but these positive impacts would only be realised if local people benefit from the employment opportunities. Further investigation is needed into the number and size of economic development locations that are required. This could be achieved through the completion of a strategic sites study.

SA Objective	Strategy 3 – Focus on jobs			Commentary including uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To develop the skills and training needed to establish and maintain a healthy labour market	+	+	+	The strategy states that improved business opportunities would be matched by improved skills and education in the local workforce.
To encourage economic inclusion	+	+	+	Impacts could potentially be positive if local people secure the job opportunities including those in the more deprived parts of the Borough. However, uncertainty is high and there is a risk that sites accessible to the motorway could encourage in-commuting. Liaison with other organisations and agencies is recommended to maximise the potential benefits to the wider community.
To deliver urban renaissance	-	-	--	The strategy focuses investment in locations accessible to the motorway network, suggesting the urban sites would not be as favourable which would work against an objective that seeks to deliver urban renaissance. It is assumed that in the long term the impacts would worsen as more development occurs outside the urban boundary.
To develop and market the Borough as a place to live, work and do business	+	+	+	The strategy could promote the Borough as a place to work through the creation of improved employment sites. There is a lack of focus upon housing provision and needs in the strategy and, therefore this is unlikely to contribute to marketing the Borough as a place to live. There is a risk that in-commuting for work purposes could increase e.g. from Blackburn.

SA Objective	Strategy 3 – Focus on jobs			Commentary including uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To protect and enhance biodiversity	-	-	-	The creation of new employment sites could result in biodiversity losses. Impacts are uncertain, as the location of the sites should be informed by an updated review of the biodiversity baseline in the Borough. Each potential employment site needs to be assessed individually.
To protect and enhance the landscape and townscape character and quality	--	--	--	The creation of new sites in greenfield areas would have adverse impacts upon the countryside and inappropriate siting could lead to urban sprawl. A lack of focus on investment in urban areas could lead to a decline in the quality of urban areas and an associated deterioration in townscape character and quality.
To protect and enhance the cultural heritage resource	?	?	?	Impacts upon cultural heritage resources would depend upon the location of the sites. The strategy suggests that sites outside of the urban boundary would be favourable which could lead to increased dereliction in urban areas and the potential loss of historic townscape features.
To protect and enhance the quality of water features and resources	-	-	-	The location of development in relation to water features and resources is unknown at this stage but the use of greenfield sites would have adverse impacts upon runoff rates and aquifer recharge.
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	-	-	-	The strategy appears to place a focus upon areas outside of the urban boundary and, therefore would promote the use of greenfield rather than brownfield sites. Brownfield sites that could potentially be re-used for employment development should be identified.

SA Objective	Strategy 3 – Focus on jobs			Commentary including uncertainty and assumptions
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To limit and adapt to climate change	--	--	--	Sites accessible to the motorway network are likely to lead to a continued reliance on the private car which would have adverse climate change impacts. Some of the employment development would also be reliant upon freight deliveries which would further increase pressure on the road network and have associated adverse impacts for climate change. The use of greenfield sites would also result in a modification to runoff rates.
To protect and improve air quality	--	--	--	As noted above continued reliance on the private car would have adverse air quality impacts.
To increase energy efficiency and require the use of renewable energy resources	?	?	?	No clear reference to energy efficiency in the strategy but increased development is likely to lead to increased energy consumption but without further information about the extent and type of development promoted it is not possible to make an assessment.
To minimise waste, increase re-use and recycling	?	?	?	As above, increased development is likely to increase waste production although there is high uncertainty dependent upon implementation.
To promote the use of more sustainable modes of transport	--	--	--	The strategy places an emphasis upon access to the motorway network and fails to promote sustainable modes of transport.

SA Objective	Strategy 4 – Concentrate growth into one place			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To reduce crime, disorder and fear of crime	?	?	?	It is unknown how the strategy would influence this objective.
To improve levels of educational attainment for all age groups and all sectors of society	?	?	?	Impacts are uncertain, although it is recommended that apprenticeships and training schemes be established as part of the RIS development to maximise the potential benefits to local people, particularly those living near the site in the expanded settlement.
To improve physical and mental health and reduce health inequalities for all	?	?	?	It is uncertain how the strategy would influence health. It is possible that the creation of an expanded settlement could lead to greater disparities across the Borough, with most investment occurring in one area.
To provide greater choice, quality and diversity of housing across all tenures	+/-	+/-	+/-	There could be positive benefits in the new settlement, although there is a risk that the limited investment in areas outside of the expanded settlement could undermine the HMR. There would also be no housing provision in other areas where it might be needed. It is unknown what mix of housing would be provided in the expanded settlement.
To protect and enhance community spirit and cohesion	-	-	-	This strategy would see the creation of an isolated community and concentrating investment solely in this area could adversely affect community cohesion in other parts of the Borough.

SA Objective	Strategy 4 – Concentrate growth into one place			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To improve access to basic goods, services and amenities for all groups	+	+	+	<p>The expanded settlement would include the provision of facilities and services as well as housing and employment and therefore there would be good access for people who live and work at the site. However, these benefits would not be available for everybody in the Borough.</p> <p>It is uncertain whether people would choose to live and work at the expanded settlement – this is beyond the control of the core strategy and could affect the impacts that are realised.</p>
To encourage sustainable economic growth and business development across the Borough	+/-	+/-	+/-	<p>Sustainable economic growth would occur in the expanded settlement associated with the inward investment in that area. However, negative impacts could occur in other parts of the Borough because of a lack of investment in other areas. The strategy states that Accrington would remain the main centre, although its vibrancy could deteriorate, as could that of other small centres without adequate investment.</p>
To develop the skills and training needed to establish and maintain a healthy labour market	?	?	?	<p>Impacts are uncertain as the strategy makes no clear provision for training and skills development. However, there would be an opportunity for apprenticeships and training schemes in conjunction with the RIS development.</p>
To encourage economic inclusion	--	--	--	<p>The creation of an isolated expanded settlement would not ensure economic inclusion for all people in the Borough, particularly those people living in the most deprived areas.</p>

SA Objective	Strategy 4 – Concentrate growth into one place			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To deliver urban renaissance	-	-	-	Although Accrington would continue to be the main centre in the Borough, the creation of an expanded settlement with the focus of housing and employment in these areas is unlikely to contribute to the delivery of urban renaissance across the Borough. There would also be no focus upon the areas most at need.
To develop and market the Borough as a place to live, work and do business	+/-	+/-	+/-	Positive and negative impacts could occur because people might want to live in the new settlement because of the new housing and job opportunities. However, other parts of the Borough could become neglected and so would detract from the achievement of this objective.
To protect and enhance biodiversity	-	-	-	Development on greenbelt and greenfield land could result in biodiversity losses. Uncertainty is high as the precise location of the expanded settlement is unknown and hence the biodiversity value of the land that would be used.
To protect and enhance the Borough's landscape and townscape character and quality	--	--	--	The development would result in the loss of greenfield and greenbelt land, would affect the existing landscape character and quality. A focus upon development in this area could see increasing dereliction in other urban parts of the Borough.

SA Objective	Strategy 4 – Concentrate growth into one place			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To protect and enhance the cultural heritage resource	-	-	-	<p>There is a risk that other parts of the Borough could be neglected which could have adverse impacts on the quality and setting of cultural heritage features in urban centres.</p> <p>The location of cultural heritage sites in relation to the proposed expanded settlement is unknown.</p>
To protect and enhance the quality of water features and resources	-	-	-	<p>The strategy would result in the loss of greenbelt and greenfield land which would affect runoff rates and aquifer recharge. There would be an opportunity to incorporate SuDs into the new development.</p>
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	--	--	--	<p>The strategy would use greenfield instead of brownfield land and there is a possibility that focusing all development in that location could result in further dereliction across the Borough.</p>
To limit and adapt to climate change	-	-	-	<p>Although the creation of a mixed use site could reduce travelling by private car, this cannot be guaranteed and greenhouse gas emissions from vehicular sources might not decrease. Runoff rates could increase because of the replacement of a greenfield site with hardstanding.</p> <p>It is uncertain whether people would choose to live and work at the new settlement and this is beyond the control of the core strategy/land-use planning.</p>

SA Objective	Strategy 4 – Concentrate growth into one place			
	Performance			Commentary including areas of uncertainty and assumptions
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To protect and improve air quality	?	?	?	Impacts upon air quality are uncertain as this would depend upon whether the strategy reduced car travel. Uncertainties as above.
To increase energy efficiency and require the use of renewable energy resources	?	?	?	No comments regarding energy use in the strategy and so impacts are uncertain.
To minimise waste, increase re-use and recycling	?	?	?	No comments regarding waste management in the strategy and so impacts are uncertain. Waste minimisation requirements could be included as separate policies in the core strategy or included within a SPD.
To promote the use of more sustainable modes of transport	?	?	?	The sites proposed for the RIS, around which the expanded settlement would be developed are located along railway lines and there is the potential for sustainable transport to be promoted. However, impacts are uncertain. Locally walking and cycling within the settlement could be promoted, particularly during lunch breaks if suitable commercial and recreational facilities are provided. It is unknown whether people would choose to live and work at the site, whether people from locations outside of the Borough would work at the site and if public transport developments in conjunction with the site would be successful.

SA Objective	Strategy 5 – A Place to live in			Commentary (including assumptions and areas of uncertainty)
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To reduce crime, disorder and fear of crime	0	0	0	The option does not directly address crime and fear of crime issues. The focus upon the provision of better quality and higher value housing could adversely impact upon the regeneration of other parts of the Borough and could have adverse impacts for crime in the medium and long term. Impacts are uncertain and at this stage have been classified as largely negligible.
To improve levels of educational attainment for all age groups and all sectors of society	0	0	0	The option is unlikely to significantly impact upon educational attainment. There is a risk that a lack of economic investment could adversely affect the regeneration of the Borough which could have associated impacts for educational attainment. Impacts are uncertain and classified as negligible.
To improve physical and mental health and reduce health inequalities for all	0	0	0	As above, a lack of economic investment and a focus solely upon housing led growth could adversely affect regeneration which could have health inequalities. Impacts are uncertain.
To provide greater choice, quality and diversity of housing across all tenures	+/-	+/-	+/-	The strategy promotes the development of sites for better quality and higher value housing which would have positive impacts by potentially attracting wealthier in-migrants to the Borough and would increase the diversity of the housing stock. However, other housing needs are not addressed by this strategy and so there would also be negative impacts.
To protect and enhance community spirit and cohesion	-	-	-	The creation of new areas of higher quality housing outside of the built up area is unlikely to enhance community cohesion in the rest of the Borough as the people currently living in the Borough would not directly benefit. It is possible that these new sites could attract in-migrants to the Borough which could adversely affect community spirit.

SA Objective	Strategy 5 – A Place to live in			Commentary (including assumptions and areas of uncertainty)
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To improve access to basic goods, services and amenities for all groups	+/-	+/-	+/-	The provision of high value housing could increase disposal income in the Borough and provide a market for the provision of improved local services and facilities. It is uncertain whether people living in the higher value housing would spend their income elsewhere. People living in other parts of the Borough might not benefit because of a lack of focus upon the more disadvantaged parts of the Borough.
To encourage sustainable economic growth and business development across the Borough	-	-	-	The strategy makes no direct provision for employment growth or investment, other than stating easy access to job opportunities would be provided. There could also be the potential loss of land for employment uses if they are allocated for housing redevelopment. However, there is a possibility that increased disposal income in the Borough by attracting in-migrants to the new residential areas could drive improvements to facilities and services which could create some local jobs. On balance it is considered that the strategy would not positively contribute to sustainable economic growth across the Borough.
To develop the skills and training needed to establish and maintain a healthy labour market	0	0	0	There is no provision for improved training in the strategy.
To encourage economic inclusion	-	-	-	A focus upon the provision of higher quality housing is unlikely to promote economic inclusion, indeed it could increase polarisation between areas in the Borough.

SA Objective	Strategy 5 – A Place to live in			Commentary (including assumptions and areas of uncertainty)
	Performance			
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To deliver urban renaissance	-	-	-	The strategy suggests that areas close to open spaces and countryside would be used and this could lead to dispersed travel patterns and could adversely affect the regeneration areas and other parts of the Borough.
To develop and market the Borough as a place to live, work and do business	+/-	+/-	+/-	The development of higher quality housing areas could market the Borough as a place to live, although if the strategy fails to lead to balanced growth and development across the rest of the Borough then there is a risk that they could decline and adversely affects its marketability.
To protect and enhance biodiversity	-	-	-	The use of greenfield sites could lead to biodiversity losses. Further investigation into the current baseline conditions in the Borough is required.
To protect and enhance landscape and townscape character and quality	-	-	-	Development on greenfield sites could adversely affect landscape character and quality. A focus upon urban fringe sites is unlikely to benefit urban areas which could lead to further dereliction and adverse impacts for townscape character. Although the focus upon housing development outside of the urban area, might enable employment development in urban locations. It should be noted that the strategy does state that the quality and character of the built and natural environment will be recognised and enhanced.
To protect and enhance the cultural heritage resource	?	?	?	Impacts upon cultural heritage would depend upon the location of the sites in relation to the new housing sites. There is a risk that urban areas could decline which could have negative impacts for the historic townscape.
To protect and enhance the quality of water features and resources	-	-	-	The use of greenfield sites would affect aquifer recharge and runoff rates.

SA Objective	Strategy 5 – A Place to live in			
	Performance			Commentary (including assumptions and areas of uncertainty)
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	+/-	+/-	+/-	The strategy focuses upon greenfield sites and this works against this objective. However, the strategy might enable employment development in the urban area.
To limit and adapt to climate change	-	-	-	Out of town housing developments is likely to increase dependency on the private car which will lead to an increase in greenhouse gas emissions from vehicular sources. Loss of greenfield land would also increase runoff rates with potentially adverse flood risk consequences.
To protect and improve air quality	-	-	-	As above the increased dependency of the car would have adverse air quality impacts.
To increase energy efficiency and require the use of renewable energy resources	?	?	?	Impacts on energy efficiency are unknown. Sustainable housing developments could be promoted and specific policies included in the core strategy or within a separate SPD that require energy efficient design.
To minimise waste, increase re-use and recycling	?	?	?	Impacts upon waste minimisation are unknown.
To promote the use of more sustainable modes of transport	-	-	-	Strategy fails to discuss sustainable transport modes and could lead to a more dispersed settlement pattern and greater reliance on the private car.

SA Objective	Strategy 6 – Let developers take the lead			
	Performance			Commentary (including areas of uncertainty and assumptions)
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To reduce crime, disorder and fear of crime	?	?	?	Impacts upon crime are uncertain without knowing the likely form or location of development and its potential implications for regeneration. It is likely that in accordance with national and regional policy new developments would minimise the risk of crime through sensitive design.
To improve levels of educational attainment for all age groups and all sectors of society	?	?	?	It is unknown what provisions for training and education there would be as part of new developments or if local people would benefit from the development.
To improve physical and mental health and reduce health inequalities for all	?	?	?	It is unknown what health and well-being benefits would be realised. There is a risk that regeneration processes might stagnate adversely affecting those communities.
To provide greater choice, quality and diversity of housing across all tenures	?	?	?	It is unknown where housing developments would be located or the type of housing that would be provided. It is possible that new housing could compete with the HMR.
To protect and enhance community spirit and cohesion	?	?	?	As the type and location of development is unknown it is not possible to determine how community spirit and cohesion would be affected. There is the possibility that some areas of the Borough might benefit more than others and that a lack of direction in the future development of the Borough could adversely affect community spirit and interest.

SA Objective	Strategy 6 – Let developers take the lead			
	Performance			Commentary (including areas of uncertainty and assumptions)
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To improve access to basic goods, services and amenities for all groups	?	?	?	It is unknown how access to services would be affected.
To encourage sustainable economic growth and business development across the Borough.	-	-	-	With the exception of the RIS that would proceed irrespective of the strategy selected, a reliance on windfall sites is unlikely to provide long term economic growth and stability of the Borough. Uncertainty is high because it is unknown how attractive Hyndburn would be for investment and if there would be long term investment appeal.
To develop the skills and training needed to establish and maintain a healthy labour market	?	?	?	It is unknown how the strategy would affect skills and training.
To encourage economic inclusion	-	-	-	Owing to the high reliance on windfall sites it is unlikely that sustainable economic growth across the Borough would occur and that it would benefit those living in the most deprived areas. There is high uncertainty regarding the investment appeal of the Borough and how this would affect areas most at need.
To deliver urban renaissance	-	-	-	Without intervention, it is possible that some of the current areas of the Borough would have limited investor appeal and it would be difficult to ensure that urban renaissance was achieved.

SA Objective	Strategy 6 – Let developers take the lead			
	Performance			Commentary (including areas of uncertainty and assumptions)
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To develop and market the Borough as a place to live, work and do business	?	?	?	It is unknown how this option would affect this objective.
To protect and enhance biodiversity	?	?	?	It is unknown where the development sites would be located and hence how they would affect biodiversity.
To protect and enhance the Borough's landscape and townscape character and quality	?	?	?	As above without a greater understating of the likely location of new development impacts upon this objective cannot be determined.
To protect and enhance the cultural heritage resource	?	?	?	As above impact upon cultural heritage resources are unknown.
To protect and enhance the quality of water features and resources	?	?	?	The nature and location of development in the Borough is unknown.
To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary	?	?	?	The nature and location of development in the Borough is unknown.

SA Objective	Strategy 6 – Let developers take the lead			
	Performance			Commentary (including areas of uncertainty and assumptions)
	Short Term (0-5 yrs)	Medium Term (5-10 yrs)	Long Term (10+ yrs)	
To limit and adapt to climate change	?	?	?	Impacts upon climate change are unknown. Although the strategy makes no provision for public transport use and hence there is the potential for continued reliance on the private car. However, criteria based policies informed by national and regional policy would inform land –use decisions and this could indirectly see the promotion of sustainable modes of transport.
To protect and improve air quality	?	?	?	As above, if there is a continued reliance on the private car then adverse air quality impacts could arise.
To increase energy efficiency and require the use of renewable energy resources	?	?	?	Impacts upon energy efficiency are unknown.
To minimise waste, increase re-use and recycling	?	?	?	Impacts upon energy efficiency are unknown.
To promote the use of more sustainable modes of transport	?	?	?	Impacts upon sustainable transport are unknown. Although there is no provision for increased public transport use within the strategy, other strategies including the LTP would continue to be implemented.