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Hyndburn Borough Council

Development Management Policies DPD

Sustainability Appraisal

SA Report

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Hyndburn Borough Council

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CONTENTS

Abbreviations	iii
1 Introduction	1
1.1 Background	1
1.2 Purpose of this SA Report	1
1.3 The Contents of the DM DPD	2
1.4 Structure of this SA Report	4
2 Sustainability Appraisal	6
2.1 Legal Requirements	6
2.2 Stages in the SA Process	6
3 The DM DPD Alternative Options	26
3.1 Introduction	26
3.2 DM DPD Policy Area Options	26
3.3 Results of Policy Area Options Assessment	27
4 Appraisal of the Development Management DPD	27
4.1 Introduction	27
4.2 Appraisal of the DM Policies	27
4.3 Appraisal of Cumulative Effects	27
5 Monitoring Framework	27
5.1 Introduction	27
5.2 Approach	27
5.3 Existing Monitoring Programmes	27
5.4 Proposed Monitoring Framework	27
6 Next Steps	27
6.1 Next Stages in the SA Process	27
6.2 How to Comment	27

Appendices

- Appendix A
Review of Plans, Programmes and Environmental Protection
Objectives
- Appendix B
Baseline Data
- Appendix C

Internal SA Objective Compatibility
Appendix D
DM DPD Alternative Options Assessment
Appendix E
DM Policies Assessment Matrices

Abbreviations

AAP	Area Action Plan
AMR	Annual Monitoring Report
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BC	Borough Council
BHS	Biological Heritage Site
DCLG	Department of Communities and Local Government
DM	Development Management
DPD	Development Plan Document
IMD	Index of Multiple Deprivation
LSOA	Lower Super Output Area
NPPF	National Planning Policy Framework
PAS	Planning Advisory Service
SA	Sustainability Appraisal
SEA	Strategic Environmental Assessment
SHMA	Strategic Housing Market Assessment
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable (urban) Drainage Systems

1 Introduction

1.1 Background

Hyndburn Borough Council (BC) is in the process of preparing its Development Management (DM) Development Plan Document (DPD) (hereinafter referred to as the DM DPD), which will form part of the emerging Local Plan. The DM DPD, along with the Site Allocations DPD (currently in preparation), the January 2012 Adopted Accrington Area Action Plan (AAP) and the January 2012 Adopted Core Strategy will collectively replace the current Local Plan, which was adopted for planning purposes in November 1996. The DM DPD will set out Hyndburn BC's detailed policy guidance on a range of planning matters including environmental, social and economic issues, until 2026.

Hyndburn BC is committed to preparing a DM DPD that contributes to sustainable development. The Council wants to achieve a balance between economic growth, social progress and environmental quality. The principle of ensuring a better quality of life for everyone, now and in the future, lies at the heart of sustainable development. As part of the DM DPD preparation process, a combined Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) is being undertaken. The term SA shall be used to refer to the combined SA/SEA for the remainder of this report. SA is an essential tool for ensuring that the principles of sustainable development are inherent throughout the preparation of the DM DPD and that it broadly complies with the relevant planning guidance. The overarching aim of the process is to contribute to better decision-making and planning, and it should be initiated at the earliest possible stage of the DM DPD's preparation.

The preparation of the DM DPD commenced in 2012 and has been developed iteratively with the SA process. A Scoping Report was prepared for the Local Plan as a whole in 2006 (Ref. 001-NHR-NH50948-03), and a joint Scoping Report (Hyder Report Reference: 033-NH50948-NHR-01-F) was prepared for the DM DPD and the Site Allocations DPD, both of which were consulted upon with statutory consultees (Natural England, English Heritage and Environment Agency) in September 2012. Following confirmation of the scope of the SA, an informal appraisal of the DM DPD policy area options was undertaken in June 2012, followed by a formal appraisal in October 2012. The assessment of the preferred option for the DM DPD was then undertaken in November 2012.

1.2 Purpose of this SA Report

This SA Report provides a summary of the SA process so far and presents the findings and recommendations of the assessment of the DM DPD. This SA Report will be consulted upon alongside the DM DPD. It will be issued to all statutory consultees and made available for public viewing. The key aims of this SA Report are to:

- Provide information on the DM DPD and the SA process;
- Present the key existing social, economic and environmental conditions within Hyndburn, in the context of existing plans, programmes and environmental protection objectives, together with relevant baseline information;
- Identify, describe and evaluate the likely significant effects of the DM DPD;
- Recommend measures to avoid, reduce or offset any potentially significant adverse effects; and
- Propose a monitoring framework that can be used to monitor the identified significant effects.

1.3 The Contents of the DM DPD

The DM DPD will set out Hyndburn BC's detailed policy guidance on a range of planning matters including environmental, social and economic issues, until 2026. It is of key importance to the determination of planning applications and applicable to any location and any type of development within the Hyndburn Borough. It should be noted that the policies included in the DM DPD reflect guidance set out with the National Planning Policy Framework (NPPF), build on guidance provided at a national level (to address local issues) and make use of other background strategies, policies and programmes which influence planning decisions.

The DM DPD contains a brief introduction to the document, together with a section outlining the policy context. It also sets out the roles of Hyndburn BC and potential developers in relation to ensuring the development, regeneration and environmental protection of the borough.

The DM DPD then sets out its aims and objectives which comprise the following:

- The purpose of this document is to present the Preferred Options stage of the production of the DM DPD.
- The Policies should be capable of being read by members of the public, members of the development sector, planning and regeneration officers and elected members. The policies within the DM DPD should not repeat guidance within the NPPF.

The document then provides details of its preparation (including consultation), together with proposed dates for the next stages of its development. Details of how to comment upon the DM DPD are also provided.

The DM DPD contains a series of DM Policies designed to guide development in Hyndburn, which reflect those set out within the Core Strategy in more detail. As there is a degree of overlap between the intentions of some of the Policies, they have been grouped together within the DM DPD into the following key sections:

- The DM DPD Policies, which are set out under the following headings
 - **Economy.** These policies provide greater detail to those set out within the Core Strategy, recognising the need to maximise the benefits of the borough's strategic connectivity, whilst protecting existing economic assets and resources.
 - **Education.** This policy provides greater detail to those set out within the Core Strategy, recognising the importance of achieving higher levels of educational attainment within the borough.
 - **Housing.** These policies provide greater detail to those set out within the Core Strategy, recognising the need to provide a greater choice and quality of housing within Hyndburn.
 - **Environment.** These policies provide greater detail to those set out within the Core Strategy, recognising the need to protect the environment, ensure the prudent use of natural resources, and promote high quality sustainable development.
 - **Accessibility.** These policies provide greater detail to those set out within the Core Strategy, recognising the need to ensure accessible services by a comprehensive transport network, and also by public transport, walking and cycling.
 - **Rural Areas.** These policies provide greater detail to those set out within the Core Strategy, reflecting its strategic approach to development within the countryside.

Table 1-1 below presents the groups of policies.

Table 1-1 DM Policies Assessment Groups

DM Policies	
Economy	DM1 Employment Development
	DM2 Retail and Leisure Development
	DM3 Hot Food Takeaways
	DM4 Telecommunications
	DM5 Employment Strategies
Education	DM6 Delivering Schools and Early Learning
Housing	DM7 New Residential Development
	DM8 Open Space Provision in Residential Development
	DM9 Affordable Housing
	DM10 Development of Housing within Residential Gardens
	DM11 Housing with Care and Extra Care
	DM12 Gypsy and Traveller Sites
	DM13 Minimum Space Standards for Residential Development
Environment	DM14 Trees, Woodland and Hedgerows
	DM15 Protection and Enhancement of the Natural Environment
	DM16 Protected Species
	DM17 Flood Risk Management and Water Resources
	DM18 High Quality Urban Design
	DM19 Heritage Assets
	DM20 Demolition of Buildings in Conservation Areas
	DM21 Cultural and Community Facilities
	DM22 Advertisements
	DM23 Shop Fronts and Security Shutters
	DM24 Environmental Amenity
	DM25 Contaminated Land and Storage of Hazardous Substances
	DM26 Pollution Control
	DM27 Energy Efficiency
	DM28 Wind Energy
	DM29 Planning Enforcement
	DM30 Protection of Open Spaces
	DM31 Waste Management Within New Residential Development
	Accessibility
	DM33 Travel Plans

DM Policies	
	DM34 Transport Infrastructure
Rural	DM35 New Building and Conversion of Existing Buildings in Green Belt and Countryside
	DM36 Farm Diversification
	DM37 Equestrian Development

Finally, the DM DPD contains a section detailing Hyndburn BC's aims for the implementation and monitoring of the document, and also a series of Guidance Notes that provide additional policy advice on particular subject areas.

1.4 Structure of this SA Report

Table 1-1 provides an outline of the contents and structure of this SA Report. **It is essential that the DM DPD is read in conjunction with this SA Report.**

Table 1-2 Contents and Structure of this SA Report

Section of SA Report	Outline Content
Non Technical Summary (separate document)	Summary of the SA process and SA Report in plain English (a legislative requirement).
Abbreviations	Abbreviations used in this report.
1: Introduction	Provides the background to, purpose of, and structure of the DM DPD and this SA Report.
2: Sustainability Appraisal	This section outlines the legal requirements for the SA. It outlines the key elements of the SA process and the approach adopted for appraising the effects of the DM DPD (including the SA Framework), together with an overview of the consultation requirements.
3: The DM DPD Alternatives	Outlines the development of alternative options that were considered and appraised as part of the development of the DM DPD.
4: Appraisal of the DM DPD	Presents the full appraisal of the DM DPD against the SA Framework including cumulative effects.
5: Monitoring Framework	Provides an outline of the proposed monitoring framework.
6: Next Steps	Identifies the next steps in the SA process, following consultation on this SA Report. Details of how to comment upon this SA Report are also provided.
Appendix A	Presents the full analysis of relevant Plans, Programmes and Environmental Protection Objectives and their relationship/conflicts with the DM DPD.
Appendix B	Contains the baseline data, a summary of which is presented in Chapter 2.
Appendix C	Presents the Internal SA Objective Compatibility Matrix.
Appendix D	Presents the full DM DPD Alternative Options Assessment.
Appendix E	DM Policies Assessment Matrices.

2 Sustainability Appraisal

2.1 Legal Requirements

It is a legal requirement that DPDs are subject to SA, under the Planning and Compulsory Purchase Act 2004. This Act stipulates that the SA must comply with the requirements of the SEA Directive¹ which was transposed directly into UK law through the SEA Regulations². The NPPF also requires each local planning authority to produce a Local Plan for its area, within which a DM DPD is required.

SEA is a systemic process for evaluating the environmental consequences of plans and programmes to ensure that environmental issues are integrated and assessed at the earliest opportunity in the decision-making process. Article 1 of the SEA Directive states that the aim is to: *'provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development'*.

It is possible to combine the processes of SEA and SA, as they share a number of similarities. Planning Advisory Service (PAS) Guidance³ published by the Department for Communities and Local Government (DCLG) promotes a combined process (i.e. a process which assesses social, economic and environmental effects) and this is the approach that has been adopted here. In addition, published Government guidance on SEA⁴ (hereafter referred to as the Practical Guide) has also been followed. Whilst there are formalised approaches for both SA and SEA, only SEA has a legal obligation to perform certain activities. These legal obligations have been and will continue to be adhered to throughout the combined SA and SEA for the DM DPD.

2.2 Stages in the SA Process

The Practical Guide subdivides the SA process into a series of prescribed stages, through which the elements of the DM DPD have been appraised using Sustainability Objectives. While each stage consists of specific tasks, the intention should be that the process is iterative. Figure 2-1 overleaf presents the stages in the SA processes alongside the parallel stages of the DPD preparation process.

¹ Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment, June 2001

² S.I. 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations, 2004

³ <http://www.pas.gov.uk>

⁴ ODPM *et al.* (2005) *A Practical Guide to the Strategic Environmental Assessment Directive*

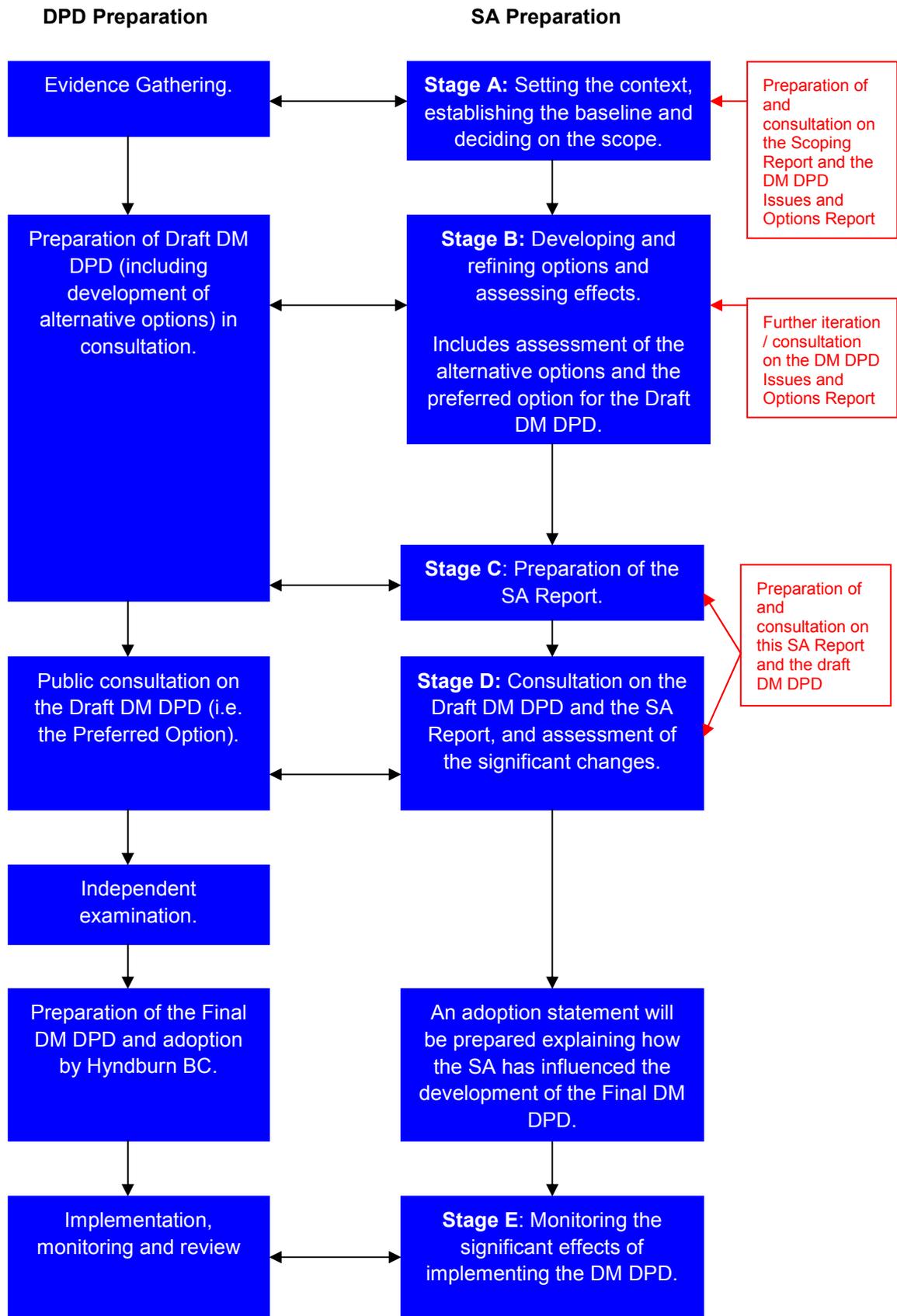


Figure 2-1 The SA Process

Table 2-1 presents the key stages in the SA process, together with the SEA Directive requirements for each stage. Reference is given to where the requirements and specific tasks have been addressed within this SA Report. The table also demonstrates how each of the SA stages is linked to the preparation and development of the DM DPD.

Table 2-1 Stages in the SA Process and SEA Directive Requirements

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the DM DPD
Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope			
A1: Identifying other relevant policies, plans and programmes and sustainability objectives	The environment report should provide information on: <i>“the relationship (of the plan or programme) with other relevant plans and programmes”</i> (Annex 1(a)) <i>“the environmental protection objectives, established at international (European) Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation”</i> (Annex 1(e))	Chapter 2 and Appendix A.	Stage A corresponds to the scoping stage of the SA. Hyndburn BC prepared their DM DPD Issues and Options Document in May 2012, for which the SA Scoping Report was prepared. The findings of Stage A are presented in the Scoping Report.
A2: Collecting baseline information	The environment report should provide information on: <i>“relevant aspects of the current state of the environment and the likely evolution thereof without its implementation of the plan or programme”</i> and, <i>“the environmental characteristics of the areas likely to be significantly affected”</i> (Annex 1(b), (c)) <i>“any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC”</i> (Annex 1 (c))	Chapter 2 and Appendix B	The Scoping Report was then issued for a 5 week consultation period commencing on the 4 th September 2012. During this stage the scope of the SA for the DM DPD was defined.
A3: Identifying sustainability issues and problems		Chapter 2	
A4: Developing the SA Framework	N/A	Chapter 2	
A5: Consulting on the scope of the SA	<i>The authorities referred to in Article 6(3) shall be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report.(Article 5.4)</i>	The scope of the appraisal is presented in Chapter 2. A Scoping Report was produced and consulted upon.	
Stage B: Developing and Refining Options and Assessing Effects			
B1: Testing the DPD objectives against the SA Framework	The environment report should consider <i>“reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme”</i> and give <i>“an outline of the reasons for selecting the alternatives dealt with”</i> (Article 5.1 and Annex I(h))	Chapter 3 and Appendix D.	Stage B of the SEA process is linked to the overall production of the DM DPD which includes the development of plan options and the finalisation of the preferred options.
B2: Developing the DPD Options	In the environmental report, <i>“the likely significant effects on</i>		

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the DM DPD
B3: Predicting the effects of the DPD	<i>the environment of implementing the plan or programme ... and reasonable alternatives ... are [to be] identified, described and evaluated” (Article 5.1)</i>		<p>Consultation on the DM DPD Issues and Options Document was undertaken.</p> <p>There has been a considerable degree of interaction between the plan-making and SA teams during this stage in the process. This has enabled potential adverse effects of the DM DPD to be avoided / minimised and potential sustainability benefits maximised.</p> <p>Stage B is the primary assessment stage of the SA process and is the main output of this report.</p>
B4: Evaluating the effects of the DPD			
B5: Considering ways of mitigating adverse effects and maximising beneficial effects	Annex I (g) states that it should also include “ <i>measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme...</i> ”		
B6: Proposing measures to monitor the significant effects of implementing the DPDs	<i>The Environmental Report should provide information on “a description of the measures envisaged concerning monitoring” (Annex I (i))</i>		
Stage C: Preparing the Sustainability Appraisal Report			
C1: Preparing the SA Report	Article 5.1 contains the requirement for an environmental report to be produced where an assessment is required. The environmental report “ <i>shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process in order to avoid duplication..</i> ” (Article 5.2). Details of the information to be given in the Environmental Report are provided in Annex 1.	This SA Report represents the required Stage C output.	This SA Report has been produced in line with the requirements of the SEA Directive for producing an Environmental Report. A Non Technical Summary is also provided.
Stage D: Consultation on the Proposed Submission Documents and the SA Report			
D1: Public participation on the proposed submission documents	Article 6 contains the requirements for the draft plan or programme and the environmental report to be made available to statutory authorities and the public. They should be given an ‘ <i>early and effective opportunity within time frames to express their opinions</i> ’ (Article 6.2).	Arrangements for consultation are indicated in Chapter 6.	<p>The SA Report and the DM DPD will be consulted upon in accordance with Regulation 27 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.</p> <p>The DM DPD, together with this SA Report, will be available for consultation between November and January 2012.</p>
D2: Appraising significant changes resulting from representations		N/A	<p>Following the receipt of representations, the SA Report may need to be updated to reflect comments received.</p> <p>The SA Report will need to be</p>

SA Stage	Key SEA Directive Requirements	Relevant Section of the SA Report	Application to the DM DPD
D3: Making decisions and providing information			updated to accompany the Publication (Regulation 30) version of the DM DPD. It will be essential for the SA Report and the DM DPD to remain consistent. It is the intention that consultation upon the Publication DM DPD will be undertaken between May and June of 2013. Adoption is proposed for March 2014.
Stage E: Monitoring the significant effects of implementing the DPD			
E1: Finalising aims and methods for monitoring	<i>“Member States shall monitor the significant environmental effects of the implementation of plans and programmes... in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action”</i> (Article 10.1)	Monitoring will commence once the DPD has been adopted. A draft monitoring framework is included within Chapter 5 of this SA Report.	Monitoring undertaken for the SA process should feed into the Annual Monitoring Report (AMR). Monitoring will commence once the DPD has been adopted.
E2: Responding to adverse effects			

The following sections detail the activities that have been, and are proposed to be, undertaken at each stage of the SA process. This provides context and background to the SA to date including its agreed scope, the methodology for the appraisal of the DM DPD, and the technical limitations to the appraisal.

Stage A: Setting the Context, Establishing the Baseline and Deciding on the Scope

Review of Plans, Policies and Environmental Protection Objectives

A review of other plans, programmes and environmental objectives that may affect the preparation of the DPD was undertaken to identify the relationship between them. This included:

- Identification of any external social, environmental or economic objectives, indicators or targets that should be reflected in the SA process.
- Identification of any baseline data relevant to the SA.
- Identification of any external factors that might influence the preparation of the plan, for example sustainability issues.
- Identification of any external objectives or aims that would contribute positively to the development of the DPD.
- Determining whether there are clear potential conflicts or challenges between other identified plans, programmes or sustainability objectives and the emerging DM DPD.

The review included documents prepared at international, national, regional and local scales. These documents cover a broad range of issues, not all of which apply directly to the DPD. The key principles of relevant plans, programmes and environmental protection objectives were taken forward to positively influence the direction of the DM DPD. The key themes relevant to the DM DPD are summarised below, and the full review is presented in Appendix A.

- Protection and enhancement of biodiversity and the natural environment.
- Protection and enhancement of the quality and character of urban and rural areas.
- Recognition of the challenge of climate change and implementation of appropriate action to address it, including flood risk.
- Reduction of greenhouse gas emissions and promotion of renewable energy and energy efficiency.
- The prudent use of natural resources and the development of more sustainable patterns of production and consumption.
- Protection and enhancement of all water resources.
- Promotion of sensitive waste management.
- Protection and enhancement of the vibrancy of urban areas and town centres e.g. Accrington.
- Enhancement of environmental quality.
- The need to ensure that new housing development meets local needs.
- Improved quality of the borough's housing stock.
- Reduction in the number of unfit and vacant homes.
- Realisation of the importance of open spaces, green infrastructure, sport, and recreation and the contribution that they make to enhancing quality of life.
- Achievement of an overall improvement in quality of life for all residents.
- A reduction in the incidence of crime and anti-social behaviour.
- Access to health facilities, social care services and social / community facilities should be improved, and the health of the people living in Hyndburn enhanced.
- Promotion of the development of social and community facilities.
- Provision of quality education and training opportunities for all.
- Improved productivity and competitiveness of Hyndburn's businesses.
- An enhanced skills base in order to meet the needs of future business sectors.
- Promotion of a diverse, value-added economy.
- Address barriers, and improve access, to employment.
- Improve public transport facilities, provide more sustainable transport choices (including walking and cycling) and improve movement and accessibility.

Establishing the Baseline

Characterising the environmental and sustainability baseline, issues and context helps to define the SA Framework. It involves the following key elements:

- Characterising the current state of the environment within the Hyndburn Borough (including social and economic aspects as well as the natural environment); and
- Using this information to identify existing problems and opportunities which could be considered in the DM DPD where relevant.

The baseline was characterised through the following methods:

- Review of relevant local, sub- regional, national and international plans, policies and environmental protection objectives;
- Data gathering using a series of baseline indicators developed from the SEA Directive topics, the PAS guidance, and the data available for the district.
- Consideration of the scope and contents of the DM DPD.

A detailed description of the baseline characteristics of Hyndburn is provided in Appendix B, together with any identified data gaps and inadequacies. Obtaining these datasets would help to further increase the knowledge of the areas and therefore the potential impacts of the DM DPD. Such data gaps could potentially be overcome through the use of the monitoring framework.

The baseline data has been used to identify the key sustainability issues and opportunities within the Hyndburn Borough, a summary of which is presented in Table 2-2. Although these have been grouped by broad sustainability theme, many are indirectly or directly linked and are therefore closely related.

Table 2-2 Summary of Key Sustainability Issues and Opportunities

SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
Population	<p>High percentage of young people in certain wards of Hyndburn, which will have implications for provision of educational facilities, recreational facilities etc. Asian/Asian British the main ethnic minority and therefore there needs to be appropriate services provision for all members of the population in terms of education, housing etc.</p>	<p>There are opportunities to improve the supply of education, health and other community facilities in Hyndburn.</p>
Education and Qualifications	<p>Educational attainment in Hyndburn is low with Central ward having the lowest Indices of Deprivation score for education, skills and training in Hyndburn and Barnfield the second lowest. Church, Springhill and Netherton wards also have low scores this has implications for the number of skilled young people in Hyndburn.</p> <p>There is a need to raise the overall aspirations of people living in the borough and to stimulate more interest and emphasise the importance of educational qualifications to the population.</p>	<p>There is a need to improve educational attainment in the borough. By improving levels of educational attainment there could be wider social benefits and improvements to the local economy.</p>
Human Health	<p>Life expectancy is lower than the regional and national average and there is a need to reduce the incidence of diseases. Health inequalities need to be reduced.</p> <p>Though teenage pregnancy levels have shown a decline, they are still higher than regional and national levels and are linked to economically disadvantaged communities and a wider vicious cycle associated with low aspirations and vulnerable young people. The high levels of teenage pregnancy have implications for health service provision, housing and educational attainment.</p>	<p>Health improvements would benefit the economy and would enhance overall quality of life in the borough.</p>
Water	<p>Flood risk within the urban area of Hyndburn is relatively high and a number of areas within the borough lie within floodplains, particularly within Accrington Town Centre and neighbouring townships such as Church. The Ribble Catchment Flood Management Plan should therefore deliver sustainable flood risk management that ensures the protection of at risk areas.</p>	<p>Opportunities should be sought to de-culvert watercourses where appropriate to reduce the risk of flooding, to enhance water quality and the overall quality of the environment. There is a potential opportunity for this to be achieved as part of the regeneration process.</p> <p>The Leeds-Liverpool Canal is of Good Ecological Quality but all other assessed watercourses in the borough are only of Moderate Ecological Quality, where possible, efforts should be made to improve the ecological quality of remaining watercourses.</p> <p>Efforts should continue to restore and develop parts of the Leeds-Liverpool canal</p>

SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
Soil and Land Quality	<p>A variety of industrial land uses have potentially left behind substantial contamination in the borough.</p> <p>Although there is a Government emphasis upon redeveloping brownfield sites, the biodiverse nature of some brownfield sites must be acknowledged.</p>	<p>to provide tourism and environmental enhancements.</p> <p>Opportunities should be sought to remediate areas of contamination, as part of any redevelopment and regeneration works.</p>
Air Quality	<p>Whilst there are currently no Air Quality Management Areas (AQMAs) designated in Hyndburn, a potential future air quality issue has been identified at Clayton le Moors for nitrogen dioxide and congestion on the M65 has the potential to cause air quality problems.</p>	<p>Opportunities should be sought to reduce levels of traffic. Public transport links within the borough are good and the use of public transport should therefore be encouraged and promoted.</p>
Climatic Factors	<p>Parts of Central Accrington are at risk of fluvial flooding where many of the watercourses are culverted beneath buildings.</p> <p>Culverting can exacerbate flood risk due to blockage problems and potential culvert collapse therefore it is essential that development in the floodplain is avoided and minimised as far as possible.</p>	<p>Opportunities should be sought to de-culvert watercourses to both reduce flood risk and enhance the quality of the environment.</p> <p>New developments should be encouraged to use Sustainable Drainage Systems (SuDs) to manage runoff and further reduce flood risk.</p> <p>New developments should be encouraged to include sustainable design principles, energy efficiency and the incorporation of renewables e.g. the inclusion of solar panels and low carbon technologies. The carbon footprint of new development should be reduced.</p>
Biodiversity, Flora and Fauna	<p>Although not as well noted for its biodiversity sites as some other parts of Lancashire, Hyndburn does possess a wide variety of natural environmental assets and a number of designated sites.</p>	<p>Efforts to regenerate and redevelop the Leeds-Liverpool Canal should continue and opportunities to enhance biodiversity should be maximised.</p> <p>Opportunities should be sought to develop new Local Nature Reserves (LNR) to enhance the quality of the local environment and to improve quality of life.</p> <p>Opportunities should be sought to develop and enhance the network of public open space.</p> <p>Opportunities should be sought to protect and enhance the existing network of green infrastructure within the borough.</p>
Cultural Heritage	<p>Hyndburn has a number of cultural heritage features and a number of conservation areas including Accrington town centre which are important for their historic townscape and heritage value.</p>	<p>All cultural heritage features should be preserved and enhanced.</p> <p>In addition to preserving statutory sites it is important to ensure that the wider historic landscape is protected and that cultural heritage issues are taken into consideration in all new developments.</p>

SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
Landscape/ Townscape	The industrial heritage of the borough is an important element of the townscape. This includes the surviving industrial textile mills and features such as these must be maintained. Similarly the rural landscape should be protected for its importance as open countryside.	It is essential that landscape character and quality is restored, maintained and enhanced. In addition to considering the wider strategic preservation of the borough's landscape, opportunities should be sought to enhance design and landscaping at the local level to improve the quality of the local environment. Opportunities should be sought to promote the local character and distinctiveness to try and encourage inward investment.
Minerals and Waste	One of the major strategic landfill sites for Lancashire is situated in the borough. Hyndburn is already performing well in terms of recycling and composting in comparison to other authorities in Lancashire.	Opportunities should be sought to further enhance performance. Sustainable sourcing and waste management principles should be promoted for all new developments that occur in the borough.
Transportation	The borough is well-connected with motorway and rail links. Public transport links are good and located in residential areas, making Accrington and other central areas relatively accessible.	Opportunities should be sought to reduce dependence on the private car and increase public transport use. It will be important to ensure that any new employment sites can be easily accessed by public transport. The cycling and walking network in Hyndburn should be expanded and enhanced.
Economy	Retaining skilled members of the population is a problem for the local economy. The capacity to improve the local economy is vast and stems from the need for provision of better educational choice and access to high quality education and training which in turn would produce a growing population of young skilled people and would enhance the quality of the local workforce. There are high levels of economic inactivity. There is a need to improve the image of the borough to encourage inward investment and to attract new business opportunities.	Employment development at Whitebirk continues to be a significant employment opportunity for the borough. The economy needs to be diversified to broaden the economic base and provide alternatives to the traditional manufacturing employment opportunities. The good transport links in the Borough need to be exploited and accessibility a key issue when deciding where to site new development.
Deprivation and Living Environment	Barnfield, Central, Church, Peel and Springhill wards are in the bottom 10% most deprived nationally (Index of Multiple Deprivation) and have been a focus of regeneration efforts. Deprivation is a very complex issue and a number of different issues will need to be addressed for noticeable improvements to be realised. Although five key wards are more deprived than others it will be important to	Anti- social behaviour is most prevalent in Barnfield, Central, Springhill and Church wards and there is a need to tackle among all other crime, anti- social behaviour and youth related crime in order to increase community sense of safety and enhance overall quality of life. Sports should be enhanced. Access to sports facilities should be enhanced. This could have associated health benefits.

SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
Housing	<p>ensure that other areas also receive investment to prevent problems associated with alienation. There are pockets of deprivation in a number of the wards in the Borough.</p> <p>There are a high number of vacant and unfit dwellings in the Borough.</p> <p>There is a very limited choice of housing with over 50% being terraced properties.</p> <p>House prices have gradually increased but incomes have not matched this rate of growth, which leads to problems of housing affordability.</p> <p>The number of people presenting themselves as homeless has decreased.</p>	<p>Housing regeneration efforts present a significant opportunity both to revitalise the housing stock and to improve quality of life.</p> <p>With the projected increase of the 65+ age group, there will be a need to provide suitable accommodation including bungalows.</p>

The Scope of the Appraisal

The DM DPD SA Process commenced in 2012 with the preparation of an SA Scoping Report (Hyder Report Reference: 033-NH50948-NHR-01-F, June 2012). The Scoping Report contained:

- Identification of key sustainability issues and opportunities, together with recommendations for mitigation where required; and
- The development of the SA Framework against which the elements of the DM DPD have been assessed.

Geographical Scope of the Appraisal

The Scoping Report set out the scope and approach to the assessment of the DM DPD. Geographically the scope of this SA comprises the whole of the Hyndburn Borough.

Temporal Scope of the Appraisal

The DM DPD sets out the framework for facilitating the determination of future planning applications within the Hyndburn Borough until 2026.

Topics Covered in the Appraisal

The SA comprises the consideration of the environmental, social and economic effects of the DM DPD. The baseline characterisation has therefore reflected the topics set out in the SEA Directive, but also considers relevant additional social and economic topics as recommended in the PAS SA guidance. Table 2-3 identifies the topics covered, together with their relationship with the topics listed in Annex I of the SEA Directive.

Table 2-3 Topics Covered in the SA and Relevant SEA Directive Topics

Topics covered in the SA	Relevant topics listed in Annex I of the SEA Directive
Population	Population and Human Health Material Assets
Education and Qualifications	Material Assets
Health	Population and Human Health Material Assets
Crime	Population and Human Health
Water	Water and Soil
Soil and Land Quality	Water and Soil Material Assets
Air Quality	Air
Energy and Climate Change	Climatic Factors
Biodiversity, Flora and Fauna	Biodiversity, Flora and Fauna
Cultural Heritage	Cultural heritage and landscape
Landscape	Cultural heritage and landscape
Minerals and Waste	Material Assets
Transportation	Material Assets

Topics covered in the SA	Relevant topics listed in Annex I of the SEA Directive
Economy	Material Assets
Deprivation and Living Environment	Population and Human Health Material Assets
Housing	Material Assets

Annex I of the SEA Directive also requires an assessment of secondary, cumulative and synergistic effects, the results of which are provided in Chapter 4. Transboundary impacts on neighbouring authorities are considered inherently throughout the assessment.

The Scoping Consultation

The Scoping Report was issued for public consultation in September 2012, for a five week consultation period. The aim of this was to obtain comment and feedback upon the scope and level of detail of the SA.

It was issued to the three statutory consultees (the Environment Agency, English Heritage and Natural England) and the public through availability on the council's website. Responses from all statutory consultees were received and duly incorporated into the SA process as appropriate.

The SA Framework

The SA Framework was developed at the scoping stage and underpins the assessment methodology. It comprises a series of 18 SA Objectives against which the DM DPD has been assessed. The SA Objectives are intended to be overarching and aspirational. They were originally agreed in 2006 during the initial Scoping for the SAs for Hyndburn's Local Plan, but have since been reviewed and slightly modified to better reflect the requirements of the DM DPD. They address the full cross-section of environmental, economic and social sustainability issues within Hyndburn.

The SA Objectives have been developed using the review of other relevant plans, programmes and environmental objectives, the baseline data and the key issue and opportunities identified. Each of the SA Objectives is supported by a series of sub-objectives to add further clarity and to assist the assessment process. These sub-objectives have been considered by the assessors when undertaking the appraisal in order to inform their decision.

The SA Objectives and associated sub-objectives are presented in Table 2-4.

Table 2-4 SA Objectives and Sub-Objectives

SA Objective		Sub-Objectives
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
		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, reduce health inequalities and protect community spirit	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
		To promote healthy lifestyles
		To support strong relationships between people from different backgrounds and communities
		To promote a sense of belonging and well-being
4	To provide greater choice, quality and diversity of housing across all tenures to meet the needs of residents	To reduce homelessness
		To increase the availability of affordable housing
		To improve the condition of the housing stock
		To improve the diversity of the housing stock
5	To improve access to basic goods, services and amenities for all groups	To improve access to cultural and leisure facilities
		To maintain and improve access to essential services and facilities
		To improve opportunities for access to countryside and other open space.
6	To encourage sustainable economic growth and business development across the Borough	To diversify employment opportunities
		To increase employment opportunities
		To encourage economic growth
		To encourage inward investment
		To improve lifelong learning opportunities and work related training
7	To encourage economic inclusion	To reduce levels of unemployment
		To improve physical accessibility to jobs
8	To deliver urban renaissance and market the Borough as a place to live, work and do business	To improve the vitality and vibrancy of town centres
		To improve access to public transport in urban areas
		To support the preservation and or development of high quality built and natural environments within the Borough

SA Objective		Sub-Objectives
		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
9	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
10	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
11	To protect and enhance the cultural heritage resource	To protect and enhance historic buildings and sites
		To protect and enhance historic landscape/townscape value
12	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
13	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
14	To protect and improve air quality	To protect and improve air quality
15	To increase energy efficiency and require the use of renewable energy sources	To increase energy efficiency
		To increase the use of renewable energy
16	To ensure sustainable use of natural resources and an efficient use of land	To reduce the demand for raw materials
		To promote the use of recycled and secondary materials in construction
		To reduce the amount of derelict, under-used and neglected land
		To encourage development of brownfield land where appropriate (particularly within the urban area)
		To guard against land contamination
17	To minimise waste, increase re-use and recycling	To increase the proportion of waste recycling and re-use
		To reduce the production of waste
18	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

SA Objective Compatibility

The 18 SA Objectives have been tested against each other to identify any potential areas of internal incompatibility. The results are presented in Appendix C and summarised below.

Many of the SA Objectives are complimentary and compatible, although there were some uncertainties identified which are documented in more detail below.

The compatibility was assessed as uncertain between SA Objective 4 '*To provide greater choice, quality and diversity of housing across all tenures to meet the needs of residents*' and also SA Objective 6 '*To encourage sustainable economic growth and business development across the Borough*' against the following SA Objectives:

- 9: To protect and enhance biodiversity
- 10: To protect and enhance the landscape and townscape character and quality
- 11: To protect and enhance the cultural heritage resource
- 12: To protect and enhance the quality of water features and resources
- 13: To limit and adapt to climate change
- 14: To protect and improve air quality
- 15: To increase energy efficiency and require the use of renewable energy sources
- 16: To ensure sustainable use of natural resources and an efficient use of land
- 17: To minimise waste, increase re-use and recycling

This is because new development has the potential to adversely affect biodiversity resources through direct land take, landscape and heritage resources from inappropriate siting and water resources through an increase in water consumption and development in the floodplain. In addition new development requires the use of natural resources, raw materials and energy, and can increase pressure upon waste management.

The compatibility of SA Objective 15 '*To increase energy efficiency and require the use of renewable energy sources*' was assessed as uncertain against SA Objectives 10 and 11 as renewable energy development could potentially adversely affect landscape and heritage resources through inappropriate siting.

These areas of potential conflict were considered when undertaking the appraisal of the DM DPD policies to ensure that appropriate mitigation was included within the policy wording to address any potential conflicts between new development and protection of the environment.

Stage B: Developing and Refining Options and Assessing Effects

Options Assessment

Following consultation on the Scoping Report, the policy area options for the DM DPD were developed by Hyndburn BC, as set out in the DM DPD Issues and Options (May 2012) document. This document contained an initial set of 42 policy area options to help guide the consenting of development proposals, and formed an important first step in developing the preliminary set of policy area options.

At this stage the options did not provide detailed guidance on standards / thresholds and requirements, but rather indicated the policy areas the DMD DPD would cover and the issues it

would ultimately attempt to address, together with options for their content. It was the intention that the options would be further developed over the coming months to create a preferred options document (i.e. the DM DPD as it is now), which would detail the requirements which the developers / applicants will have to consider when preparing planning applications.

A high-level review of the policy area options against the SA Objectives was undertaken using simple assessment matrices. One matrix was produced for each policy area option, each comparing each option against each of the 18 SA Objectives topics.

The following notation was used to appraise each policy area option:

Table 2-5 Notations used in the Options Assessment

Symbol	Definition
+	On balance the policy option contributes to the achievement of the SA Objective.
-	On balance the policy option detracts from the achievement of the SA Objective.
+/-	The policy option both contributes to and detracts from the achievement of the SA Objective in different ways.
0	On balance the policy option neither contributes to nor detracts from the achievement of the SA Objective.
?	The assessment is uncertain at this stage.

An indication of the level of uncertainty of the impact prediction (i.e. whether it is low, medium or high) is provided, together with an indication as to whether the potential impact is direct / indirect and reversible / irreversible.

The aims of the options assessment was to highlight the key strengths and weaknesses and identify areas for improvement, in order to encourage the selection of the most sustainable option(s) and to ultimately improve the sustainability of the development that is brought forward. The results of this exercise, together with recommendations for improvement, are presented within this SA Report. Full details of the assessment of the policy area options are documented in Chapter 3 and Appendix D.

Assessing the Effects of the DM DPD

The findings of the policy area options assessment were fed back to the plan-makers, and the policy area options subsequently developed and refined.

The DM DPD has been assessed against the SA Objectives in order to determine the overall sustainability performance of the document. The following elements of the DM DPD have been assessed:

- The DM DPD Policies

Assessment of the DM DPD Policies

The DM DPD contains a series of DM Policies designed to guide development in Hyndburn. As there is a degree of overlap between the intentions of some of the Policies, they have been grouped together within the DM DPD. These groups have been used for the purposes of the assessment (refer to Table 1-1 earlier within this report). As the 'Environment' group contains a large number of policies, it has been separated further for the purposes of the assessment into

two groups, one for policies relating to the natural and built environment and the other relating to environmental quality and design.

The DM Policies have been assessed against the SA Framework. The assessment has been undertaken using a series of assessment matrices, which have used to document the following:

- Impact - whether the effect is positive, negative or neutral when assessed against the objectives;
- Timescale – the timescale over which the impact is likely to be realised (i.e. short-term, medium-term or long-term);
- Permanency – whether the impact is likely to be permanent or temporary;
- Uncertainty – the level of certainty of the impact prediction i.e. whether it is low, medium or high; and
- Spatial Scale – whether the effect is likely to be realised in specific locations or across the district.

The notation presented in Table 2-6 was used in the matrices. When undertaking the assessment, the symbols assigned in the matrix were justified in the commentary box along with any uncertainties.

Table 2-6 Notations used in the SA Assessment

Impact	Description	Symbol
Major Positive Impact	The policy contributes to the achievement of the SA Objective and is likely to deliver enhancements.	++
Positive Impact	The policy contributes partially to the achievement of the SA Objective but not completely.	+
No Impact/ Neutral	There is no clear relationship between the policy and/or the achievement of the SA Objective or the relationship is negligible.	0
Negative Impact	The policy partially detracts from the achievement of some elements of the SA Objective.	-
Major Negative Impact	The policy detracts from the achievement of all elements of the SA Objective.	--
Uncertain impact – more information required	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 policy has a combination of both positive and negative contributions to the achievement of the SA Objective.	+/-

This assessment has enabled the identification of the key sustainability strengths and weaknesses, and the potential areas for improvement. Recommendations are made to offset or alleviate any adverse impacts that have been predicted, or to enhance any opportunities that have been identified.

A summary of the assessment of the DM Policies is provided in Section 4.2. The complete results of the assessment are presented in Appendix E.

Mitigation

Where appropriate, mitigation measures are recommended to avoid, reduce or offset the potential adverse impacts as a result of the DM DPD. In addition, potential opportunities to benefit and enhance the social, economic and environmental receptors improve are identified.

As the DM DPD has been developed in parallel to SA process, mitigation measures have been incorporated on an ongoing basis.

Appraisal of Cumulative and Synergistic Effects

The SEA Directive requires *inter alia* that cumulative effects should be considered. It stipulates consideration of “*the likely significant effects on the environment...*” and that “*These effects should include secondary, cumulative, synergistic...effects*” (Annex I). The Practical Guide sets out the following definitions for these terms:

- Secondary or indirect effects comprise effects which do not occur as a direct result of the proposed activities, but as a result of complex causal pathway (which may not be predictable).
- Cumulative effects arise from a combination of two or more effects, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the plan or programme have a combined effect.
- Synergistic effects – synergy occurs where the joint effect of two or more processes is greater than the sum of individual effects.

The potential for cumulative, synergistic or secondary or indirect effects as a result of the DM DPD has been inherently considered within the appraisal, the findings of which are presented in Section 4.3.

Appraisal of Transboundary Effects

The SEA Directive also requires SAs to consider the transboundary effects of the plan on other EU member states. It is considered there the plan will not have any significant transboundary effects.

Technical Limitations and Uncertainties

During the assessment of the DM DPD, there has sometimes been uncertainty when predicting the potential effects. Where this has occurred, the uncertainty is identified within the appraisal matrices and accompanied by recommendations to mitigate such impacts.

In addition, a number of data gaps are identified within the baseline context where data is unavailable or out of date. Obtaining these datasets would help to further increase the knowledge of the areas, and could potentially be filled through the use of the monitoring framework.

Finally, the DM DPD essentially acts as a guidance document for the future development of the Hyndburn Borough. There is therefore reliance upon future decision-makers to ensure sustainable development is ensured.

Stage C: Preparation of the SA Report

This SA Report presents the findings of the assessment to-date including the information collated in Stage A and during scoping, and documents the entire SA process. The results of

the appraisal together with any mitigation measures proposed are recorded in the remaining chapters of this document.

The SA Report also includes a separate Non-Technical Summary (NTS).

Stage D: Consultation on the DM DPD and the SA Report

This Final SA Report has now been issued for consultation alongside the DM DPD to all key stakeholders (including statutory consultees and the public) for comment. Following the close of the consultation period, Hyndburn BC will review the feedback and revise the plan as appropriate. If significant amendments are made to the document, the SA Report may also need to be updated to reflect the assessment of these amendments prior to the DM DPD being adopted.

Stage E: Monitoring the Significant Effects of Implementing the DM DPD

The SEA Directive requires that the plan is monitored to test the actual significant effects of implementing the plan against those predicted through the assessment. This process helps to ensure that any undesirable environmental effects are identified and remedial action is implemented accordingly.

Based on the assessment conducted on the options and identification of potential significant environmental effects, a monitoring framework has been prepared and is presented in Chapter 5. Monitoring will be undertaken following adoption of the DM DPD.

3 The DM DPD Alternative Options

3.1 Introduction

This section outlines the results of the appraisal of alternative options for the DM DPD including recommendations made to improve the performance of the DM DPD.

3.2 DM DPD Policy Area Options

As previously stated, Hyndburn BC identified an initial set of 42 policy area options for review (as set out in the DM DPD Issues and Options (May 2012) document).

The policy area options are presented within Table 3-1 below.

Table 3-1 Policy Area Options

DM Policy Area Options	
Balanced Development Strategy	DM1 Balanced Development Strategy
Economy	DM2 Employment Development
	DM3 Retail and Leisure Development
	DM4 Taxi Booking Offices
	DM5 Hot Food Takeaways
	DM6 Telecommunications
Education	DM7 New School Places
	DM8 Nursery Places
	DM9 Protection of Playing Fields, Sports Grounds
Housing	DM10 New Housing Development
	DM11 Open Space Provision in Residential Development
	DM12 Affordable Housing
	DM13 Development of Housing within Residential Gardens
	DM14 Housing with Care and Extra Care
	DM15 Gypsy and Traveller Sites
	DM16 Privacy and Impact in New Housing Development
	DM17 Minimum Space Standards for Residential Development
Health	DM18 Healthy Eating Near Schools
	DM19 Allotments and Other Food Growing Areas
Environment	DM20 Trees and Woodland
	DM21 Protection and Enhancement of the Natural Environment
	DM22 Protected Species

DM Policy Area Options	
	DM23 Flood Risk Management
	DM24 High Quality Design
	DM25 Materials
	DM26 Public Art
	DM27 Heritage Assets
	DM28 Cultural (and Community) Development
	DM29 Advertisements
	DM30 Shop Fronts and Security Shutters
	DM31 Environmental Amenity
	DM32 Contaminated and Unstable Land
	DM33 Wind Energy
	DM34 Energy Efficiency
	DM35 Energy Generation in Major Development
Accessibility	DM36 Traffic and Highway Safety
	DM37 Parking Provision
Rural Areas	DM38 New Building and Conversion of Existing Buildings in Countryside
	DM39 New Building and Conversion of Existing Buildings in Green Belt
	DM40 Farm Diversification
	DM41 Agricultural Workers Dwellings
	DM42 Equestrian Development

A 'No Plan' / 'Business as Usual' Option was also considered to provide a benchmark against which the performance of other options could be judged.

As previously stated, a high-level review of the 42 policy area options against the SA objectives was undertaken. The 18 SA Objectives topics were summarised into effects on the Environment, Society and the Economy. On average, there were two option areas for each of the 42 policy areas.

3.3 Results of Policy Area Options Assessment

The results of the Options Assessment and the key recommendations for each policy area are presented in Appendix D. The assessment findings and recommendations made through the SA helped the development of the preferred policy options assessed in Section 4. In addition, the details of the 'No Plan' / 'Business as Usual Option' assessment are presented below.

In the main part, the policy options focussed around either providing further detail to the policies in the Core Strategy or not adding further detail. In a number of cases further options to add increasing levels of prescription or detail were also presented. In other cases, the Issues and Options Document asked more open ended questions regarding, for example, the level of detail required for different policy areas.

Depending on the topic, the SA did not conclude an across the board requirement for more prescription, identifying that the Core Strategy, or perhaps existing/proposed Supplementary Planning Documents would be sufficient. For example, in some cases it was determined that too much prescription could deter development and constrain opportunities. In other cases, recommendations were made for more detailed or criteria-based approaches to help steer development in a more sustainable direction and so that the Council could achieve greater certainty over the delivery of benefits or avoidance of adverse effects. This was notably the case with regard to some of the environmental topics. For example, whilst the Core Strategy may include higher level policy which should provide protection or benefits to certain features, there would be a lower likelihood of it being achieved without the additional detail of the DM Policies. More general recommendations were also made regarding, for example the layout and grouping of policies or for additional policy to be included.

In general, those options which promoted the use of an established evidence base were considered to have a higher likelihood of delivering benefits. However, in some cases where evidence was weak, or new data was becoming available, the SA has encouraged an element of monitoring, feedback, trial and community involvement to take place as part of the policy wording.

In a number of cases the high-level scoring approach could not always pick out significant differences between the options so it has been important to look at the detail recommendations made and the levels of certainty applied in the assessment. Also, in many cases, the options available were not mutually exclusive and it was recommended that elements of each or a number of options were taken forward to the preferred options. Overall, there were few policy options which were deemed to have clearly significant adverse effects, rather the assessment focussed on promoting those options which would achieve the greatest benefits.

Assessment of the 'No Plan' / 'Business as Usual' Option

Although the preparation of the DM DPD is a planning requirement, the SEA Directive specifies that the 'No Plan' / 'Business as Usual' scenario is subject to the SA process in order to provide a comparison to the alternative options.

It is assumed that the 'No Plan' option would be that development consenting decisions would not have the benefit of detailed development management policies for guidance, but that the following guidance and policy would still apply:

- The Core Strategy
- National Planning Policy Framework
- The emerging Site Allocations DPD
- The Accrington Area Action Plan
- Other national, international and regional planning regulations and guidance
- Input from statutory environmental protection bodies and public consultation
- National and international environmental law

Without more detailed Hyndburn specific policy, there is likely to be greater uncertainty over the exact form of new development. Whilst the Core Strategy and Site Allocations DPDs would provide a steer to development types and locations, the lack of specific detail on how development should be designed (as provided though the DM DPD) would not be readily available to the Council and there would therefore be a greater likelihood of development being less sustainable and of adverse environmental, social or economic effects occurring.

Although the Core Strategy and Site Allocations DPDs should help to direct inappropriate development away from environmentally sensitive locations, the DM DPD has a key role to play

in the siting, scale and form of development, energy and materials use, the appearance of structures, parking, access to sustainable transport, the impact on local environmental and built heritage features etc. Without consistent planning guidance through the DM DPD, there would be a greater likelihood of a number of smaller adverse effects occurring which could lead to greater overall cumulative effects. There would also be a lower likelihood of opportunities being met in order to alleviate the district's existing social and economic issues. For example, there would be less guidance on the type of housing development required to meet identified needs, and on measures to help improve the vibrancy of town centres or the economic and social prosperity of rural areas. By not implementing the DM DPD, there is a greater likelihood of the borough's negative trends continuing in the future.

A key aim of the DM DPD is to help meet the aims, vision and objectives of the Core Strategy, so without this document there would be a lower likelihood of this occurring.

It is also likely that the planning and consenting process would be slower as decisions would need to rely more upon a wider suite of policy and guidance where it is available (e.g. national, regional, international). It may be the case that more inappropriate development would come forward on appeal as the Council would have fewer clear planning policy documents against which to determine proposals in the first place.

Finally, the DM DPD has been developed with a significant degree of community participation. If the document were not produced, then the policy available to decision-makers would have had much less input from local people and hence would not reflect the principles of the Government's localism agenda.

4 Appraisal of the Development Management DPD

4.1 Introduction

This section presents the findings of the assessment of the DM DPD, summarising the key strengths and weaknesses. Recommendations are made to offset or alleviate any adverse impacts that have been predicted or to enhance any opportunities that have been identified. Only those impacts that are deemed to be significant have been discussed, given their scale of impact and the sensitivity of the social, economic and physical environment that they may affect. Any cumulative or synergistic impacts that have been identified are also summarised.

4.2 Appraisal of the DM Policies

An appraisal has been undertaken of the DM Policies using the approach outlined in Section 2.2.2. The following sections of the report (4.2.1 to 4.2.7) present the results of the appraisal, together with recommendations that should be considered by Hyndburn BC.

The full matrices for the assessment of the DM Policies are presented in Appendix E.

Economy

Components

This group of policies comprises:

- DM1 Employment Development
- DM2 Retail and Leisure Development
- DM3 Hot Food Takeaways
- DM4 Telecommunications
- DM5 Employment Strategies

Discussion of Appraisal Findings

Table 4-1 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-1 Performance of the Economy Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
1 Crime 2 Educational attainment 3 Health 5 Access to services 6 Sustainable economic growth 7 Economic inclusion	The economy of Hyndburn has historically been focused around the textile industry which has suffered high employment losses in recent decades. Economic and employment deprivation are high within the urban areas. Encouraged sustainable economic growth through the provision of appropriate employment development within urban areas of the borough already served by infrastructure would create increased job opportunities, local spending and inward investment. It would also support the Borough's existing services and facilities.

Performance Against SA Objectives	Commentary
Positive Performance	
8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 11 Cultural heritage 15 Energy efficiency 17 Waste	<p>These benefits could, in the long-term, generate positive impacts upon a number of social issues such as aspirations and health and wellbeing. The promotion of training and apprenticeships through major employers would further such impacts, ensuring the local community benefit from new development proposals and therefore economic inclusion. The provision of telecommunications infrastructure would also contribute to improved economic inclusion, particularly in relation to diversification and the rural economy.</p> <p>Adequate provisions are made within this suite of policies, where relevant, to ensure the protection and enhancement of the natural and built environment, and to encourage high quality appropriate developments that are in keeping with the surrounding area. In addition, concentrated urban development would ensure that high quality landscapes in the more rural areas of the Borough are protected.</p> <p>Specific provisions for the consideration of energy efficiency and waste generation are included where appropriate.</p>
Positive and Negative Performance	
13 Climate change 14 Air quality 18 Sustainable transport	<p>Focussing employment development primarily within town and local centres, which are the most accessible areas by sustainable transport modes, could make a contribution to a reduction in greenhouse gas emissions and a reduction in air quality in the long-term. In addition, the policies contain clear provisions for the promotion of sustainable transport, particularly by seeking to ensure the development of new facilities and employment infrastructure in accessible locations and that it is accessible using a variety of transport modes. Policy DM1 particularly highlights the importance for employment development to be well connected to transport links. However, employment development close to strategic and local road infrastructure has the potential to contribute to increased private car use.</p> <p>Potential air quality emissions from industrial processes are considered within Policy DM1, and likewise odour from hot food takeaways within Policy DM3.</p> <p>Some parts of the Borough are at risk of flooding and some new development may be at risk from this. However, such impacts are currently unknown as this document does not seek to allocate specific sites.</p>

Specific Recommendations and Mitigation

No further recommendations have been made beyond those previously identified at the options stage (refer to Section 3.3 and Appendix D).

Education

Component

- DM6 Delivering Schools and Early Learning

Discussion of Appraisal Findings

Table 4-2 provides a summary of the performance of the policy against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-2 Performance of the Education Policy against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
1 Crime 2 Educational attainment 3 Health 5 Access to services 7 Economic inclusion 8 Urban renaissance and marketing of the Borough 10 Landscape and townscape 15 Energy efficiency 16 Use of natural resources	<p>New and improved education facilities will help to improve educational attainment for all age groups by providing appropriate facilities conducive to learning. Increased educational attainment has the potential to generate knock-on benefits for tackling a range of social issues such as improving aspirations, health and reducing crime. Benefits should occur across the Borough as new educational facilities will be situated in accessible locations and so should benefit rural as well as urban areas.</p> <p>Policy DM6 contains clear commitments to ensure that proposals are designed to a high quality standard and enhance the landscape of the area. It also seeks to ensure that new developments or extensions to existing school buildings incorporate a high standard of energy efficiency and that best practice is sought in the re-use of resources, even as far as to encourage schools to influence the views and behaviour of young people by demonstrating the importance of sustainable development through the use of energy efficient buildings, recycling and re-using resources.</p>
Negative Performance	
18 Sustainable transport	This policy seeks to ensure that developments are mindful of the potential impact of associated car travel, and also that sufficient car parking is provided. Such provisions could have the potential to encourage increased private car use.

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policy:

- It is recommended that DM6 is strengthened to include provisions that encourage the implementation of travel plans and the promotion of school buses.
- It is recommended that the sustainable use of natural resources is referenced more clearly within the policy, or at least a cross-reference to DM18 included.
- It is recommended that a cross reference to Policy DM30 is included.
- It is important that this policy is strengthened to include commitments to ensure the uptake of sustainable travel (including public transport, and the cycle and footpath network) for pupils and students.

Housing

Components

This group of policies comprises:

- DM7 New Residential Development
- DM8 Open Space in New Residential Development
- DM9 Affordable Housing
- DM10 Development of Housing within Residential Gardens

- DM11 Housing with Care and Extra Care
- DM12 Gypsy and Traveller Sites
- DM13 Minimum Space Standards in New Residential Development

Discussion of Appraisal Findings

Table 4-3 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-3 Performance of the Housing Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
1 Crime 3 Health 4 Housing 5 Access to services 8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 11 Cultural heritage 12 Water 15 Energy efficiency 16 Use of natural resources 18 Sustainable transport	<p>It has been identified that there is a need to provide greater choice and quality of housing to meet the needs of existing residents so that they are retained as well as to attract new people into the borough. These housing policies positively contribute to a range of SA Objectives, by seeking to ensure an overall improved housing offer in sustainable locations, including a high standard of new housing development, open space and affordable housing. Such provision would ensure that the needs of all of the Borough's population are met. This could help to generate an overall enhanced quality of life, thereby potentially contributing to a reduction in crime in the long-term and improved physical and mental health and wellbeing. DM11 directly seeks to ensure that the needs of vulnerable elderly groups are met, and DM12 specifically considered gypsy and traveller communities.</p> <p>There are provisions within the suite of policies to ensure that housing is directed towards locations that are accessible by sustainable transport options.</p> <p>Policy DM8 directly seeks to improve open space provision within residential areas, and contains a clear commitment to ensure that natural features such as streams and trees are retained and incorporated into the spaces, and to ensure that the quality and character of the existing townscape is protected and enhanced. Other policies also contain similar provisions. Policy DM12 specifically seeks to ensure that new gypsy and traveller sites do not cause unacceptable harm to heritage assets.</p> <p>The application of the Code for Sustainable Homes through DM7 should ensure more efficient use of natural resources and energy efficiency.</p>
Positive and Negative Performance	
13 Climate change	<p>The development of new housing, and the resulting increase in the borough's population, is likely to increase total carbon emissions. However, the concentration of new housing in existing urban areas will help to reduce the magnitude of any increase by reducing the need to travel and making best use of resources. In addition, there are provisions within the suite of policies to ensure that housing is directed towards locations that are accessible by sustainable transport options.</p>

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policies:

- It is important that principles of security by design are specifically encouraged through this suite of policies, potentially within the criteria of DM7.

- A cross reference to Policy DM6 could be included within Policy DM7 to strengthen its sustainability performance in terms of ensuring pressured upon educational resources are mitigated.
- Ensuring that local services are easily accessible via sustainable modes of transport from new residential development would also offer indirect health benefits and may prevent rural isolation. Such provisions could be encouraged through Policy DM7.
- As new housing will be developed primarily within existing urban areas, access to new and existing services will be available. However, it is recommended that Policy DM7 and DM9 are strengthened to include reference to the need to ensure that homes are located on sites with good accessibility and connectivity to services by other means than the private car. This would benefit the SA Objective as would promote the use of sustainable modes of transport and ensures access to essential services and facilities.
- It is recommended that these policies are strengthened to ensure specific reference to the need to protect and, where possible, enhance the natural environment including biodiversity, or at least a clear cross-reference to Policy DM15.
- All development should be encouraged to consider the protection and enhancement of green infrastructure.
- It is recommended that clearer references are included within this suite of policies that ensure new development is sympathetic and respects the character of individual sites and the wider townscape. A cross-reference could also be made to Policy DM18 to ensure all development is of a high quality design and sensitively integrated into surrounding areas.
- In order to strengthen these policies in terms of their consideration of the protection and enhancement of heritage resources, cross references to Policy DM19 could be included.
- Some parts of the Borough lie within areas at risk from flooding. It is important that reference to ensuring development does not exacerbate potential flood risk is included. This could be achieved with a cross reference to Policy DM17.
- Policies DM7 and DM9 could be strengthened to ensure that new development is well connected to the wider area via public transport, walking and cycling.
- Although DM7 includes specific reference to ensuring that new housing meets the Code for Sustainable Homes and the Building for Life assessment criteria, the need to incorporate sustainable construction and design into new homes should be specifically referenced.
- A cross-reference to DM30 could be included to strengthen the support of the housing policies to ensure sustainable waste management.

Environment (Natural and Built Environment)

Components

This group of policies comprises:

- DM14 Trees, Woodland and Hedgerows
- DM15 Protection and Enhancement of the Natural Environment
- DM16 Protected Species
- DM17 Flood Risk Management and Water Resources
- DM19 Heritage Assets
- DM20 Demolition of Buildings in Conservation Areas

- DM25 Contaminated Land and Storage of Hazardous Substances
- DM30 Protection of Open Spaces

Discussion of Appraisal Findings

Table 4-4 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-4 Performance of the Environment (Natural and Built Environment) Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
3 Health 5 Access to services 8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 11 Cultural heritage 12 Water 13 Climate change 14 Air quality 16 Use of natural resources	<p>Policy DM15 is very clear in its focus upon protecting the borough's natural assets, and DM19 specifically aims to protect heritage assets and their settings. In addition, Policy DM17 seeks to ensure that the quality of water resources across the borough is protected and that flood risk is not increased by new development. The protection and enhancement of the borough's natural environment and heritage assets can help encourage people to visit, live and work. They are important for creating a sense of place, and the protection of heritage also enables an important learning resource.</p> <p>Collectively these policies provide much needed space for recreation across the Borough, and could indirectly contribute to improved physical and mental health, and encourage more healthy lifestyles.</p> <p>Green infrastructure can also be important green travel links (cycle routes, Public Rights of Way) and enhancing these links across the district could help contribute to greater levels of walking and cycling which would have air quality, climate change as well as health benefits in the long-term.</p>

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policies:

- Policy DM19 could be strengthened to contain provisions to encourage education in relation to heritage assets.
- It is recommended that provisions to ensure the protection and enhancement of the existing landscape and townscape are strengthened through these policies, particularly as such an important element does not have its own specific policy.
- It is recommended that the protection and enhancement of green infrastructure links are specifically referenced as such features provide multi-functional benefits for wildlife, sustainable travel and health. Green infrastructure and access to green links should be proposed as part of new housing developments, as they have the potential to be used for off-road walking and cycling routes connecting residential areas with local service centres.
- Reference to the protection and enhancement of historic landscapes should be included within Policy DM19.
- The supporting text to DM19 could make reference to the Lancashire County Council Historic Landscape Characterisation Programmes this is an important document for assessing the effects of new development on the historic landscape.

Environment (Design and Quality)

Components

This group of policies comprises:

- DM18 High Quality Urban Design
- DM21 Cultural and Community Facilities
- DM22 Advertisements
- DM23 Shop Fronts and Security Shutters
- DM24 Environmental Amenity
- DM26 Pollution Control
- DM27 Energy Efficiency
- DM28 Wind Energy
- DM29 Planning Enforcement
- DM30 Waste Management within Residential Development

Discussion of Appraisal Findings

Table 4-5 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-5 Performance of the Environment (Design and Quality) Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
1 Crime 3 Health 4 Housing 5 Access to services 6 Sustainable economic growth 7 Economic inclusion 8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 13 Climate change 14 Air quality 15 Energy efficiency 16 Use of natural resources 17 Waste 18 Sustainable transport	<p>This suite of environmental policies contains specific provisions to ensure high quality development that is appropriate to the existing area, and would therefore directly generate numerous environmental benefits and indirect social benefits.</p> <p>A high quality environment, particularly proposed through the provisions of DM18 and DM24, would help to foster a sense of security, maintain natural surveillance and potentially reduce both crime and the fear of crime in the long-term. Improved levels of health, wellbeing and community spirit could also be realised. DM24 specifically seeks to ensure the protection of environmental amenity for residents.</p> <p>Stringent design criteria set out through Policy DM18 would indirectly contribute to the housing and accessibility objectives by seeking to ensure that new development is of a certain standard and connectivity is improved.</p> <p>A high quality, accessible and energy efficient environment could help to support the development of the Borough's economy and make it an attractive place to live and work. In addition, Policies DM22 and DM23 would contribute to protection of the existing townscape protection through their provisions to ensure sensitive and sympathetic proposals.</p> <p>Good urban design which encourages efficient use of materials and resources can reflect positively in adapting to climate change. DM26, DM27, DM28, DM29 and DM30 cumulatively will work towards limiting and adapting to climate change during development and in the long term. DM30 specifically aims to ensure sustainable waste management.</p> <p>Policy DM28 promotes wind energy which can adversely landscapes, views and heritage assets if inappropriate. However, provisions are made to assess and</p>

Performance Against SA Objectives	Commentary
Positive Performance	
	avoid such impacts within the policy thereby affording protection to these topics.
Positive and Negative Performance	

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policies:

- It is recommended that DM18 is strengthened by including a requirement for security by design principles.
- It is recommended that policy DM18 directly promotes the use of sustainable construction principles and designs in new development, together with criteria that require adaptation to the effects of climate change.
- It is important that Policy DM26 is strengthened to include provisions that require the protection of the natural environment (including water resources). A cross reference to other relevant policies such as DM15 could be included.
- It is recommended that DM27 is strengthened to include a commitment to ensure that implementation of energy efficiency measures are in-keeping with the existing character and quality of the area.
- DM28 should make provisions for the protection of nature conservation in general rather than just birds.

Accessibility

Components

This group of policies comprises:

- DM32 Traffic and Highway Safety
- DM33 Travel Plans
- DM34 Transport Infrastructure

Discussion of Appraisal Findings

Table 4-6 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-6 Performance of the Accessibility Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
1 Crime 2 Educational attainment 3 Health	Cumulatively, the policies encourage a modal shift away from private car use through the promotion of sustainable transport, which has the potential to generate significant benefits to the health and wellbeing of travellers. Encouraging transport linkages such as pedestrian, cycle and public transport connections would improve

Performance Against SA Objectives	Commentary
Positive Performance	
5 Access to services 6 Sustainable economic growth 7 Economic inclusion 8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 11 Cultural heritage 18 Sustainable transport	access to existing and future services and facilities. Poor connectivity has been identified as an issue that discourages investment in the Borough. Cumulatively, the policies contribute towards ensuring that the necessary travel infrastructure is in place to encourage economic development, thereby contributing to greater economic inclusion. Good sustainable transport links can also contribute to town centre vibrancy and hence encourage inward investment. Measures to reduce traffic flows and their resulting noise, vibration and emissions can benefit wildlife and the landscape and townscape character. Furthermore the promotion of walking and cycling routes can provide opportunities to encourage green linkages. DM34 has the potential to generate adverse impacts upon biodiversity resources through implementation of, and improvements to, transport infrastructure.
Positive and Negative Performance	
13 Climate change 14 Air quality	Cumulatively the policies encourage a modal shift away from private car use towards sustainable measures which would contribute to a reduction in greenhouse gas emissions and air quality in the long-term. However, contrastingly, it is noted that some provisions, e.g. in relation to improved highway networks and parking, could encourage increased travel by private car. In addition, Policy DM34 supports improved transport infrastructure, albeit sustainable modes where possible.

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policies:

- It is important that new walking and cycling routes form a coherent network to improve connectivity within and between both new and existing developments. Close integration with the Lancashire LTP3 would ensure that green links are planned as part of an integrated active travel network.
- It is recommended that Policy DM32 makes provision for pedestrian and cycle routes to contribute to the network of green infrastructure through appropriate planting and 'greening'.
- It is recommended that Policy DM34 is strengthened to ensure it contains provisions that consider the protection and enhancement of biodiversity.

Rural

Components

This group of policies comprises:

- DM35 New Building and Conversion of Existing Buildings in Green Belt and Countryside
- DM36 Farm Diversification
- DM37 Equestrian Development

Discussion of Appraisal Findings

Table 4-7 provides a summary of the performance of the policies against the SA Objectives. The detailed appraisal matrix is presented in Appendix E.

Table 4-7 Performance of the Rural Policies against SA Objectives

Performance Against SA Objectives	Commentary
Positive Performance	
3 Health 4 Housing 5 Access to services 6 Sustainable economic growth 7 Economic inclusion 8 Urban renaissance and marketing of the Borough 9 Biodiversity 10 Landscape and townscape 11 Cultural heritage 16 Use of natural resources 17 Waste	<p>The policies all contribute towards ensuring that development within rural areas brings with it business and investment opportunities, particularly as a result of diversification of the local economy, which will contribute to increasing rural inclusion, and the creation of sustainable rural communities.</p> <p>Ensuring appropriate development within rural areas would contribute to the creation of sustainable communities where people want to live and work, which could generate positive impacts for health and well-being. The provisions within DM35 apply stringent criteria upon development within Green Belt and the countryside, which will ensure the protection of areas of open space that are important for health and well-being, as would similar provisions within the other policies.</p> <p>Diversification of the rural economy, together with development within the countryside, has the potential to have adverse effects on biodiversity. However, the policies contain commitments to ensuring the protection of the countryside environment, including biodiversity, from inappropriate development. All these policies seek to ensure that rural development is appropriate to its location, and that the character of the rural landscape is protected.</p> <p>DM35 outlines that where materials are used they shall be appropriate and fit for purpose whilst being sensitive to the site and its location, and Policy DM37 specifically addresses waste management in relation to equine development.</p>
Negative Performance	
13 Climate change 14 Air quality 18 Sustainable transport	<p>These policies, by seeking to create sustainable rural communities could help to reduce the need to travel to access employment opportunities and, therefore, there could be benefits in the long-term if air and carbon emissions from transportation sources are reduced. However, new development within rural areas, for example leisure facilities and equine developments etc, could increase the use of vehicular transport. In addition, Policies DM35 and DM36 specifically seek to ensure that the local highway can accommodate increased traffic volume.</p>
Positive and Negative Performance	
12 Water	<p>Policy DM35 seeks to ensure that development proposals include satisfactory arrangements for the discharge of foul and surface water, and therefore directly supports this SA Objective. However, any development within open space has the potential to increase run-off and reduce flood storage capacity. Policy DM37 seeks to control equine development to protect the environment, and contains a clear commitment to ensure the protection of watercourses from pollution.</p>

Specific Recommendations and Mitigation

The following recommendations would further improve the sustainability performance of the policies:

- Encouraging training and apprenticeships as part of employment diversification should be encouraged.
- It is recommended that commitments to ensure the protection and, where possible enhancement, of the natural environment (including biodiversity) is strengthened within Policy DM37, to ensure the policy takes account of the potential environmental impacts of equine development.
- It is recommended that clear provisions are included in Policy DM35 to ensure building conversions retain features of historical value and replacement buildings reflect local setting.
- It is recommended that Policy DM36 is strengthened to ensure protection of water features and resources.
- It is recommended that a clear commitment to encourage use of sustainable transport wherever possible is included, or at least a cross reference to DM32 or DM34.
- It is recommended that a cross reference to Policy DM17 is also included, where relevant, so as to ensure that developments consider the potential for flood risk.
- There could be a greater emphasis within the policies upon energy conservation and the need to improve the energy efficiency of buildings that may be subject to conversions. In addition, a clear commitment to the sustainable use of natural resources should be included.

4.3 Appraisal of Cumulative Effects

The SEA Directive requires that the assessment includes identification of cumulative and synergistic effects (where the combined effects are greater than the sum of their component parts).

The assessment of the policies has been undertaken in a manner which has enabled the cumulative effects of the policies to be assessed, which is important as none of the policies would be implemented in isolation and so the plan has to be read as a whole.

There is the potential for the plan to have cumulative effects with other plans and projects that are produced by Hyndburn BC (e.g. the Accrington AAP and other Supplementary Planning Documents (SPDs) for regeneration in other areas of the town), and also other neighbouring local authorities and authorities such as the Environment Agency. Relevant plans and projects have therefore been considered as part of this process.

Table 4-8 summarises the cumulative and synergistic impacts of the plan. The approach identifies receptors, for example the economy or the townscape, that may be affected by cumulative impacts. It also acknowledges where uncertainty has influenced the assessment.

Table 4-8 Cumulative and Synergistic Impacts

Receptor	Cumulative / Synergistic Effect (Positive, Negative, Neutral)	Commentary and Causes
Crime and Fear of Crime	Neutral/Positive	Overall regeneration to create improved living and working environments can improve aspirations and indirectly help reduce crime in the long-term, particularly in conjunction with any relevant local crime initiatives. Effects are assessed as neutral/positive as they are likely to be realised in the

Receptor	Cumulative / Synergistic Effect (Positive, Negative, Neutral)	Commentary and Causes
		long-term and there is greater uncertainty about whether they will be realised. Security by design principles to be encouraged within developments.
Education provision and educational attainment.	Positive	Levels of educational and skills attainment have the potential to improve in the medium to long term, directly through Policy DM6. The DM DPD will seek to ensure that there are sufficient facilities that meet the needs of the population. New and diverse employment provision would help to provide skills training opportunities for local people, particularly through structured training schemes and apprenticeships.
Health and Wellbeing	Positive	Whilst health and wellbeing is affected by a number of factors, there is the potential for many of the policies and their application to contribute to improved wellbeing by protecting the natural environment from inappropriate development, by ensuring that new housing and employment development is well designed and accessible and that there is an excellent green infrastructure network and areas of green space that are available for formal and informal recreation. In the long-term there could be indirect benefits for health and well-being, particularly in conjunction with other relevant health strategies and the role of the NHS.
Housing	Positive	Housing affordability is a significant issue and this is addressed in Policy DM9. Cumulatively, the policies in the plan that address housing should ensure that the range and affordability of housing is increased, and that it is located predominantly within the urban areas of the Borough, in order to meet the current and future needs of the local population.
Access to goods and services	Positive	<p>There is a clear focus in the policies upon ensuring that new development is accessible by public transport and walking and cycling links, which is likely to improve access to services and facilities for local people.</p> <p>Provisions for improved public transport and other sustainable modes of travel would improve accessibility in the Borough, together with the proposals and interventions identified in the Lancashire LTP3.</p> <p>The policies that address the development of the rural economy may also help to ensure that the vitality and viability of rural settlements is improved.</p>
Community Spirit and Cohesion	Positive	The provision of high quality housing and employment opportunities and the provision of local services to meet those needs have the potential to contribute positively to community spirit and cohesion by creating locations where people want to live and work. Protection and enhancement of open space would also maintain community spirit, as such spaces can be important for recreational purposes.
Sustainable Economic Growth	Positive	<p>The economic related policies focus upon the provisions of employment development within accessible urban locations (which are the most economically deprived), thereby ensuring economic inclusion. Such policies, together with others relating to high quality and affordable housing and enhanced open space, will help to market the Borough for future inward investment.</p> <p>Cumulative positive effects for the Borough's economy could therefore be realised, particularly with improved transport infrastructure and sustainable travel promotion, together with rural diversification. In addition, the DM DPD seeks to provide training and mentoring schemes.</p>

Receptor	Cumulative / Synergistic Effect (Positive, Negative, Neutral)	Commentary and Causes
Biodiversity	Positive	The policies that seek to protect the natural environment contain specific focus for the protection and enhancement of biodiversity, which is essential as there are a large number of designated sites across the Borough that need to be protected from inappropriate development. In addition to this, there are other references within the Plan (and provisions within other relevant strategies such as the Lancashire BAP) that set out the need for high levels of protection. The enhancement of green networks and infrastructure, together with an overall improved quality of the natural environment, could generate positive benefits across the Borough.
Landscape / Townscapes	Positive	Many policies within the DM DPD contain provisions that seek to ensure that new development is built to high standards of design and is of an appropriate scale and location to reflect the local landscape/townscape character. Protection and enhancement of the historic townscape and heritage of the Borough is also promoted.
Climate Change Air Quality Natural Resources Sustainable Transport Water Resources	Positive and Negative	Through the policies of the plan there is a strong focus upon ensuring new development is accessible by public transport, walking and cycling links and that new housing, services and employment opportunities are appropriately sited, all of which could have a positive impact upon reducing carbon emissions from transportation sources and upon improving local air quality. However, all development has the potential to generate traffic growth, particularly in conjunction with the proposals and interventions identified in the Lancashire LTP3. New development has the potential to result in a cumulative increase in the use of natural resources. However, the Plan does contain policies that promote the principles of good design and sustainable water resource use. There is a clear focus upon ensuring that flood risk is managed and that sustainable (urban) drainage systems are incorporated into new development, which is supported by provisions within other relevant strategies such as the Ribble Catchment Management Plan and the North West River Basin Management Plan. The enhancement of the green infrastructure network across the Borough will also provide benefits for infiltration and water management. However, any development within open space has the potential to increase run-off and reduce flood storage capacity.
Energy Efficiency Waste	Positive	Many polices contain commitments to promote energy efficiency and waste management.

5 Monitoring Framework

5.1 Introduction

This section provides an outline monitoring framework and advice for monitoring the significant effects of implementing the DM DPD. Monitoring is an ongoing process integral to the implementation of the DM DPD, and can be used to:

- Determine the performance of the plan and its contribution to objectives and targets;
- Identify the performance of mitigation measures;
- Fill data gaps identified earlier in the SA process;
- Identify undesirable sustainability effects; and
- Confirm whether sustainability predictions were accurate.

5.2 Approach

The monitoring framework has been developed to measure the performance of the DM DPD against changes in defined indicators that are linked to its implementation. These indicators have been developed based on the following:

- The objectives, targets and indicators that were developed for the SA Framework;
- Features of the baseline that will indicate the effects of the plan;
- The likely significant effects that were identified during the assessment; and
- The mitigation measures that were proposed to offset or reduce significant adverse effects.

The monitoring framework has been designed to focus mainly on significant sustainability effects including those:

- That indicate a likely breach of international, national or local legislation, recognised guidelines or standards.
- That may give rise to irreversible damage, with a view to identifying trends before such damage is caused.
- Where there was uncertainty in the SA, and where monitoring would enable preventative or mitigation measures to be taken.

As well as measuring specific indicators linked to the implementation of the DM DPD, contextual monitoring of social, environmental and economic change has been included i.e. a regular review of baseline conditions in the borough. This enables the measurement of the overall effects of the DM DPD.

There are numerous SA indicators available and it is not always possible to identify how a specific plan has impacted a receptor, for example housing provision is likely to be influenced by a number of actions and different plans. A thorough analysis of the data collated and the emerging trends will, therefore be important.

5.3 Existing Monitoring Programmes

A fundamental aspect of developing the monitoring strategy is to link with existing monitoring programmes and to prevent duplication of other monitoring work that is already being

undertaken. The Hyndburn BC AMR identifies a series of indicators that can be used to monitor progress.

5.4 Proposed Monitoring Framework

Table 5-1 provides a framework for monitoring the effects of DM DPD and determining whether the predicted sustainability effects are realised. The framework is based around the SA Objectives and includes the following elements:

- The potentially significant impact that needs to be monitored or the area of uncertainty
- A suitable monitoring indicator with a potential source for the data identified
- A target (where one has been devised)
- The frequency of the monitoring

The impacts predicted in the SA will not be realised until development occurs through the DM DPD and other related Local Plan documents (e.g. the Core Strategy and the Land Allocations DPD). The monitoring framework presented in Table 5-1 can then be reviewed to include updated targets as and when they are developed.

It should be noted that benefits would be realised from monitoring at different geographical scales, for example, as this is a strategic assessment, it is important to consider the overall changes to the Hyndburn Borough as a whole, as well as considering changes within individual wards.

Those indicators written in italics highlight current data gaps which will be reviewed and additional information gathered where possible. It will be important to refer to the forthcoming 2011 census returns going forward.

Table 5-1 Proposed Monitoring Framework

SA Objective	Effect to be Monitored	Indicator and Target (sources are provided where relevant)	Review Timescale
To reduce crime, disorder and fear of crime	Effect of DPD on contributing to a reduction in crime levels. Number of new developments incorporating Secure by Design Principles.	Crime levels per 1,000 population: Reduce the number of crimes per 1,000 population. Number of wards with Super Output Areas (SOAs) in the bottom 20% for crime deprivation⁵: To reduce number of wards with SOAs in the bottom 20% for crime deprivation (Index of Multiple Deprivation (IMD)) Percentage of people feeling 'at risk' of crime: No specific targets have been developed for fear of crime although overall target should be to reduce fear of crime. Levels of anti-social behaviour: No specific targets have been developed.	Every 3 years
To improve physical and mental health for all, reduce health inequalities and protect community spirit	Provisions in the DM DPD have the potential to improve levels of health and wellbeing in the borough. Monitor levels of health and wellbeing across the borough.	Number of wards with SOAs in the bottom 20% for health deprivation and disability: Reduce number of wards with SOAs in bottom 20% for health deprivation and disability (IMD) Life expectancy for males/females: To increase life expectancy to at or above national levels over the plan period. Percentage of the population considered to be in good health: New targets could be developed in conjunction with the Sustainable Community Strategy.	Every 3 years.
To provide greater choice, quality and diversity of housing across all tenures to meet the needs of residents	The DM DPD would ensure the provision of a greater choice and quality of housing, to ensure all needs are met. Monitor the type, tenure, density and affordability of the housing that is delivered across the borough. Environmental and sustainable construction standards achieved in new housing development should also be monitored.	Number of unfit dwellings: New targets could be developed in conjunction with the Regeneration and Housing Services Department. This should be informed by the forthcoming updated Housing Needs Survey. Number of wards in the bottom 25% for Living Environment Deprivation: Reduce number of wards with SOAs in bottom 20% for living environment deprivation (IMD). Proportion of vacant housing: Target to be established. Affordable dwellings completed as a percentage of all new housing completions: New targets could be developed in conjunction with the Regeneration and Housing Services Department. Proportion of dwelling types (e.g. detached, semi, terrace) as part of the overall	Annual (although the IMD is reviewed every 3 years)

⁵ Whilst the Index of Multiple Deprivation is a very valuable source of data, when including the results in a monitoring framework it will be essential to review the assumptions used in producing the new index and the methodology, as this will affect whether the index results can be used for comparative purposes with data from previous years. The IMD data has been used within the monitoring framework as it provides useful contextual data.

SA Objective	Effect to be Monitored	Indicator and Target (sources are provided where relevant)	Review Timescale
To improve access to basic goods, services and amenities for all groups	Effects of the plan on service provision and accessibility of key services for the population across the borough.	<p>housing stock: <i>New targets could be developed in conjunction with the Regeneration and Housing Services Department.</i></p> <p>Percentage of usually resident population within 1 km of 5 basic services: Target to be established.</p> <p>Number of wards in the bottom 20% for barriers to housing and services: To reduce number of wards with SOAs in bottom 20% for levels of barriers to housing and services (IMD).</p> <p>Access to recreational space: <i>Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes (Lancashire County Council).</i></p>	Every 3 years
To encourage sustainable economic growth and business development across the Borough To encourage economic inclusion	Provisions of the plan would encourage new employment development and contribute to economic inclusion. Monitor the amount of new employment development that occurs across the borough, the type of jobs created and the accessibility of the jobs to key population centres. Monitor the amount of development of the rural economy.	<p>Percentage employment in different sectors e.g. manufacturing, retail etc: Target to be established.</p> <p>Number of wards in bottom 20% for Employment and Income Deprivation: To reduce number of wards with SOAs in bottom 20% for employment and income deprivation in wards (IMD).</p> <p>Number of VAT registrations: <i>Target to be established.</i></p> <p>GVA per capita for key sectors: Target to be established.</p> <p>Percentage of the total working age population with unemployment related benefits: <i>Target to be established.</i></p> <p>Percentage unemployed: Target to be established.</p> <p>Percentage economically active: Target to be established.</p> <p>Rural diversification: Number of rural diversification schemes.</p>	Every 3 years
To improve levels of educational attainment for all age groups and all sectors of society	Indirectly, skills and training may improve as a result of the provisions for employment, together with emphasis upon upskilling. SA process identified that there is scope for lifelong learning and apprenticeships to be promoted as part of new employment developments. This should be	<p>Percentage of resident population aged 16-74 with no qualifications: Target to be established.</p> <p>Number of wards with SOAs in the bottom 20% for education, skills and training deprivation: To reduce number of wards with SOAs in the bottom 20% for education, skills and training deprivation (IMD).</p> <p>Number / percentage of new businesses that promotes training / apprenticeship schemes: Number of schemes.</p> <p>Percentage of people aged 16-74 achieving NVQ level 4/5: No specific target identified.</p>	Every 3 years

SA Objective	Effect to be Monitored	Indicator and Target (sources are provided where relevant)	Review Timescale
	monitored.	Increase on a rolling basis.	
To protect and enhance biodiversity	Monitor effects of new development on biodiversity assets across the borough. There is the potential for the green infrastructure network to be enhanced that could benefit the biodiversity resources of the borough.	<p>Biodiversity Action Plan (BAP) habitats and species: Achieve a net gain in biodiversity. Maintain level of LBAP species and habitats, and contribute positively towards the achievement of targets.</p> <p>Number of designated sites and area: No net loss of designated sites or loss of area.</p> <p>Condition of Special Sites of Scientific Interest (SSSIs): Target to be established.</p> <p>Accessibility to greenspace: <i>Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes (Lancashire County Council).</i></p>	Every 5 years Annual (for BAP)
To protect and enhance the landscape and townscape character and quality To protect and enhance the cultural heritage resource	The plan would help to protect and enhance the local landscape, townscape and heritage features. Monitor the effect of new development on the boroughs designated and undesignated landscapes, and heritage assets. Ensure positive contribution of new development to the green infrastructure network across the borough.	<p>Contextual information based upon landscape and townscape character assessments</p> <p>Number and size of Conservation Areas: No decline in Conservation Area size</p> <p>Number of listed buildings on at risk register: Ensure no Listed Buildings are put on the at risk register. No Grade 1 or II*, II buildings to be lost.</p>	Every 5 years.
To protect and enhance the quality of water features and resources	The plan seeks to ensure no adverse impacts upon water quality are generated. Monitor the effect of new development on flood risk, the number of new developments that include Sustainable Drainage Systems and the effects of new development on water quality across the borough.	<p>Percentage of river classified as achieving good/fair status and the Water Framework Directive status of watercourses: To maintain compliance with river quality targets and improve classification under the General Quality Assessment (GQA) and Water Framework Directive (WFD) above current levels (Environment Agency).</p> <p>Number of water recycling measures: Number of water recycling measures installed within new developments.</p>	Annual
To limit and adapt to	The plan encourages sustainable transport use although it also allows	Number of planning applications permitted contrary to EA advice on flooding: No	Every 3 years

SA Objective	Effect to be Monitored	Indicator and Target (sources are provided where relevant)	Review Timescale
<p>climate change</p> <p>To protect and improve air quality</p> <p>To increase energy efficiency and require the use of renewable energy sources</p> <p>To promote the use of more sustainable modes of transport</p>	<p>for increased vehicular access within the borough which would have contrasting effects on climate change and air quality.</p> <p>The plan seeks to ensure that all developments are designed to the highest quality, to ensure efficiency and adaptation to climate change.</p> <p>All development would consider the potential for flood risk.</p> <p>Monitor the effects of the plan on ensuring energy efficiency in new developments and achievement of sustainable construction standards in new developments.</p> <p>Monitor the effects on reducing travel and promoting use of public transport</p>	<p>planning applications permitted contrary to EA advice on flooding (EA)</p> <p>Number of AQMAs in Hyndburn: No designation of AQMAs in Hyndburn.</p> <p>Journey to work by mode: To reduce the percentage of journeys made by private car.</p> <p>Percentage of energy use from renewable sources: Target to be established.</p> <p>Total CO₂ emissions (kg) per household per year: Reduction of UK carbon emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels (Climate Change Act).</p> <p>Electricity/gas consumption in the commercial/business sector per year: Target to be established.</p>	
<p>To ensure sustainable use of natural resources and an efficient use of land</p>	<p>The plan promotes sustainable resource use, remediation of contaminated land, and encouraged use of brownfield sites.</p> <p>Monitor the effect of plan on encouraging initiatives that minimise resource use.</p>	<p>Number of new dwellings meeting the Code for Sustainable Homes standards: Target to be established.</p> <p>Quantity of secondary and recycled materials used in construction: Target to be established.</p> <p>Percentage of new homes built on brownfield sites: Target to be established.</p> <p>Percentage of land stock derelict: To reduce the percentage of derelict land on a rolling basis.</p> <p>Percentage of land stock vacant</p> <p>To reduce the percentage of vacant land on a rolling basis.</p>	<p>Annual / Every 3 years</p>
<p>To minimise waste, increase re-use and recycling</p>	<p>The plan seeks to ensure sustainable waste management.</p> <p>Monitor the effect of plan on encouraging initiatives that seek to</p>	<p>Percentage of household waste recycled and percentage of household waste composted: Recycle and compost 56% of household waste by 2015. (LCC)</p> <p>Household and business waste arisings: Target to be established.</p>	<p>Annual</p>

SA Objective	Effect to be Monitored	Indicator and Target (sources are provided where relevant)	Review Timescale
	ensure sustainable waste management.	Percentage of household waste landfilled: <i>Target to be established.</i>	

6 Next Steps

6.1 Next Stages in the SA Process

This Final SA Report has now been issued for consultation alongside the DM DPD to all key stakeholders (including statutory consultees and the public) for comment. Following the close of the consultation period, Hyndburn BC will review the feedback and revise the plan as appropriate. If significant amendments are made to the document, the SA Report may also need to be updated to reflect the assessment of these amendments prior to the DM DPD being adopted.

6.2 How to Comment

The DM DPD and the SA Report may be viewed via the following means:

- Planning Reception, Council Offices, Scaitcliffe House, Ormerod St. Accrington, between 9am and 5pm, Monday to Friday.
- Council's website www.hyndburnbc.gov.uk
- Paper copies are also available on request from the Planning Department, telephone 01254 380157 or e-mail planning@hyndburnbc.gov.uk.

You may make comments using a copy of the attached comments form. These comments will be used to produce a final version of the DM DPD. Details of this process are set out in the Statement of Community Involvement. In your response you may request to be notified of the adoption of the DM DPD.

Appendix A

Review of Plans, Programmes and Environmental Protection Objectives

Appendix B



Baseline Data



Appendix C

Internal SA Objective Compatibility



Appendix D

DM DPD Alternative Options Assessment

Appendix E

DM Policies Assessment Matrices
