

Pendle Borough Council

Pendle Local Plan Part 1: Core Strategy

Sustainability Statement

Regulation 16

Environmental Assessment of Plans and Programmes Regulations, 2004

Purpose

Pendle Council adopted the Local Plan Part 1: Core Strategy at its meeting on Thursday 17th December 2015.

In accordance with Article 9 of the Strategic Environmental Assessment Directive 2001, Regulation 36 of the Town and Country Planning (Local Development) (England) Regulations 2004, as amended and Regulation 16 of the Environmental Assessment of Plans and Programmes Regulations 2004, the Council has prepared this statement to set out:

1. How environmental (and sustainability) considerations have been integrated into the plan.
2. How the environmental report (the SA Report) has been taken into account.
3. How opinions expressed during the consultation on the draft plan and environmental report have been taken into account.
4. The reasons for choosing the plan as adopted, in the light of the reasonable alternatives dealt with.
5. Measures that are to be taken to monitor the significant environmental effects of the implementation of the plan.

The purpose of this post adoption Sustainability Statement is to provide specific information relating to each of the points listed above.

Background & Context

In developing local plans, LPAs must comply with prevailing national and European legislation in the preparation of plans, if they are to be found sound at examination.

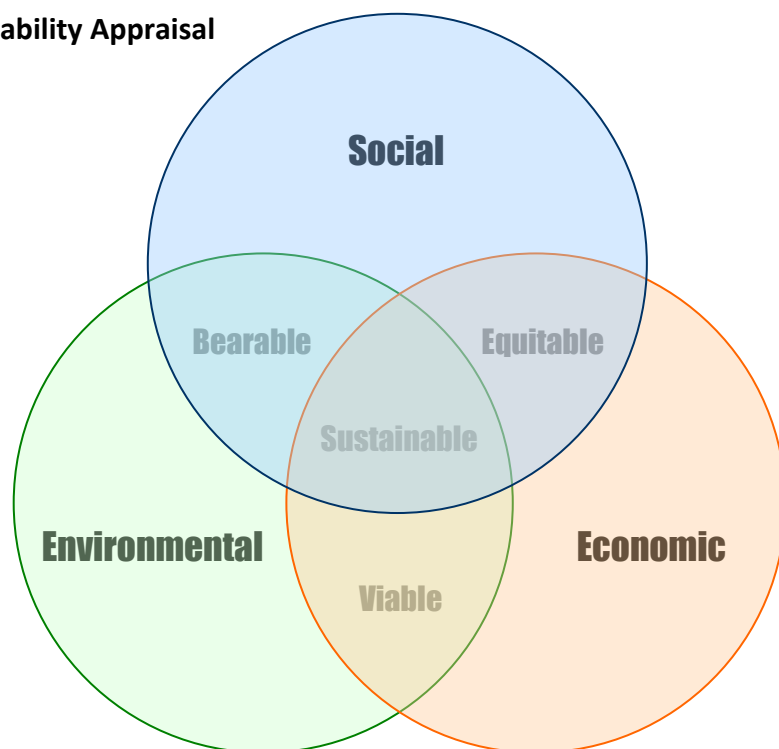
Under the European Parliament Directive 2001/42/EC, Councils are required to undertake formal Strategic Environmental Assessments ("SEA") of plans and programmes which are likely to have significant effects on the environment or sustainability.

In England the SEA Directive has been incorporated into the plan making process by Statutory Instrument 2004 No. 1633 The Environmental Assessment of Plans and Programmes Regulations 2004, and through guidance published by the Department for Communities & Local Government ("DCLG") in 2005.

Sustainability Appraisal (“SA”) in plan-making is a requirement of section 19 (5) of the Planning and Compulsory Purchase Act, 2004 (“the 2004 Act”). The SA process incorporates the environmental requirements of an SEA, but integrates these with social and economic considerations.

SA is a systematic and iterative process which assesses plans against social, economic and environmental objectives; the so called three pillars of sustainability. The process has a key role in assisting the decision making process by allowing the significant effects of reasonable options to be predicted, evaluated, mitigated and monitored, whilst also ensuring that opportunities for public involvement are provided. In this way it helps LPAs to identify the predicted performance of proposed policies and evaluate which are likely to offer the most sustainable outcomes.

Figure 1: Sustainability Appraisal



The SA Scoping Report (2006) established 18 SA Objectives, which were mapped against the eight Priority Goals identified in the emerging Sustainable Community Strategy.

The SA Objectives provided the framework for assessing the sustainability implications for the borough (Table 1).

All reasonable alternatives for the vision, strategic objectives, policies and site allocations, to be considered for inclusion in the Core Strategy, were duly tested against these SA Objectives.

Table 1		Sustainability Appraisal Objective (see key)																	
		H1	H2	E1	E2	E3	E4	C1	C2	C3	C4	C5	P1	P2	P3	P4	P5	P6	P7
Core Strategy Policy – Pre-Submission Report (see key)	SDP1	>	?	>	>	?	?	?	?	?	?	>	<	<	?	0	?	?	
	SDP2	?	0	0	>	0	>	0	>	0	>	0	>	>	0	>	0	0	0
	SDP3	>>	?	0	>	?	0	0	>	0	0	0	>	>	0	0	0	0	0
	SDP4	0	0	>	>>	0	>	0	0	0	0	0	>	>	0	0	0	0	0
	SDP5	0	0	0	>	>	>	0	>	0	0	0	>>	>>	0	0	0	0	0
	SDP6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	ENV1	0	>	>	0	0	>>	0	0	>>	>>	>>	<	>	0	>>	0	>	>>
	ENV2	>	0	>	0	0	>>	>>	>>	>>	>	>>	>>	>>	>>	>	0	>	>
	ENV3	0	0	?	>	0	>	0	0	>	0	?	>>	>>	0	?	0	0	<
	ENV4	0	>	>	>	>>	>	>	>	0	>	>	>>	>	0	<	0	0	<
	ENV5	0	>	>	0	0	>	0	0	0	>>	0	0	>	0	>	>	0	>
	ENV6	0	0	>	>	>	0	0	0	0	0	0	>	>	>>	0	0	0	0
	ENV7	0	0	0	0	0	0	0	0	0	0	0	0	>>	0	0	>>	>>	>
	LIV1	>>	>	0	0	0	>	0	0	0	0	0	0	0	0	>	0	0	0
	LIV2	>>	0	0	0	>	?	0	0	0	<	>	>	0	0	<	0	0	>
	LIV3	>>	>>	0	0	0	0	0	0	0	0	>	0	0	0	0	0	0	0
	LIV4	>	>	0	0	0	>	0	0	0	0	>	0	0	0	>	0	0	0
	LIV5	>>	>>	0	0	0	>>	>>	0	>	>>	>	>	>>	>	0	0	0	>
	WRK1	>	>	>>	>>	>	>	0	0	0	0	>	0	>	0	>	0	0	0
	WRK2	0	0	>>	>>	>	>>	0	0	>	>	>	>	>	0	>	0	0	>
	WRK3	0	0	>>	>>	>	?	0	0	0	<	>	>	0	0	<	0	0	>
	WRK4	>	0	>>	>>	>	>>	0	>>	0	>	>>	>>	>	0	>>	0	0	0
	WRK5	0	0	>>	>>	>	>>	0	0	>>	>>	>>	>>	>	0	>>	0	0	0
	WRK6	0	0	0	>	>	>>	>>	>	>>	>	>>	>	>	0	>>	0	0	>
	SUP1	0	>	>	0	>	>>	>	>	0	0	>>	>	0	0	0	0	0	0
	SUP2	>	>>	0	0	>	0	0	>	0	>	>	>	0	0	0	0	0	0
	SUP3	0	0	>	>>	>	0	0	>	0	0	>	>	0	0	0	0	0	0
	SUP4	0	>	>	0	0	>	>>	0	>>	>	>>	>	>	>	0	0	>	>

<< Move away significantly
 < Move away marginally
 > Move towards marginally
 >> Move towards significantly
 0 No Impact
 ? Uncertain or mixed impact

Core Strategy Policies	Sustainability Objectives
<p>SDP1 Presumption in Favour of Sustainable Development</p> <p>SDP2 Spatial Development Principles</p> <p>SDP3 Housing Distribution</p> <p>SDP4 Employment Distribution</p> <p>SDP5 Retail Distribution</p> <p>SDP6 Future Infrastructure Requirements</p> <p>ENV1 Protecting and Enhancing Our Natural and Historic Environments</p> <p>ENV2 Achieving Quality in Design and Conservation</p> <p>ENV3 Renewable and Low Carbon Energy Generation</p> <p>ENV4 Promoting Sustainable Travel</p> <p>ENV5 Pollution and Unstable Land</p> <p>ENV6 Waste Management</p> <p>ENV7 Water Management</p> <p>LIV1 Housing Provision and Delivery</p> <p>LIV2 Strategic Housing Site: Trough Laithe</p> <p>LIV3 Housing Needs</p> <p>LIV4 Affordable Housing</p> <p>WRK1 Strengthening the Local Economy</p> <p>WRK2 Employment Land Supply</p> <p>WRK3 Strategic Employment Site: Lomeshaye</p> <p>WRK4 Retailing and Town Centres</p> <p>WRK5 Tourism, Leisure and Culture</p> <p>WRK6 Designing Better Places to Work</p> <p>SUP1 Community Facilities</p> <p>SUP2 Health and Well-Being</p> <p>SUP3 Education and Training</p> <p>SUP4 Designing Better Public Places</p>	<p>H1 To help meet the housing needs of the whole community.</p> <p>H2 To improve health and reduce health inequalities in Pendle.</p> <p>E1 To encourage business which is appropriately located, to maximise the benefits on local, national and global markets.</p> <p>E2 To secure economic inclusion, and develop and maintain a healthy labour market.</p> <p>E3 To develop strategic transport, communication and economic infrastructure.</p> <p>E4 To deliver urban/rural renaissance.</p> <p>C1 To reduce crime and the fear of crime, and to reduce anti-social behaviour.</p> <p>C2 To improve access to, and use of basic goods services and amenities.</p> <p>C3 To protect, enhance and maintain places, spaces, landscapes and buildings of historic, cultural and archaeological value.</p> <p>C4 To protect and improve local environmental quality.</p> <p>C5 To develop strong and positive relationships between people from different backgrounds and communities and to value the diversity, of cultural traditions found in Pendle.</p> <p>P1 To minimise the requirement for energy use, promote energy efficiency and increase the use of energy from renewable sources.</p> <p>P2 To address the need to limit and adapt to climate change.</p> <p>P3 To ensure the sustainable management of existing natural resources through consideration of depletion, waste minimisation, recycling and recovery.</p> <p>P4 To reduce contamination, regenerate degraded environments, maintain soil resources and minimise development on Greenfield sites.</p> <p>P5 To improve water quality and meet the requirements of the Water Framework Directive.</p> <p>P6 To reduce the risk of flooding and conserve water resources.</p> <p>P7 To protect and enhance biodiversity and protect European sites.</p>

Core Strategy Policies

The Core Strategy sets out the vision for Pendle to 2030. It shows how the chosen strategy will help to deliver this vision and how it will be delivered by working in partnership with key stakeholders – i.e. those people and organisations that have an interest in the future of the borough.

The Core Strategy covers the whole of the Borough of Pendle. Its preparation has involved six formal stages of public consultation (Table 2). At each of these stages the local community and other interested parties have had the opportunity to influence the proposals. SA has been an iterative process throughout and, in accordance with Regulation 61 of the Conservation of Habitats and Species Regulations 2010, a Habitats Regulations Assessment (HRA) Screening Report has also been prepared at each stage of formal consultation.

Table 2: Key Stages in the Preparation of the Pendle Core Strategy

Date(s)	Stage
October 2006	Consultation with the 'statutory bodies' on the scope of the Core Strategy and Sustainability Appraisal
July 2007	Commence document preparation
July-August 2008	Public consultation on the Issues & Options Report
October-December 2011	Public consultation on the Preferred Options Report
October-December 2012	Public consultation on the Publication Report
January-February 2014	Public consultation on the Further Options Report
October-November 2014	Public consultation on the Pre-submission Report
July-September 2015	Public consultation on the Main Modifications to the Pendle Core Strategy

The Core Strategy is a key element in the statutory development plan for the Borough of Pendle. When work commenced on the plan, the 2004 Act required it to be in general conformity with the adopted North West of England Plan: Regional Spatial Strategy to 2021. Section 109 of the Localism Act 2011 provided for the abolition of the regional tier of planning and the North West of England Plan was revoked on 20th May 2013.

The introduction of the National Planning Policy Framework ("NPPF") in March 2012 represented a significant change in the direction of national planning policy. The NPPF sets out the Government's planning policies for England and provides a framework within which local communities can produce their own distinctive local and neighbourhood plans reflective of the needs and priorities of their communities. LPAs continue to determine the quantum and location of development, albeit without the additional tier of regional direction. The Government's expectation for planning strategically across local boundaries is realised through the Duty to Cooperate, which was introduced in the Localism Act 2011, through an amendment to section 33A of the 2004 Act, and took effect from 15th November 2011.

The Pre-submission Core Strategy consulted upon in late 2014 was the basis for the independent Examination. All subsequent comments and modifications have been taken into account by the Inspector through the Examination process. All Examination documents and the final Inspector's Report (including the Main Modifications) can be viewed on the Council's website at: www.pendle.gov.uk/examination

Environment, Sustainability and the Plan

As noted above, Pendle Council adopted the Core Strategy on 17th December 2015.

When a plan is adopted, the SEA Directive requires the local planning authority ("LPA") to make available information on how environmental and/or sustainability issues and consultation responses have been considered in preparing the plan, the reasons for choosing the plan in the light of other reasonable alternatives and how the plan's implementation will be monitored in the future.

This Sustainability Statement has been prepared in accordance with The Environmental Assessment of Plans and Programmes Regulations 2004, Regulation 16 (3) & (4). It sets out how the environmental assessment process, carried out as part of the sustainability appraisal of the Core Strategy, has helped to influence the adopted document, using headings based on the particulars referred to in the Regulations.

1. How environmental (and sustainability) considerations have been integrated into the plan

From the outset Pendle Council has sought to gather relevant baseline information regarding the social, economic and environmental characteristics of the borough. This was first collected for the SA Scoping Report and the profile of information was used to inform the context for developing objectives and policies.

The key characteristics and issues in the district are also set out in Chapter 3 of the Core Strategy and Chapter 3 of the Sustainability Appraisal. Eleven key objectives were established early in the plan making process. These were tested against the SA Objectives, in order to ensure that they were generally consistent with the principles of sustainable development, and consulted upon in the Issues & Options Report. The amended versions were carried forward through each subsequent stage.

Options were subsequently developed from these strategic objectives and the reasonable alternatives were also subject to SA analysis. The SA has been used to guide and inform the decision making process when developing the Core Strategy, and has been considered by both decision makers and members of the public. Regard has been had to the NPPF (paragraph 14), which requires that local authorities ensure that the local plan is consistent with the 'presumption in favour of sustainable development'.

The adopted Core Strategy also includes two key policies ensuring that sustainable development is at the heart of the plan – SDP1: Presumption in Favour of Sustainable Development and SDP2: Spatial Development Principles. These policies have also been tested against the SA framework (see Table 1), which confirms that overall they will help to ensure a positive environmental outcome.

2. How the environmental report (SA Report) has been taken into account

The key stages in the preparation of the Core Strategy are set out in Table 2 (above). For each public consultation a new iteration of the SA Report and a HRA Scoping Report was prepared and consulted upon alongside the Core Strategy. Officers and elected members have considered the findings of these documents during the preparation of the Core Strategy together with any comments submitted in response to each public consultation.

Detailed pro-formas were prepared to assess the reasonable alternatives and help identify the preferred options. These pro-formas set-out:

- (i) the relevant statutory requirements
- (ii) objectives set out in the strategies of organisations active in the area
- (iii) results of the sustainability appraisal; and
- (iv) consultation responses.

The Council identified and considered a wide range of options between August 2008 and October 2010, testing the reasonable alternatives against the SA framework. This process served to refine the policies that were included in the Preferred Options Report and subsequent iterations of the Core Strategy, helping to improve the overall sustainability of the plan.

The SA process produced a number of recommendations and highlighted potential requirements for mitigation throughout the preparation of the Core Strategy. Where appropriate these measures were incorporated into the document. Other recommendations highlighted by the SA process will be addressed in the preparation of Local Plan Part 2: Site Allocations and Development Policies.

3. How opinions expressed during the consultation on the draft plan and environmental report have been taken into account

At each key stage in the preparation of the Core Strategy (Table 2), consultation has taken place with the various bodies identified in relevant planning legislation – e.g. specific and general consultees, statutory and prescribed bodies. In addition, other organisations and community groups known to be active within the borough and anyone who has contacted the Council requesting that they be kept informed of progress on the preparation of planning documents have also been notified of the opportunity to view and comment on new iterations of the Core Strategy. Public consultation has been carried out in accordance with the Council's Statement of Community Involvement, which was adopted in March 2007.

Preparation of the Core Strategy has been an iterative process. All the comments received have been carefully considered at each stage, with details of how they have influenced the document being set-out in the Consultation Statement that was published after each formal public consultation. These outcomes are summarised in the Regulation 22(c) Consultation Statement (December 2014).

Representations submitted in response to the public consultation on the Pre-submission Report (10th October to 24th November 2014), and any comments received thereafter (e.g. those on the Main Modifications), have been considered by the Planning Inspector appointed to examine the Core Strategy.

4. The reasons for choosing the plan as adopted, in the light of the of the reasonable alternatives dealt with

The Council identified and consulted upon the reasonable alternatives between 2008 and 2011. Further options were considered in 2014 following the update of the Strategic Housing Market Assessment, in response to comments made in response to the public consultation on the Publication Report in 2012.

Table 3: Sustainability Considerations in Plan Preparation

Stage	Sustainability	Habitat Regulations	Equalities	Vision, Objectives & Policy
Evidence Gathering <i>October 2006-June 2008</i>	<ul style="list-style-type: none"> • SA Scoping Report 			<ul style="list-style-type: none"> • Screening Statement
Issues & Options <i>July-August 2008</i>	<ul style="list-style-type: none"> • SA Report • SA Report: Appendix A • SA Matrix 	<ul style="list-style-type: none"> • HRA Scoping Report 		<ul style="list-style-type: none"> • Issues & Options Report • Consultation Statement • Summary of Responses
Preferred Options <i>October-December 2011</i>	<ul style="list-style-type: none"> • SA Report • Non-technical Summary 	<ul style="list-style-type: none"> • HRA Scoping Report 		<ul style="list-style-type: none"> • Preferred Options Report • Consultation Statement
Publication <i>October-December 2012</i>	<ul style="list-style-type: none"> • SA Addendum • Non-technical Summary 	<ul style="list-style-type: none"> • HRA Scoping Report 	<ul style="list-style-type: none"> • Equalities Impact Assessment 	<ul style="list-style-type: none"> • Publication Report • Consultation Statement
Further Options <i>January-February 2014</i>	<ul style="list-style-type: none"> • SA Addendum • Non-technical Summary 	<ul style="list-style-type: none"> • HRA Scoping Report 	<ul style="list-style-type: none"> • Equalities Impact Assessment 	<ul style="list-style-type: none"> • Further Options Report • Consultation Statement
Pre-Submission <i>October-November 2014</i>	<ul style="list-style-type: none"> • SA Report • Non-technical summary 	<ul style="list-style-type: none"> • HRA Scoping Report 	<ul style="list-style-type: none"> • Service Impact Assessment 	<ul style="list-style-type: none"> • Pre-submission Report • Consultation Statement (Reg. 22) • Statement of Compliance with the Duty to Cooperate • Soundness Checklist • Legal Compliance Checklist
Main Modifications <i>July-September 2015</i>	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Schedule of Main Modifications
Adoption <i>December 2015</i>	<ul style="list-style-type: none"> • Sustainability Statement 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Adoption Statement

As part of the iterative process, each / option was tested in the relevant SA report for their likely performance against significant effects indicators identified in the SA Framework. This analysis helped to guide and inform the decision making process and to select the most appropriate overall framework for Pendle.

The Core Strategy, as adopted, has been found sound following examination by an independent Inspector appointed by the Secretary of State. It is therefore considered to represent a sustainable approach to addressing the key planning issues in the borough up to 2030.

5. Measures that are to be taken to monitor the significant environmental effects of the implementation of the plan

Most policies require collaborative working between a wide-range of bodies, including: infrastructure and service providers, developers, government agencies, parish and town councils. The Core Strategy contains a Delivery and Monitoring Framework, which sets out a summary of what the intended outcomes are for each policy, how they may be delivered, by whom and when. In addition it broadly identifies the indicators for success, the risks, flexibilities and contingencies, in the event that monitoring of these point to a failure to deliver.

The SA has also set out a series of monitoring recommendations in order to measure any significant social, economic and environmental effects after the Core Strategy adoption. This will allow the identification of any unforeseen adverse effects and enable appropriate remedial action to be taken.

The preparation of the Authority's Monitoring Report (AMR) will be used to satisfy the relevant monitoring recommendations and will normally collect and report data annually for the period between 1st April and 31st March.