

# Pendle Borough Council

## Sustainability Appraisal of Core Strategy

Non-Technical Summary

Further Options Report (Regulation 18) Addendum



Pendle Borough Council

December 2013

Pendle Local Plan (Part 1): Core Strategy (Further Options Report)

Pendle Local Plan (Part 1): Core Strategy (Further Options Report)

## 1. Introduction

This document is the non-technical summary (NTS) of the Sustainability Appraisal (SA) for Pendle Borough Council's **Core Strategy (Further Options Report)**. The NTS sets out the sustainability appraisal process and describes the key sustainability effects anticipated as a result of implementing the policy options. It seeks to do this using plain English, avoiding the use of technical terms.

The production of the NTS is a requirement of the EU Directive known as the 'SEA Directive'.

### Pendle Core Strategy

The Planning and Compulsory Purchase Act (2004) introduced significant reforms to the planning system for England and Wales and the format of the statutory Development Plan for the area. The Localism Act (2011) and the National Planning Policy Framework (2012) have brought about further reforms.

These changes have resulted in a streamlined planning system, which adopts a more proactive approach to managing development, promotes growth and provides increased opportunities for public participation.

Current planning policy is set out in the Replacement Pendle Local Plan 2001-2016, which was adopted by Pendle Borough Council in May 2006. The Core Strategy is the first of two documents that will replace this version of the Local Plan. The Core Strategy contains our long-term planning vision for the borough and the strategic planning policies that will be used to guide development in Pendle over the next 15 years. In particular, it will outline:

- what development we want to see;
- where it should be located;
- how much is needed;
- when it is required; and
- who will make it happen?

To help ensure that the strategy and policies are appropriate and locally distinctive, they have been informed by a body of work which has included four earlier rounds of public consultation:

- Summer 2007: *You Choose* a joint consultation with those responsible for preparing Our Pendle Our Future: Pendle's Sustainable Community Strategy
  - Summer 2008: Consultation of the *Core Strategy (Issues and Options Report)*
  - Autumn 2011: Consultation of the *Core Strategy (Preferred Options Report)*
  - Autumn 2012: Consultation of the *Core Strategy (Publication Report)*
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These formal public consultations and ongoing informal engagement with key stakeholders have informed the development of the policies within the Core Strategy (Further Options Report), which are the subject of this appraisal (Table 1). The full sustainability appraisal for these policies is set out within:

- Preferred Options Sustainability Report (Amec, October 2011);
- Publication Report (Regulation 19) Addendum (Amec, August 2012); and
- Further Options Report (Regulation 18) Addendum (Pendle Council, December 2013).

## Sustainable development

It is very important to ensure that the policies and proposals contained in the Core Strategy, emerging development plan documents and Neighbourhood Plans contribute to the aims of sustainable development. This is commonly defined as ensuring that there is a better quality of life for everyone both now and in the future. Sustainable development seeks to strike a balance between economic, environmental and social factors to enable people to meet their needs whilst minimising their impact, nor compromising the ability of future generations to meet their needs.

**Table 1 Core Strategy policies**

Theme / Policy	Reassessment Required?
<b>Our Spatial Strategy: Where and How We Deliver</b>	
Policy SDP 1: Presumption in Favour of Sustainable Development	No, see Publication Report SA
Policy SDP 2: Spatial Development Principles	No, see Publication Report SA
Policy SDP 3: Housing Distribution	No, see Preferred Options SA
Policy SDP 4: Employment Distribution	No, see Preferred Options SA
Policy SDP 5: Retail Distribution	No, see Publication Report SA
Policy SDP 6: Future Infrastructure Requirements	No, see Preferred Options SA
<b>Our Foundations for a Sustainable Future: Improving the Environment We Live In</b>	
Policy ENV 1: Protecting and Enhancing our Natural and Historic Environments	No, see Preferred Options SA
<i>Policy ENV 2: Achieving Quality in Design and Conservation</i>	<i>YES, see Further Options Report SA</i>
Policy ENV 3: Renewable and Low Carbon Energy Generation	No, see Publication Report SA
Policy ENV 4: Transport and Accessibility	No, see Publication Report SA
Policy ENV 5: Pollution	No, see Preferred Options SA
Policy ENV 6: Waste Management	No, see Preferred Options SA
Policy ENV 7: Water Management	No, see Publication Report SA

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<b>Living: Creating a Vibrant Housing Market</b>	
<i>Policy LIV 1: Housing Provision and Delivery</i>	<i>YES, see Further Options Report SA</i>
<i>Policy LIV 2: Strategic Housing Site: Trough Laithe</i>	<i>NEW, see Further Options Report SA</i>
Policy LIV 3: Housing Needs	No, see Preferred Options SA
<i>Policy LIV 4: Affordable Housing</i>	<i>YES, see Further Options Report SA</i>
<i>Policy LIV 5: Designing Better Places to Live</i>	<i>YES, see Further Options Report SA</i>
<b>Working: Creating a Dynamic and Competitive Local Economy</b>	
Policy WRK 1: Strengthening the Local Economy	No, see Preferred Options SA
<i>Policy WRK 2: Employment Land Supply</i>	<i>YES, see Further Options SA</i>
<i>Policy WRK 3: Strategic Employment Site: Lomeshaye</i>	<i>NEW, see Further Options SA</i>
Policy WRK 3: Retailing and Town Centres	No, see Preferred Options SA
Policy WRK 5: Tourism, Leisure and Culture	No, see Preferred Options SA
Policy WRK 6: Designing Better Places to Work	No, see Preferred Options SA
<b>Supporting: Creating Healthy and Confident Communities</b>	
Policy SUP 1: Community Facility Provision	No, see Preferred Options SA
Policy SUP 2: Health and Well-Being	No, see Publication Report SA
Policy SUP 3: Education and Training	No, see Preferred Options SA
Policy SUP 4: Designing Better Public Places	No, see Publication Report SA

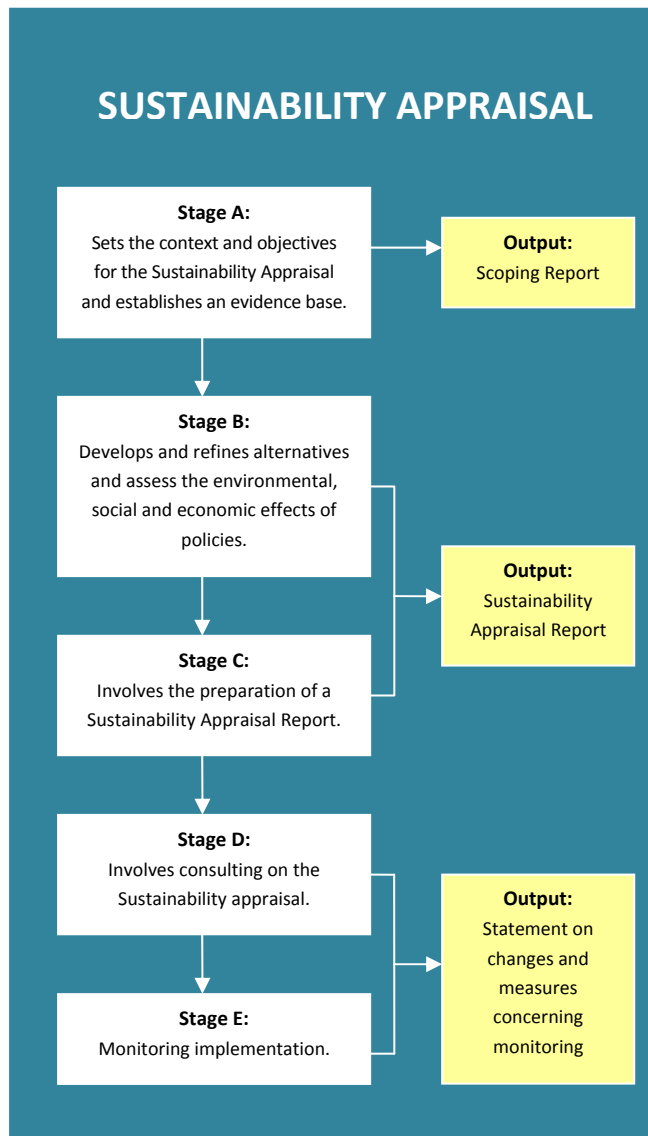
The source of the full sustainability appraisal for each policy is shown in the right hand column in Table 2 (above). Those policies that have been reassessed in the Further Options Report (Regulation 18) Addendum are highlighted in *italics* in Table 2.

## Why Sustainability Appraisal?

Sustainability Appraisal (SA) is mandatory under the Planning and Compulsory Purchase Act 2004 for the production of new planning documents. The mandatory requirement of SA means that local planning bodies in producing their core strategies need to demonstrate how they have considered the wider social, environmental and economic effects that its implementation may have on existing conditions.

In addition to the mandatory requirement to undertake SA, Pendle Borough Council, like all planning bodies, is also required under a European Directive to carry out a Strategic Environmental Appraisal (SEA). Whilst the requirements to produce a SA and SEA are distinct, Government guidance considers that it is possible to satisfy the two requirements through a single approach.

A scoping report for the SA of Pendle Borough Council’s Core Strategy and Land Use Allocations Development Plan Documents (DPDs) was produced by consultants Entec (now Amec Regeneration) in September 2006. This was subject to consultation with the identified statutory consultees – Environment Agency, Natural England and English Heritage. The scoping report identified key sustainability issues and characteristics and outlined the SA framework to be used to carry out the appraisal. A total of 18 SA Objectives were identified covering a range of environmental, social and economic factors (Table 2). These objectives are supported by appraisal criteria, which are more detailed questions used to assess the Core Strategy.



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**Table 2 Sustainability appraisal objectives**

<b>Pendle Borough Sustainability Appraisal Objectives</b>	
<b>H1</b>	To help meet the housing needs of the whole community
<b>H2</b>	To improve health and reduce health inequalities in Pendle
<b>E1</b>	To encourage business which is appropriately located to maximise the benefits of local, national and global markets
<b>E2</b>	To secure economic inclusion and develop and maintain a healthy labour market
<b>E3</b>	To develop strategic transport, communication and economic infrastructure
<b>E4</b>	To deliver urban/rural renaissance
<b>C1</b>	To reduce crime and the fear of crime and to reduce anti-social behaviour
<b>C2</b>	To improve access to and use of basic goods, services and amenities
<b>C3</b>	To protect places, spaces, landscapes and buildings of historic, cultural and archaeological value
<b>C4</b>	To protect and improve local environmental quality
<b>C5</b>	To develop strong and positive relationships between people from different backgrounds and communities and to value the diversity, of cultural traditions found in Pendle
<b>P1</b>	To minimise the requirement for energy use, promote efficient energy use and increase the use of energy from renewable sources
<b>P2</b>	To address the need to limit and adapt to climate change
<b>P3</b>	To ensure the sustainable management of existing natural resources through consideration of depletion, waste minimisation recycling and recovery
<b>P4</b>	To reduce contamination, regenerate degraded environments, maintain soil resources and minimise development on Greenfield sites
<b>P5</b>	To improve water quality and meet the requirements of the Water Framework Directive
<b>P6</b>	Reduce the risk of flooding and conserve water resources
<b>P7</b>	To protect and enhance biodiversity and protect European sites

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## What are the key sustainability issues affecting Pendle?

Information has been collected about the characteristics of Pendle and about other plans and programmes which might affect the Core Strategy. Using this information a number of issues have been identified, which have been summarised in Table 3.

**Table 3 Key sustainability issues affecting Pendle**

<b>Environmental</b>
There is a need to protect features of landscape or townscape value and also to enhance areas in decline.
The South Pennine Moors are designated as being of ecological importance at a national and international level.
The Borough has a high percentage of its housing stock identified as being vacant.
River quality within the Borough is identified as being good.
There are 23 Conservation Areas within Pendle, 3 Grade I and 22 Grade II* Listed Buildings.
<b>Social</b>
There is a high proportion of residents identifying that their health is 'not good' as such there is a need to promoting healthy sustainable lifestyles.
Ensuring good access to services for all.
Improving the quality and sustainability of the existing building stock.
Reducing deprivation, improving health and well-being.
Meeting the needs of a diverse population.
<b>Economy</b>
Improving employment levels and diversifying the employment sectors.
There is a need to improve qualification levels and skill levels within the Borough and in particular to address those challenges along the M65 corridor.
Less than 10% of the population travel further than 20km to work.
Need to redress the closure of rural textile mills and help diversify the rural economy beyond small locally owned business and seasonal working opportunities.



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## Appraisal results

Each of policies in the Core Strategy has been appraised against the objectives in Table 2. The relative sustainability of each, and the likely significance of the effects leading from them, were recorded on matrices using an eight tier system (see Table 4 below), with a commentary which considered cumulative effects as well as recommendations for improvement.

**Table 4 Possible alignments between the options /policies and the sustainable development objectives**

Alignment	Description	Symbol
Move away significantly	The proposed option / policy detracts significantly from the achievement of the objective.	<<
Move away marginally	The proposed option / policy detracts from the achievement of the objective, but not significantly.	<
No impact	The proposed option / policy does not have any effect on the achievement of the objective.	0
Move towards marginally	The proposed option / policy contributes to the achievement of the objective, but not significantly.	>
Move towards significantly	The proposed option / policy contributes to the achievement of the objective.	>>
Uncertain	The proposed option / policy has an uncertain relationship to the objective or the relationship is dependent on the way in which the aspect is managed. In addition, insufficient information may be available to enable an assessment to be made.	?
Positive impact	The proposed option / policy has a positive effect on the achievement of the objective.	+
Negative impact	The proposed option / policy has a negative effect on the achievement of the objective	-

The results indicate that implementing the Core Strategy is likely to make a positive contribution to the wider sustainable development objectives of the borough.

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## 2. Summary of the Sustainability Appraisal

The Sustainability Appraisal (SA) has concluded that the policies in the Core Strategy are broadly sustainable. In general they are likely to have beneficial effects across a range of issues: economic, environmental and social. A summary of the appraisal is provided in Table 5 below, with full details of the appraisal contained within:

- Preferred Options SA Report – Part 4 and Appendix A
- Publication Report (Regulation 19) Addendum – Part 3 and Appendix B
- Further Options Report (Regulation 18) Addendum – Part 3 and Appendix B

**Table 5 Summary of sustainability advantages**

Sustainability advantages
<p><b>SDP 1: Presumption in Favour of Sustainable Development</b> The policy reflects the National Planning Policy Framework in establishing a presumption in favour of sustainable development. The sustainability impact of this policy is considered to be largely uncertain as much depends upon how the policy would be interpreted by the Planning Authority.</p>
<p><b>SDP 2: Spatial Development Principles</b> The policy sets out the location priorities, development principles and a sequential approach to site selection in order to help sustainable growth in Pendle. Concentrating development in identified key locations should help to improve accessibility to jobs, retail and community facilities particularly for those living within urban areas.</p>
<p><b>SDP 3: Housing Distribution</b> The policy sets out the key principles for the distribution of housing across the borough. It is considered that this policy will assist in helping the local community to meet their housing needs, securing economic inclusion and improving accessibility to services within urban areas in accordance with policy SDP1.</p>
<p><b>SDP 4: Employment Distribution</b> The policy supports the focus of new development within those areas identified as being of greatest demand or able to support rural diversification. This will assist in promoting employment close to the main urban settlements in accessible locations, which will potentially help to reduce private vehicle trips and facilitate the increased use of public transport.</p>
<p><b>SDP 5: Retail Distribution</b> Supports the retention and development of retail and service provision within the three main urban centres of Nelson, Colne and Barnoldswick. This will ensure that retail uses predominate within town and local shopping centres, helping to contribute to their vitality and viability.</p>
<p><b>SDP 6: Future Infrastructure Requirements</b> The policy provides for the delivery of infrastructure necessary to facilitate development in the Borough.</p>
<p><b>ENV 1: Protecting and Enhancing our Natural and Historic Environments</b> Policy is likely to offer significant benefits in relation to conserving the natural and historic environment and promoting the creation of new habitats.</p>

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## Sustainability advantages

**ENV 2: Achieving Quality in Design and Conservation** This policy seeks to deliver the highest possible standards of design, in form and sustainability. It seeks to promote accessibility, protect or enhance features of heritage value and encourage the reuse of existing buildings.

**ENV 3: Renewable and Low Carbon Energy Generation** This policy requires new residential and commercial developments to generate 10% of their predicted energy use from renewable or low carbon sources (where viable). This approach contributes towards meeting renewable targets and reducing greenhouse gases and the conservation of energy over the plan period.

**ENV 4: Transport and Accessibility** This policy accords with the strategy identified within SDP 1-4 inclusive by seeking to promote accessibility and reduce reliance upon the private car in tandem with the development of new pedestrian and cycling links in order to help reduce CO<sub>2</sub> emissions. The policy also includes for the provision of the A56 villages bypass and/or the reinstatement of the former Colne to Skipton railway line, as a means of reducing the negative impact of large volumes of vehicle movements and improving highway safety.

**ENV 5: Pollution** This policy seeks to minimise air, water, noise and light pollution and address risks from contaminated land and hazardous substances. It is considered that the implementation of this policy will have benefits for human health as well as environmental benefits through the remediation of contaminated land.

**ENV 6: Waste Management** The policy seeks to support the waste framework as required by the Lancashire Minerals and Waste Development Framework. There is also provision within the policy to encourage the provision of energy from waste and increasing recycling across the borough.

**ENV 7: Water Management** The policy accords with the requirements of PPS25 which seeks to avoid development within the floodplain and to minimise increasing the risk of flooding elsewhere.

**LIV 1: Housing Provision, Phasing and Delivery** The policy provides strategic guidance on the amount of new housing to be delivered and the phasing of this delivery.

**LIV 2: Strategic Housing Site – Trough Laithe** The policy identifies a strategic site to help meet the housing requirements of the borough in a timely manner; accelerating the delivery of new housing and helping to reduce recent undersupply.

**LIV 3: Housing Needs / LIV 4: Affordable Housing** The policy's primary aim is to meet the housing needs of all sectors of the community. The implementation of this policy will help to address existing deficiencies in housing provision and facilitate the reduction of overcrowding. Appropriate mixes of housing may also assist in creating mixed communities with people from different backgrounds living alongside one another.

**LIV 5 Designing Better Places to Live** In addition, to the general design principles set-out in Policy ENV2, this policy sets out the criteria that will be used to help ensure that new housing meets the identified needs of the local population and national design standards. The policy sets out a general borough-wide guide for the size and type housing that is needed and developers are encouraged to use the Building for Life standards. This policy is considered to perform very well against those objectives which relate to meeting housing needs, protecting environmental quality, minimising energy use, adapting to climate change and reducing the risk of flooding.

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## Sustainability advantages

**WRK 1 Strengthening the Local Economy and WRK 2 Employment and Land Supply** These policies seek to bring forward employment land over the plan period which will strengthen and diversify the local economy, as such the policies are considered to perform well against those objectives relating to economic development and training.

**WRK 3: Strategic Employment Site – Lomeshaye** The policy identifies a strategic site that will help meet the employment land requirements of the borough (Policy WRK2) in a timely manner: offering greater certainty for developers and businesses looking to invest in the area; providing new job opportunities to help address projected increases in population and households and reduce high levels of out-commuting; increasing economic prosperity; and addressing both business needs and spatial requirements in the M65 Corridor.

**WRK 4 Retailing and Town Centres** This policy sets out the strategy for retail development in town centres to provide a vibrant shopping experience, with the main focus being within Nelson and Colne. Barnoldswick and the rural service centres will be the primary focus for new retail provision to serve the needs of the rural community.

**WRK 5 Tourism, Leisure and Culture** The policy seeks to improve and increase existing tourism, leisure and cultural facilities as means of increasing investment in the Borough. The preferred option will assist in providing employment opportunities, delivering a high standard of design and promoting sustainable tourism associated with cycling, walking, waterways and the built and natural environment.

**WRK 6 Design Better Places to Work** Adapting existing workplaces for new employment uses will help to support the reuse of vacant buildings helping to minimise the need to develop on Greenfield land. The policy will also promote mixed use and shared spaces in new developments. The policy also provides further support for rural diversification.

**SUP 1 Community Facility Provision / SUP 2 Health and Well-Being** The provision of community facilities and improvement of health and well-being will assist in tackling the levels of deprivation identified in certain parts of Pendle.

**SUP 3 Education and Training** Supporting opportunities to improve educational and training opportunities within Pendle will help to address problems associated with lower levels of qualifications, skills and training within the borough. This will enhance the skills within the workforce and help to tackle deprivation within the Borough.

**SUP 4 Designing Better Public Places** Improvements to the public realm and public buildings will promote sustainable development and create a built environment that is more adaptive to climate change. The policy may also deliver social improvements associated with improving residents sense of place, neighbourhood identity and community wellbeing. In addition the policy also seeks to promote a pattern of land use and facilities which will encourage walking and cycling; leisure, recreation and play, which have tangible benefits for peoples health and fitness.

## Pendle Local Plan (Part 1): Core Strategy (Further Options Report)

### 3. Mitigation and monitoring

#### Mitigation

In order to avoid any adverse effects associated with the Core Strategy policies it is necessary, where possible, to identify possible mitigation measures. The SA has identified a limited number of minor adverse effects and no significant adverse effects. Many of the policies in the Core Strategy are of a strategic nature making it less likely that adverse effects can be readily identified. It is anticipated that as these policies evolve into detailed proposals through future DPD's their performance will be amplified and that further mitigation measures may need to be developed. However, for the purposes of this assessment, the following mitigation measures (Table 6) have been identified.

**Table 6 Suggested recommendations for mitigation**

Significant Effect	Mitigation/ Enhancement
Policy LIV2: Strategic Housing Site: Trough Laithe – E4(b)	The strategic housing site involves the development of Greenfield land, which is contrary to the policy objective to reclaim derelict sites and promote the use of previously developed land. High quality landscaping will be incorporated into the site and together with any perimeter planting will help to reduce any adverse visual or environmental impacts arising from the development. Such features will also be designed to be an integral part of the emerging ecological network by providing corridors and/or stepping stones for wildlife.
Policy LIV2: Strategic Housing Site: Trough Laithe – C4 (a)	Any development on Greenfield land will inevitably involve the loss of green space. Planning conditions will be used to ensure that there is sufficient open space provision on the site. Safe footpath and cycleway links will be provided to allow residents to access nearby facilities and the open countryside, using less intrusive forms of sustainable transport.
Policy LIV2: Strategic Housing Site: Trough Laithe – P4 (a)	As E4b.
Policy WRK3 Strategic Employment Site: Lomeshaye (E4b)	The strategic employment site involves the development of Greenfield land, which is contrary to the policy objective to reclaim derelict sites and promote the use of previously developed land. High quality landscaping and, where appropriate, Sustainable Urban Drainage Systems, will be incorporated into the site. Together with extensive perimeter planting these features will help to reduce any adverse visual or environmental impacts arising from the development. Such features will also be designed to be an integral part of the emerging ecological network by providing corridors and/or stepping stones for wildlife.
Policy WRK3 Strategic Employment Site: Lomeshaye – C4 (a) and (b)	Any development on Greenfield land will inevitably involve the loss of green space and increase light and noise pollution. Planning conditions will be used to ensure that there is sufficient open space provision on the site. Safe footpath and cycleway links will be provided to allow employees to access the site, using less intrusive forms of sustainable transport. In addition, planning conditions will also be used to ensure that mitigation measures are put in place to help minimise, or eliminate, the potential for light, noise and groundwater pollution arising from the development.
Policy WRK3 Strategic Employment Site: Lomeshaye – P4 (a)	As E4b.

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## Monitoring

The SA Report sets out an approach towards monitoring that is linked to the production of an Annual Monitoring Report. A number of indicators are suggested based on information collected during this Sustainability Appraisal and these are set out in Section 5 of the SA Report.

## 4. How has the appraisal improved the Plan?

The SA Report is an integral part of the process of preparing and developing the Core Strategy.

As an iterative process, SA will continue to improve the sustainability of the Core Strategy and thereafter any additional DPDs or Neighbourhood Plans that are prepared. Consultation on the SA Report will allow stakeholders to analyse the Core Strategy with regards to sustainability objectives. This will help to highlight issues with regard to the performance of the Core Strategy against these objectives and associated indicators.

## 5. Next steps

The Core Strategy (Further Options Report) will be subject to a period of public consultation between **Friday 17<sup>th</sup> January 2014 and Monday 3<sup>rd</sup> March 2014**, along with the SA Report and Addenda. We would welcome your views on the SA Report. All comments received by the closing date will be carefully considered and the SA Report will be amended as appropriate.

## 6. How to comment

We hope that you have found the information in this Non-Technical Summary useful. Further information can be obtained from the Planning Policy team at Pendle Borough Council, using the contact details shown below:

Pendle Borough Council  
Office of the Deputy Chief Executive  
Planning and Building Control  
Planning Policy and Conservation  
Town Hall  
Market Street  
Nelson  
Lancashire  
BB9 7LG

Email: [ldf@pendle.gov.uk](mailto:ldf@pendle.gov.uk)

Tel: 01282 661330

Web: [www.pendle.gov.uk/corestrategy](http://www.pendle.gov.uk/corestrategy)

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