



Fylde Borough Council

Sustainability Appraisal of Local Development
Framework

Scoping Report

Hyder Consulting (UK) Limited

2212959

Firecrest Court
Centre Park
Warrington WA1 1RG
United Kingdom

Tel: +44 (0)1925 800 700

Fax: +44 (0)1925 830 207

www.hyderconsulting.com



Fylde Borough Council

Sustainability Appraisal of Local Development Framework

Scoping Report

Author Chris Wathen

A handwritten signature in black ink, appearing to read "Chris Wathen", written over a horizontal line.

Checker David Hourd

A handwritten signature in black ink, appearing to read "David Hourd", written over a horizontal line.

Approver David Hourd

A handwritten signature in black ink, appearing to read "David Hourd", written over a horizontal line.

Report No 0001-UA002413-NHR-02

Date 15 November 2010

This report has been prepared for Fylde Borough Council in accordance with the terms and conditions of appointment for Scoping Report dated 7 July 2010. Hyder Consulting (UK) Limited (2212959) cannot accept any responsibility for any use of or reliance on the contents of this report by any third party.

CONTENTS

ABBREVIATIONS.....	iiii
1 Introduction.....	1
1.1 Purpose of the Scoping Report.....	1
1.2 Background to the Borough.....	1
1.3 Sustainability Appraisal and Strategic Environmental Assessment.....	3
1.4 The SA Process.....	4
1.5 Structure of the Scoping Report.....	5
1.6 Consultation.....	6
1.7 Habitats Regulations Assessment.....	7
2 The Fylde Local Development Framework.....	7
2.1 Background.....	7
2.2 The Local Development Scheme.....	7
3 Progress on the SA to Date.....	8
3.1 Stages in the SA Process.....	8
3.2 Consultation Requirements.....	9
3.3 Previous SA Work Undertaken.....	10
4 Relationship with other Relevant Plans, Programmes and Policies.....	11
4.1 Introduction.....	11
4.2 International Plans and Programmes.....	11
4.3 National Plans and Programmes.....	12
4.4 Regional and County Level Plans.....	13
4.5 Local Policy.....	13
5 Baseline Information and Key Sustainability Issues.....	155
5.1 Introduction.....	155
5.2 Methodology.....	155
5.3 Environmental and Sustainability Issues and Opportunities.....	166
5.4 Transboundary Issues.....	20
6 The SA Framework.....	22
6.1 Introduction.....	22
6.2 Development of Objectives, Guide Questions, Indicators and Targets.....	22
6.3 Internal Consistency of Objectives.....	30
6.4 The Appraisal Process.....	30
7 The Content of the SA Report.....	32

Appendices

Appendix A	Analysis of Relevant Plans, Programmes and Environmental Protection Objectives
Appendix B	Environmental and Sustainability Baseline
Appendix C	Compatibility of Sustainability Objectives

ABBREVIATIONS

AMR	Annual Monitoring Report
ANGSt	Accessible Natural Greenspace Standards
AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BC	Borough Council
CAMS	Catchment Abstraction Management Strategy
CCQ	Current Chemical Quality
CEQ	Current Ecological Quality
CO	Carbon Monoxide
CO ₂	Carbon Dioxide
CRoW [Act]	Countryside and Rights of Way [Act 2000]
DCLG	Department for Communities and Local Government
DEFRA	Department for Environment, Food and Rural Affairs
DPD	Development Plan Document
EA	Environment Agency
ESDP	European Spatial Development Perspective
EU	European Union
GCR	Geological Conservation Review
GCSE	General Certificate of Secondary Education
GP	General Practitioner
GVA	Gross Value Added
HGV	Heavy Goods Vehicle
HRA	Habitat Regulations Assessment
ICT	Information and Communications Technology
IMD	Indices of Multiple Deprivation
IPCC	Intergovernmental Panel on Climate Change
JSA	Job-Seekers' Allowance
LDD	Local Development Document
LDF	Local Development Framework
LMWMS	Lancashire Municipal Waste Management Strategy
LNR	Local Nature Reserve
LSOA	Lower layer Super Output Area
MAA	Multi-Area Agreement
NO ₂	Nitrogen Dioxide

NVQ	National Vocational Qualification
ONS	Office for National Statistics
PAS	Planning Advisory Service
PM ₁₀	Particulates
PPG	Planning Policy Guidance Note
PPPs	Plans, Policies and Programmes
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAM	Scheduled Ancient Monument
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment
SMR	Standardised Mortality Ratio
SO ₂	Sulphur Dioxide
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage System
UN	United Nations
VAT	Value Added Tax
WAG	Welsh Assembly Government
WFD	Water Framework Directive

1 Introduction

1.1 Purpose of the Scoping Report

This Scoping Report has been prepared by Hyder Consulting on behalf of Fylde Borough Council (BC) as part of the Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the emerging Local Development Framework (LDF). The LDF replaces the existing Fylde Borough Local Plan (as Altered), which was created in October 2005 and represents the current land use planning framework for the Borough. Section 2 of this report provides further information about the background to and development of the LDF.

1.2 Background to the Borough

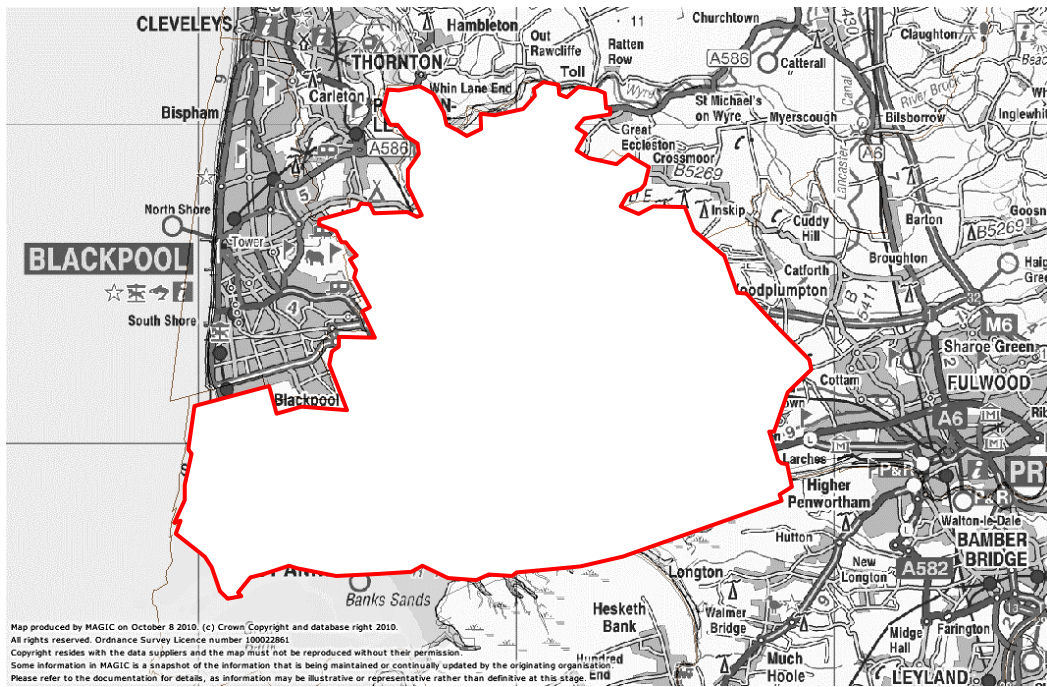
Fylde is a predominantly rural borough occupying the southern part of the Fylde peninsula in western Lancashire. It is bounded to the north by Wyre BC and the estuary of the River Wyre, to the west by the densely populated urban area of Blackpool, by Preston City Council to the east and by the Ribble Estuary to the south (see Figure 1-1). Fylde had a population of 76,300 in June 2009.

Figure 1-1 Location of Fylde Borough within Lancashire



The long coastline is one of the dominant features of the Borough and is the setting for the majority of its urban areas. The largest towns, Lytham and St Anne's have a reputation as a higher quality, lower-key resort than the much larger Blackpool to the north, with significant visitor resources along its seafront and in the form of its internationally famous championship golf course. The other significant settlements are Warton/Freckleton, lying further east, and Kirkham / Wesham, which together form the only sizable inland settlement (see Figure 1-2).

Figure 1-2 Map of Fylde Borough



The Borough is bisected by the M55 motorway which provides connections to the national road network. Two rail lines pass through Fylde providing connections to Blackpool and Preston. Connectivity is important, as the Borough has a high dependence on neighbouring areas for job opportunities and higher level service provision. The Fylde economy is disproportionately reliant on a small number of large employers, and high-skilled jobs are relatively lacking. However, Fylde has above average levels of income and low levels of deprivation, although pockets do exist, notably in inner areas of St Anne's. Overall, the Borough has a high quality of life, and is a popular retirement destination. Wards referred to in the rest of this report are indicated in Figure 1-3.

Figure 1-3 Wards within Fylde Borough



Agriculture forms a significant employment sector and dominates the majority of land use. The flat mosslands of the Fylde have been largely drained for farming and there are few significant areas of natural or semi-natural landscape. However, several nature conservation sites are located within or adjoining the Borough, notably the internationally-significant Ribble Estuary.

1.3 Sustainability Appraisal and Strategic Environmental Assessment

SA is a process for assessing the social, economic and environmental impacts of a plan and aims to ensure that sustainable development is at the heart of the plan-making process.

Sustainable Development

The UK Sustainable Development Strategy "Securing the Future" describes a common purpose for Sustainable Development:

"The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life for future generations."

The UK Sustainable Development Strategy 2005 set a new framework for sustainable development and describes how this should be pursued. Five Guiding Principles are identified:

- Living within environmental limits
- Ensuring a Strong, Healthy and Just Society
- Achieving a Sustainable Economy
- Promoting Good Governance
- Using Sound Science Responsibly

It is a legal requirement that Development Plan Documents (DPDs) produced within the LDF are subject to SA, under the Planning and Compulsory Purchase Act 2004. The 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.

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'.

Guidance on conducting SEA is produced by the former Office of the Deputy Prime Minister³. It is possible to combine the processes of SEA and SA, as they share a number of similarities.

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 Office of the Deputy Prime Minister. (2005). A Practical Guide to the Strategic Environmental Assessment Directive. DCLG, London.

Additional guidance⁴ published by the Department for Communities and Local Government (DCLG) and available through the Planning Advisory Service (PAS) 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. 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 DPDs within the LDF. The combined SEA and SA is referred to as SA throughout the remaining sections of this Scoping Report. This Scoping Report includes a series of boxes which clearly identify the specific requirements of the SEA Directive that need to be fulfilled.

The Scoping Report applies to the whole of the LDF and will be relevant to the development of all DPDs. However, it may be necessary to carry out a more detailed SA Scoping for each DPD, which would contain more specific thematic or geographical baseline data. These 'mini Scoping Reports' would be produced alongside the DPDs, ensuring that they are able to benefit from recommendations from the SA process.

1.4 The SA Process

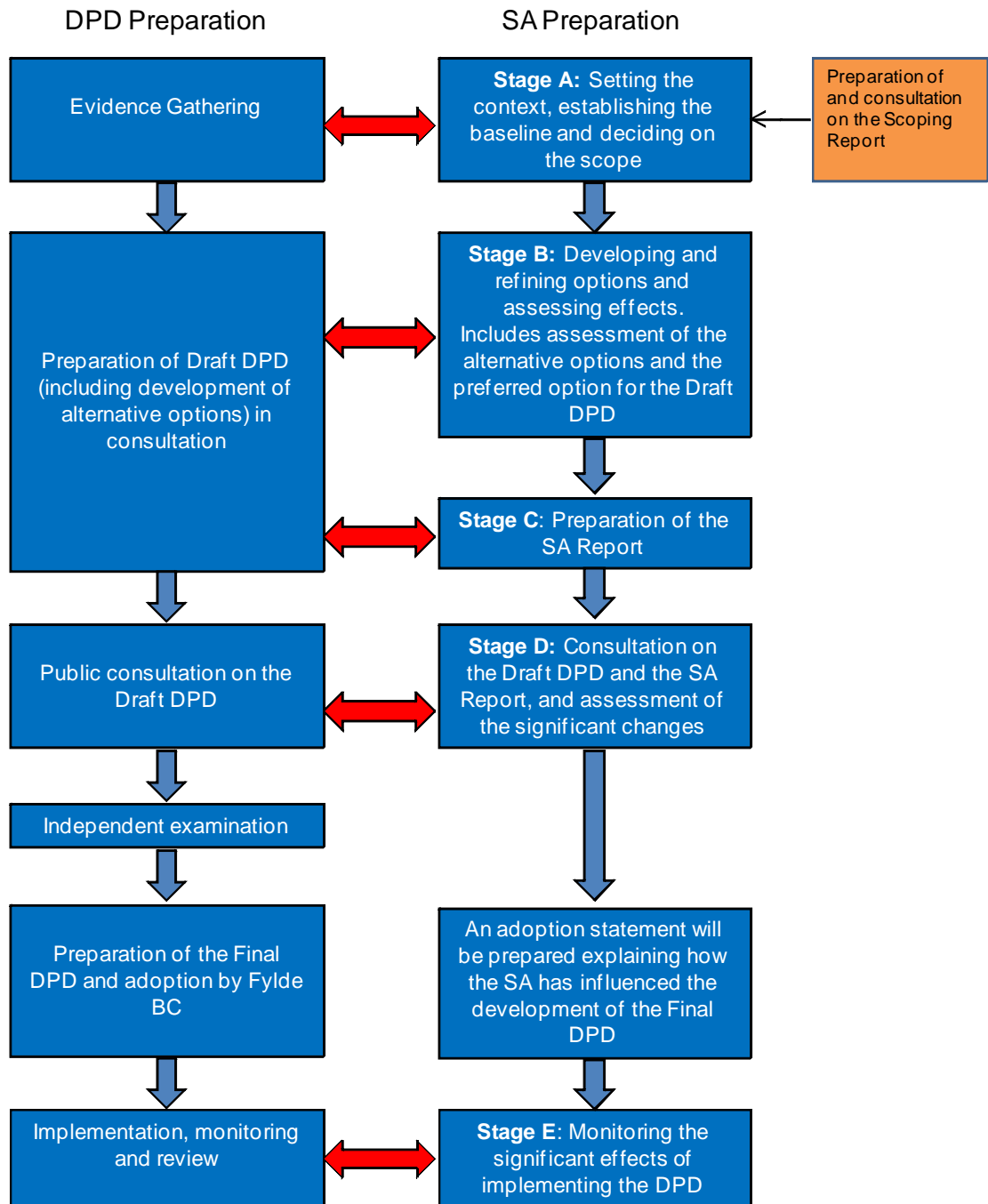
Figure 1-5 outlines the stages in the SA process and how they relate to the development of DPDs, as recommended in SEA guidance⁴ and national planning policy⁵.

This Scoping Report presents Stage A of the SA process, as indicated, and applies to the whole of the LDF. As separate DPDs are brought forward by Fylde BC, as described in Section 2 of this report, they will need to be subject to the subsequent stages of SA shown on Figure 1-4. The development of this Scoping Report therefore represents Stage A of the process for each of these DPDs. However, it is acknowledged that additional scoping work may need to be undertaken for separate DPDs to supplement the contents of this report, for example, the collection of further baseline data or the identification of more area or topic-specific sustainability issues and opportunities. The results of any additional scoping activities will be documented in separate Scoping Reports for individual DPDs as required.

⁴ <http://www.pas.gov.uk/pas/core/page.do?pagelid=152450>

⁵ Department for Communities and Local Government. (2004). Planning Policy Statement 12: Local Spatial Planning. TSO, London.

Figure 1-4 The DPD Preparation and SA Processes



1.5 Structure of the Scoping Report

This Scoping Report sets the framework and approach for the SA process and explains how it will be undertaken for separate DPDs. Subsequent sections of this report provide information about the proposed methods and provide background information about the existing conditions across the Borough. The SEA Directive stipulates activities which must be undertaken as part of the SA. Those that are relevant to this scoping stage are outlined in Box 1.

'Authorities which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans and programme...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).

The Environment Report should provide information on:

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

'the environmental protection objectives, established at international (European) Community or national 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' (Annex 1(a), (e))

'relevant aspects of the current state of the environment and the likely evolution thereof without its implementation of the plan or programme' and, 'the environmental characteristics of the areas likely to be significantly affected' (Annex 1(b), (c))

'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' (Annex 1 (c))

If you already have a good understanding of the SA process then please refer directly to Section 4 and Appendix A which provide information about the review of other relevant plans, programmes and environmental objectives, and Section 5 and Appendix B which present data about existing conditions across the Borough. Section 2 provides important information about the development of the LDF to date and how Fylde BC intends to proceed in the future.

1.6 Consultation

This Scoping Report is being consulted upon in accordance with the requirements of Regulation 12 (5) of the SEA Regulations. It will therefore be issued to relevant organisations, as described in Section 3.2. Further details about consultation provisions and timescales for each of the emerging DPDs will be provided within the relevant specific scoping reports that accompany those documents. For the Core Strategy, the key DPD within the LDF, this will be likely to include consultation with a wider group of stakeholders, not only the statutory consultees.

Pre-scoping consultation was undertaken with statutory consultation bodies in November 2005 informing them of the decision to undertake the SA and requesting feedback upon baseline information, sustainability issues and potential objectives and indicators. All comments received have been incorporated into this revised report.

1.7 Habitats Regulations Assessment

European Council Directive 92/43/EEC on the Conservation of natural habitats and of wild flora and fauna (the 'Habitats Directive') requires that any plan or programme likely to have a significant impact upon a Natura 2000 site (Special Area of Conservation (SAC), candidate SAC, Special Protection Area (SPA), potential SPA or Ramsar site), which is not directly concerned with the management of the site for nature conservation, must be subject to an Appropriate Assessment. The overarching process is referred to as Habitats Regulations Assessment (HRA).

A HRA screening exercise will commence when the options are developed for individual DPDs to determine if they (either in isolation and/or in combination with other plans or projects) would generate an adverse impact upon the integrity of a Natura 2000 site, in terms of its conservation objectives and qualifying interests. This process will be documented in a Screening Report that will be submitted to Natural England.

2 The Fylde Local Development Framework

2.1 Background

The LDF is required under the Planning and Compulsory Purchase Act 2004 and will replace the Fylde Local Plan (as Altered), adopted in October 2005. The LDF comprises a folder of Local Development Documents (LDDs) which will provide the local planning authority's policies for meeting the economic, environmental and social aims of the Borough where this affects the development and use of land. LDDs comprise both DPDs and Supplementary Planning Documents (SPDs) for particular themes or geographic areas.

The Fylde LDF will address all aspects of land-use planning under the jurisdiction of Fylde BC. Lancashire County Council is responsible for producing the Lancashire Minerals and Waste LDF and the Lancashire Local Transport Plan, which set out planning policy on these two topic areas for the county, including Fylde. These documents will be subject to separate SA and are not therefore covered in detail in either the Fylde LDF or this SA.

2.2 The Local Development Scheme

The programme of developing DPDs in Fylde is set out in the Council's Local Development Scheme. This is currently being revised and the updated LDS will be available online, but an indicative programme for the progression of proposed LDDs is set out in Table 2-1 below:

Table 2-1 Local Development Documents

Document Title	Proposed Date for Adoption	Status
Updated Statement of Community Involvement	February 2011	LDD
Core Strategy	January 2013	DPD
Proposals Map	January 2014	DPD
Land Allocations	January 2014	DPD
Development Management Policies	January 2014	DPD
Residential Extensions	Adopted November 2007	SPD

Of these LDDs, SA will be carried out during the development of the Core Strategy, Land Allocations and Development Management Policies DPD.

3 Progress on the SA to Date

3.1 Stages in the SA Process

Current SA guidance⁴ subdivides the SA process into a series of stages. Whilst each stage consists of specific tasks, the intention should be that the process is iterative. Table 3-1 presents the key stages in the SA process and indicates where specific tasks have been addressed in this Scoping Report. The table also demonstrates how each of the SA stages are linked to the preparation and development of the forthcoming DPDs.

Table 3-1 Stages in the SA Process

SA Stage	Section of the Report (where applicable)	Application to the Fylde DPDs
Pre-SA Activity		
Consult statutory consultees on decision to carry out the SA	Documented in Section 3.2	Undertaken via letters to each statutory consultee in November 2005 and combined with request for information.
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	Section 4 and Appendix A	<p>Stage A corresponds to the scoping stage of the SA and the findings of this stage are presented in this Scoping Report.</p> <p>The scope of the DPDs will be defined within specific scoping reports for each document that will build on this main Scoping Report.</p> <p>Consultation will occur within the mandatory 5-week period with consultation bodies.</p>
A2: Collecting baseline information	Section 5 and Appendix B	
A3: Identifying sustainability issues and problems	Section 5	
A4: Developing the SA Framework	Section 6	
A5: Consulting on the scope of the SA	Purpose of this Scoping Report is to seek feedback on the scope of the SA.	
Stage B: Developing and Refining Options and Assessing Effects		
B1: Testing the DPD objectives against the SA Framework	All of these stages will be documented in the SA Report.	<p>Stage B of the SEA process is linked to the overall production of the DPDs which includes the development of plan options and the selection of the preferred options.</p> <p>The effects of DPDs are assessed against alternatives, including the 'no plan' and 'business as usual' scenarios.</p> <p>There should be a considerable degree of interaction between the plan-making and SA teams during this stage in the process to enable potential adverse effects of the DPD to be avoided/minimised and potential</p>
B2: Developing the DPD Options		
B3: Predicting the effects of the DPD		
B4: Evaluating the effects of the DPD		
B5: Considering ways of mitigating adverse effects		

SA Stage	Section of the Report (where applicable)	Application to the Fylde DPDs
and maximising beneficial effects		sustainability benefits maximised.
B6: Proposing measures to monitor the significant effects of implementing the DPDs		Ongoing consultation will occur throughout this period as necessary.
Stage C: Preparing the Sustainability Appraisal Report		
C1: Preparing the SA Report	The SA Report will document the effects of the DPD and will include an assessment of the options considered during the DPD's development. It will include a non-technical summary.	The proposed submission DPD will be prepared ready for consultation.
Stage D: Consultation on the Proposed Submission Documents and the SA Report		
D1: Public participation on the proposed submission documents	-	The SA Report and the proposed submission DPD will be consulted upon in accordance with Regulation 27 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 (as amended 2009).
D2: Appraising significant changes resulting from representations	-	Following the receipt of representations, the SA Report may need to be updated to reflect comments received. It will be essential for the SA Report and the DPD to remain consistent.
D3: Making decisions and providing information	-	
Stage E: Monitoring the significant effects of implementing the DPD		
E1: Finalising aims and methods for monitoring	Monitoring will commence once the DPD has been adopted.	Monitoring undertaken for the SA process should feed into the Annual Monitoring Report (AMR).
E2: Responding to adverse effects		

3.2 Consultation Requirements

Consultation is a key component of both the LDF-making and SA processes to ensure that the views of interested stakeholders are incorporated as appropriate in an early and effective manner. As indicated in Table 3-1, consultation bodies and the public should have the opportunity to comment upon the SA at four separate stages of the process:

- 1 On the decision to carry out an SA, which can also be combined with requests for data.
- 2 On the scope and level of detail of the SA Report (the Scoping Report).
- 3 Alongside the DPD at its Preferred Options stage (the SA Report)

- 4 Following adoption of the Final DPD, accompanied by a statement summarising how the environmental considerations have been integrated into the DPD and the measures decided concerning monitoring (the Adoption Statement).

The Consultation Bodies (defined in this report as 'statutory consultees') in England comprise:

- Natural England (formerly the Countryside Agency and English Nature)
- English Heritage
- Environment Agency

However, it is considered good practice to consult with a wider group of stakeholders who would have significant influence upon, or who would be influenced by the LDF. Herein, these additional stakeholders are referred to as the 'wider stakeholder group'.

3.3 Previous SA Work Undertaken

Pre-scoping consultation was undertaken with the statutory consultees in November 2005 informing them of the decision to undertake the SA and also requesting baseline information and feedback on sustainability issues, potential objectives and indicators. Responses with regard to issues and potential objectives were received from the Countryside Agency and the Environment Agency (EA) which have been incorporated into the preparation of this report.

A Scoping Report for the LDF was originally produced for Fylde BC in January 2006 (Hyder ref: 001-NHR-NH50944-02) and was issued for the statutory consultation period. Comments were received back suggesting improvements, additions and amendments from the following organisations:

- Natural England
- Environment Agency
- Royal Society for the Protection of Birds
- Campaign to Protect Rural England

This report presents a revised and updated version of the previous Scoping Report. The original comments received have been incorporated into this revised version. Progress of the LDF has been delayed in the interim by the need to produce additional evidence-based studies ahead of its development, and the availability of resources.

4 Relationship with other Relevant Plans, Programmes and Policies

4.1 Introduction

Box 2 sets out the requirements of the SEA Directive for this stage of the process:

Box 2 Requirements of the SEA Directive

The SEA Directive requires that the SEA covers:

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

'the environmental protection objectives, established at international (European) Community or national 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' (Annex 1(a), (e))

A review of plans, programmes and policies (PPPs) of relevance to the development of both the LDF and the accompanying SA was undertaken. 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 that should be reflected in 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 guidance that would contribute positively to the development of the LDF
- Determining whether there are any clear potential conflicts or challenges between other identified plans, programmes or sustainability objectives and the emerging LDF

The review included documents prepared at international, national, regional and local scale. Each document reviewed and how it may affect the SA and LDF is summarised in Appendix B.

A brief summary of key implications is presented below.

4.2 International Plans and Programmes

A review was undertaken of the key European Directives and Conventions and International agreements that could potentially influence the development of the LDF and the SA. European Directives are transposed into national legislation in each individual Member State and, therefore the key themes should be 'trickled down' into national, regional, county and local level documents and strategies as appropriate. Consequently this review merely sought to identify the key themes that are emerging at an international level. Some of the key themes identified included:

- Recognising the challenge of climate change and implementing appropriate action to mitigate and adapt to its impacts
- The need to promote renewable energy and energy efficiency
- Protection and enhancement of biodiversity and the natural environment, particularly sites of international importance e.g. SPAs and SACs

- Resource efficiency and the development of more sustainable patterns of production and consumption
- The need to protect and enhance all water resources
- The need to improve air quality

All of the above are primarily environmental issues, although it is through more sustainable patterns of land use and design that real achievements can be made towards tackling some of these issues.

No key conflicts were identified between or within the international documentation. However, a difficult issue was identified in the European Spatial Development Perspective - namely reconciling the social and economic aims of spatial development with an area's ecological and cultural functions to ensure that the most sustainable patterns of development are achieved. The SA process is designed to recognise potential issues such as this, and enables proposals to be made for policy modification and mitigation measures to be put in place.

4.3 National Plans and Programmes

A review was undertaken of relevant national policy documents, strategies and guidance documents. Of particular importance is the UK Sustainable Development Strategy which emphasises the over-arching Government objective to raise the quality of life in our communities by, for example, increasing prosperity, reducing inequalities, providing better employment opportunities, enhancing public services and tackling crime and anti-social behaviour. These are all key themes which must be fully considered in the development of the LDF and the SA.

The review has also considered key items of legislation to which the LDF must conform. The Climate Change Act 2008 sets a legally binding target of an 80% reduction in carbon dioxide (CO₂) emissions by 2050, based on 1990 levels. Land use planning has a vital role to play in meeting this target by reducing the need to travel and driving up standards of resource and energy efficiency in new developments.

Government planning policy is set out in a series of PPSs and Planning Policy Guidance Notes (PPGs) covering various aspects of planning and development activity. All current PPSs and PPGs are relevant to the development of the LDF and SA, however the following key issues have been highlighted across the range of guidance:

- Ensuring that the need to adapt to, and mitigate the inevitable effects of, climate change are at the heart of spatial planning
- The need to ensure that new housing development meets local needs
- The need to protect and enhance the vibrancy of both rural and urban areas
- The need for protection and enhancement of the quality and character of urban and rural areas
- The need to conserve and enhance biodiversity as an integral part of economic, social and environmental development
- The need to protect and enhance the historic environment in its broadest sense
- To promote sustainable waste management
- To promote more sustainable transport choices and improve accessibility
- Recognising the importance of open spaces, sport, and recreation and the contribution that they make to enhancing quality of life

- The sustainable use of natural resources
- The need to consider flood risk in all development, taking into account the potential impacts of climate change

Other planning and guidance documents produced at a national level have been included in the review. Some of the key messages from these documents are:

- The value of green infrastructure for delivering multiple benefits to urban and suburban areas
- The importance of addressing the protection and enhancement of biodiversity at a local level
- A drive to create more sustainable communities by addressing inequality and barriers to social and economic integration

4.4 Regional and County Level Plans

A range of different plans and strategies have been produced at the regional and county levels covering a variety of topics including: housing; economic development; climate change; biodiversity, energy; skills and innovation; rural development; green infrastructure, equality and diversity; health; waste; and tourism. All of the issues, themes and objectives of these plans are relevant to future spatial development within Fylde and the policy objectives and guidance contained within need to be considered during the development of the LDF. However, it must be noted that the overarching goals of these PPPs may be outside the remit of the local development planning process. Furthermore, the LDF is only one of a number of different vehicles for trying to deliver some of the wider regional and county targets within the Borough.

As noted in the international and national PPP review, a common conflict occurring throughout is the need to promote and develop the economy whilst managing the potential environmental and social implications of such development. For example, the Regional Housing Strategy identifies the need for investment in new homes and communities to meet demand, but the development of new housing is likely to pose a threat to aspects of the local environment including landscape character, biodiversity, water quality and flood risk, and cultural heritage. The SA process enables the identification of potential conflicts at the plan development stage and should identify appropriate policy modifications and mitigation measures.

There are a number of indicators and targets included in the PPPs that are to be incorporated into the SA framework. It is important to note that some PPPs contain targets taken from the North-West Regional Spatial Strategy (RSS), and were published prior to the intention to revoke the RSS was known.

4.5 Local Policy

A range of local documents have been reviewed, many of which have been produced by Fylde BC and detail specific aims, objectives and actions for local issues under specific topics. All of these documents are in some way related to sustainable development in the Borough, whether it be for social, economic or environmental purposes. Consequently, the LDF, and to an extent the SA, should draw from these documents and transpose their aims in its policies and proposals. The LDF can therefore achieve synergies with other plans by helping to deliver their aims and objectives. These local plans have above all others been instrumental in the development of the SA framework and have been taken into account throughout this process. They should, in theory, have included the main influences of international, national, regional and county level plans through the trickle-down effect identified above, whilst highlighting issues of local concern.

Some of the key themes identified through the plans analysis include:

- The need to diversify the economic base and attract new investment
- Rural regeneration and the creation of strong links between urban and rural communities
- The need to improve access to leisure and sports facilities and to develop local culture and the arts
- Developing a diverse housing market which meets the needs of affordability, the elderly and specialist supported housing
- Tackling homelessness and reforming private sector housing
- Promoting safer communities through reducing crime and fear of crime
- Promoting healthier communities and social well-being
- Protecting and enhancing the built and natural environments
- Increasing access to learning for everyone
- Defining the image and identity of Fylde to set the direction for sustainable tourism in the future

The challenge for the Borough lies in attempting to meet these wide and varied objectives, whilst working within the framework provided by the international, national, regional and county level plans and policies referred to in previous sections. A key objective of sustainable development is to reconcile the apparent conflict between economic development, social justice and environmental quality. A commitment to creating high quality places, with elements of both the natural and built environment being used to contribute to an improved quality of life for the Borough's residents, is likely to pay wider dividends by making the area more attractive to investors and visitors in the long-term.

The SA process has a role to play in identifying the likely consequences of the LDF's policies and priorities. It will act as a decision aiding tool in order to establish the relative merits of policy priorities and hence will allow the most sustainable options to be taken forward. Recommendations can also be made for mitigation of any adverse consequences.

5 Baseline Information and Key Sustainability Issues

5.1 Introduction

Box 3 defines the SEA Directive requirements for this element of the process.

Box 3 SEA Directive Requirements

The SEA Directive requires that the SEA covers:

'relevant aspects of the current state of the environment and the likely evolution thereof without its implementation of the plan or programme' and, 'the environmental characteristics of the areas likely to be significantly affected' (Annex 1(b), (c))

'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' (Annex 1 (c))

Characterising the environmental and sustainability baseline, issues and context is an important activity in defining the framework for the SA. It involves the following elements:

- Characterising the current state of the environment of the Borough including social and economic aspects
- Using this information to identify existing problems and opportunities which could be considered in the LDF

5.2 Methodology

The environmental, social and economic baseline was characterised through the following methods:

- Review of relevant local, regional and national plans, strategies and programmes
- Data research based around a series of baseline indicators developed from the PAS's guidance, previous consultation recommendations from similar SAs and the data available for the Borough
- A workshop held with council officers in December 2005
- Responses received to the original scoping report

This also enabled the identification of sustainability issues and opportunities in the Borough.

A brief overview of the baseline trends is presented below, along with an identification of the key sustainability issues and opportunities relevant to each baseline category. A comprehensive baseline database, including national and regional comparators and data referencing is presented in Appendix B. In accordance with best practice guidance, gaps in or uncertainties with the available data have been noted.

The baseline indicators and summaries below have been divided into baseline topics for ease of presentation. Each of the baseline topics identified in the SEA Directive have been represented in some form. Note that some baseline indicators are contextual indicators and do not necessarily form part of the SA Framework identified in Section 6. The topics are:

- Biodiversity, flora and fauna

- Soil and land quality
- Cultural heritage
- Landscape
- Housing
- Transportation
- Economy

The SEA Directive also requires, 'material assets' to be considered within the SA/SEA. Material assets refer to the stock of valuable assets within a study area and can include valuable landscapes, natural and cultural heritage, housing stock, schools, hospitals and quality agricultural land as well as leisure facilities such as the Borough's world renowned golf courses. It is considered that material assets are appropriately covered in the following baseline sections, and consequently will not be repeated as a separate topic:

5.3 Environmental and Sustainability Issues and Opportunities

5.3.1 Population

- High proportion of elderly people. This has particular implications for housing, health and service provision.
- Declining numbers of children and young people also has implications for service provision for this age group.
- Recent population rise due to in-migration has implications for housing provision and prices.
- Whilst urban dwelling can be more sustainable, rural populations should be maintained in order for essential services such as primary schools to survive.

5.3.2 Education and Qualifications

- High levels of educational attainment and aspiration should be maintained.
- Gap between skills and aspiration and availability of skilled jobs can lead to loss of young local skilled professionals and high levels of commuter outflow.

5.3.3 Human Health

- Levels of health are comparable to national averages. Health improvements would benefit the economy and would enhance overall quality of life in the Borough.
- Reducing the proportion of residents with a long-term limiting illness would have economic benefits.
- There are opportunities to promote and facilitate healthy and active lifestyle choices, such as walking and cycling.

5.3.4 Water

- River water quality is generally moderate across the Borough and improvement measures should be encouraged.

- Inappropriate development should be directed away from areas at risk of flooding. Where there are no alternative sites available, development should not be placed at an unacceptable risk or increase risk elsewhere. New developments should be encouraged to use sustainable drainage systems (SuDS) to manage runoff and further reduce flood risk.
- The Borough partly overlies a strategic aquifer which requires protection.
- Bathing water quality could be improved to more consistently meet the guideline standards under the Bathing Water Directive. This has implications for tourism.
- Water efficiency measures should be encouraged within both new and existing developments.

5.3.5 Soil and Land Quality

- There is a need to maintain levels of re-use of brownfield land in preference to greenfield sites, although it is recognised that stocks of brownfield land in Fylde are limited. This should be considered on a site-by-site basis as many brownfield sites can be more bio-diverse than greenfield if left to re-colonise for long enough.

5.3.6 Air Quality

- No major air quality issues have been identified, although efforts should be made to reduce emissions further through current Local Authority controls and traffic reduction objectives.
- There may be opportunities to reduce car use by reducing travel distances between homes and places of work through appropriate siting policies.
- Expansion of Blackpool International Airport may have air quality implications for the wider surrounding area.

5.3.7 Climatic Factors and Energy

- The LDF should promote energy efficiency and a shift towards low-carbon forms of energy in order to reduce the carbon footprint of the Borough. It will be important to identify the major consumers of energy in order to drive reductions.
- Flooding and flooding potential are important issues that are illustrative of climate change and have severe effects for residents. Flooding as a constraint should be given serious consideration in the development of the LDF. The causes of localised flooding and the means to reduce it should also be given serious consideration.
- New developments should be encouraged to include sustainable design principles.
- There are opportunities for the development of renewable energy. This includes potential for on and offshore wind energy. Due consideration must be given to biodiversity, landscape and heritage resources when siting renewable energy infrastructure.
- Reducing levels of road transport and encouraging more sustainable modes of travel would succeed in reducing emissions.

5.3.8 Biodiversity, Flora and Fauna

- The high quality environment of the Borough requires protection. There may be potential threats from increased tourism, particularly along the coast.
- Sand extraction activities should continue to be monitored.

- Internationally designated sites must be afforded the highest level of protection.
- The LDF should make a positive contribution to achieving Biodiversity Action Plan (BAP) targets.
- There is an opportunity to promote green infrastructure networks across the Borough to improve habitat connectivity and help prevent fragmentation.

5.3.9 Cultural Heritage

- The distinctive cultural heritage resource of the Borough requires protection. Risks to heritage can be reduced by good land management, and by informed planning policies that take full account of the importance of historic sites.
- In addition to preserving statutory sites it is important to ensure that the wider historic landscape is protected and that non –designated heritage and archaeological resources are considered.
- There are opportunities for enhancing the tourism potential of the heritage resource.

5.3.10 Landscape

- The Borough has a distinctive landscape which is closely linked to the environmental designations along the coast, the area’s historical development and to the agricultural practices that are undertaken further inland. The landscape is a characteristic of the Borough and it is important that it is preserved and enhanced for marketing the area’s image as a place to live and visit and for contributing to the quality of life of its residents.
- 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.

5.3.11 Minerals and Waste

- Fylde contains two major strategic landfill sites. The transport and environmental implications of these must be managed carefully.
- Potential environmental issues associated with sand extraction at St. Anne’s are monitored regularly.
- Fylde appears to be performing well in terms of recycling and composting. Opportunities should be sought to further enhance performance.
- Sustainable sourcing and waste management principles should be promoted for all new developments.

5.3.12 Transportation

- There is a high level of car dependency, which is partly due to the geography of Borough. Car ownership levels are high and a low proportion of commuters use public transport. This has implications for air quality, congestion and climate change. Measures to encourage modal shift away from the private car, including walking and cycling, should be promoted.
- Congestion at the M55 / M6 junction is related to commuting and tourist traffic.
- New roads are proposed to improve access to the M55 from both the north and south. Any new road construction proposals must be fully assessed for potential sustainability impacts.

- There is a need to improve the quality, frequency and connectivity of rail services, especially on the South Fylde line.
- There is relatively poor public transport provision in rural areas. Attempts of rural partnerships to improve rural bus services have been largely unsuccessful. There is an opportunity to maintain the proportion of new dwellings being built with access to bus stops.
- It will be important to ensure that new employment sites can be easily accessed by sustainable modes of transport.
- Blackpool International Airport is a major development growth area and should be supported, whilst ensuring that associated environmental impacts are fully considered.
- The use of Information and Communications Technology (ICT) should be promoted to increase the competitiveness of local businesses and to help facilitate a reduction in the need to travel.

5.3.13 Economy

- There is a need to diversify the employment base to ensure long-term protection of employment and economic strength and to reduce dependence on a small number of major employers.
- The Borough should seek to provide more highly skilled jobs to attract and retain the higher skilled resident population and retain students.
- Opportunities should be taken to market the Borough's image as a place to set up new businesses.
- Employment in farming is under threat.
- Levels of out-commuting are high and Fylde is a net exporter of employees.
- Opportunities should be taken to develop the tourism industry by capitalising on existing assets, although this must be sustainable and avoid adverse environmental impacts.

5.3.14 Deprivation

- Crime rates are low, although areas such as fear of crime, anti-social behaviour and drug and alcohol related crime are still problems, particularly in urban areas. Low crime levels should be maintained.
- Deprivation as a whole is low, although there are pockets in particular wards, most notably the more central urban wards that require attention. The wards of Ashton, Central and Kilnhouse in St. Anne's have Lower Level Super Output Areas (LSOAs) in the bottom 30% nationally for certain measures of deprivation.
- There is a need to improve access to basic services and amenities in rural areas.
- There may be scope in the future to more actively involve local communities in decision making, which in the long-term could help to contribute towards more sustainable communities.

5.3.15 Housing

- There is a high demand for housing, related to an increase in population and in-migration.
- Despite the recent slowdown, average house prices are high leading to affordability problems, particularly for local employees in lower income jobs.

- There is a need for more affordable family housing, particularly in Lytham and St Anne's, although a potential conflict with brownfield development targets is recognised.
- There is also a need for more social housing.
- The proportion of vacant dwellings in Fylde is lower than the regional average, but greater than the average for England.
- New housing should be developed within easy access of public transport and basic goods, services, amenities and greenspace.
- The promotion of sustainable design principles in the development of new housing should be encouraged. This could include standards to be achieved against the Code for Sustainable Homes.

5.4 Transboundary Issues

For many authorities, the geographical scale of particular baseline issues means that they relate closely to neighbouring authorities. For example, housing provision and prices, employment migration and commuting, service provision and education can all result in flows of people across Local Authority boundaries and infrastructure providers do not recognise Local Authority boundaries. In order to help to characterise the baseline further, some of these key 'transboundary' issues have been described below:

- The most significant transboundary issue concerns the proposed M55 Hub development, which is supported by Blackpool BC in its Core Strategy. This would consist of up to 5,000 new homes with additional infrastructure and service provision, located close to junction 4 of the M55 on the Blackpool / Fylde boundary. It is a key strategic development for Blackpool and is proposed to meet a range of housing, regeneration and economic development needs. However, the full extent of the proposal is dependent upon planning policies within the Fylde LDF. The Fylde LDF will need to consider the potential benefits and costs to Fylde itself, as well as to the sub-region, of the M55 Hub project. Fylde BC has given no indication of whether the M55 Hub will be considered as an option at the Core Strategy options stage.
- Blackpool is the sub-regional centre for the wider Fylde Coast, but at present is not fulfilling its potential in this role. Regeneration initiatives in Blackpool are designed to address a range of social, economic and environmental issues. There are relationships between Fylde and Blackpool, in terms of the sub regional housing market area, employment and tourism. For example, Fylde and Blackpool jointly benefit from holiday-makers visiting the adjoining resort.
- Blackpool International Airport, which is located in Fylde Borough, is a key economic resource for the whole of the Fylde sub-region and extends its influence across Lancashire and Cumbria. Recent expansion at the airport has succeeded in raising passenger numbers but the extent to which this growth can be sustained requires further time to assess, especially given the current economic climate. The loss of a key airline reduced passenger numbers in 2009. Further expansion is strongly opposed by local residents' groups and would potentially give rise to a range of sustainability issues including loss of open space; an increase in vehicle traffic and the need for parking, noise and air pollution. However, optimising the benefits of the airport is important for economic growth.
- It will be important for the Fylde LDF to consider development within other authorities in the sub-region and its impact on infrastructure. Co-operative working with sub-regional partners will be essential to overcome any constraints, particularly in light of the intention to revoke the North-West RSS as a guiding document.

- The Bourne Hill employment site development at Thornton-Cleveleys in Wyre is a major project serving the Fylde sub-region. This is likely to have employment implications for Blackpool and Fylde.
- HGV traffic accessing the port of Fleetwood and employment sites in Blackpool is considered to be an issue in rural areas of Wyre and Fylde.
- Waste disposal is an issue for the whole of the Fylde area with Wyre and Fylde containing the main landfill sites serving a wide catchment including Blackpool, South Ribble and Preston.

6 The SA Framework

6.1 Introduction

The SA Framework underpins the assessment methodology and comprises a series of Sustainability Objectives (covering social, economic and environmental issues) that are used to test the performance of the plan being assessed. Whilst the SEA Directive does not require the use of Sustainability Objectives, they are a recognised tool for undertaking the assessment and are aspirations/goals that an authority/organisation should work towards achieving.

The Sustainability Objectives are separate from the DPD Objectives, although there may be some overlaps between them. To help measure the performance of the LDF's options and policies against the Sustainability Objectives, a series of indicators were developed, supported by relevant targets where available. Baseline data has been collated to support each of the indicators, as this provides a means of determining current performance across the Borough and gauging the level of intervention needed. The following section provides further details about the development of the SA Framework.

6.2 Development of Objectives, Guide Questions, Indicators and Targets

The Sustainability Objectives were developed using the review of other relevant plans, programmes and environmental objectives, the baseline data and the key issues and opportunities, as described in Sections 4 and 5. Additional input was received during the scoping workshop held with council officers in December 2005 and has been included where still relevant.

Each Sustainability Objective is accompanied by a number of guide questions which expand the level of detail and identify particular themes within the overarching objective topic.

Table 6-1 presents the proposed objectives, guide questions, indicators and targets that will be used in the assessment of DPDs and their options. Where possible, the indicators selected link to those used to describe the baseline conditions across the Borough, as an understanding of the existing conditions is needed to inform the assessment. Each of the Sustainability Objectives is supported by a series of sub-objectives to add further clarity and to assist the assessment process.

The targets included in Table 6-1 will need to be reviewed throughout the SA process to take account of changes to the policy framework or baseline conditions. Where possible, existing monitoring arrangements will be used to assess the success of DPDs within the LDF in meeting the Sustainability Objectives. Indicators and targets used in the Fylde AMR are used, but supplemented and updated where necessary with other monitoring indicators deemed appropriate.

Table 6-1 Sustainability Objectives, Indicators and Targets

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
1. Reduce crime, disorder and fear of crime			
<i>Reduce levels of crime</i>	Crime levels per 1,000 population	Reduce incidence of all crime on 2008 levels by 2013	Community Safety Plan
<i>Reduce the fear of crime</i>	Percentage of males/females feeling 'fairly' or 'very' unsafe' about after dark	Achieve 70% of residents feeling safe when out at night by 2013	Corporate Plan
<i>Reduce levels of anti-social behaviour</i>	Reports of juvenile nuisance	Reduce the perception of anti social behaviour as a problem to below 11.3% by 2013	
<i>Reduce alcohol and drug misuse</i>	Number and distribution of wards with LSOAs in the bottom 30% nationally for crime deprivation	No specific targets developed for reducing fear of crime, although overall target should be to reduce fear of crime.	
<i>Encourage security by design</i>	Alcohol seizures from underage youths in public places	Reduced complaints of juvenile nuisance and associated antisocial behaviour and low level crime	
	Number of people accessing drug treatment	Contribute to national targets for a reduction in the number of people killed or seriously injured in road accidents	
		A reduction of 10% in criminal damage, from the baseline set in 2003/04	
2. Improve levels of educational attainment and encourage lifelong learning			
<i>Increase levels of participation and attainment in education for all members of society.</i>	Location and number of educational establishments	To improve GCSE level performance above current levels	Regional Economic Strategy
<i>Improve the provision of education and training facilities.</i>	Percentage of 15 year old pupils in local authority schools achieving 5 or more GCSEs at Grades A* - C or equivalent	Increase working age people qualified to NVQ level 4 to 32% by 2013	Corporate Plan
<i>Improve access to and involvement in lifelong learning opportunities.</i>	Number and distribution of wards with LSOAs in the bottom 30% nationally for education, skills and training deprivation		
	Percentage of people aged 16-74 achieving National Vocational Qualification (NVQ) level 4/5		
	Percentage of people aged 16-74 with no qualifications		

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
3. Improve physical and mental health for all and reduce health inequalities			
<i>Reduce health inequalities amongst different groups in the community</i>	Number and distribution of wards with LSOAs in the bottom 30% nationally for health deprivation and disability	Reduce number of wards with LSOAs in bottom 30% for health and disability deprivation	Audit Commission
<i>Improve access to health and social care services</i>	Percentage of people who consider themselves to be in good health	To increase resident population with good health year on year by 1%	North West Plan for Sport and Physical Activity
<i>Promote healthy lifestyles</i>	Percentage of working-age population with a long-term limiting illness	To increase life expectancy year on year	Corporate Plan
<i>Encourage the development of strong and cohesive communities</i>	Life expectancy at birth		
	Standardised mortality ratios		
	% of patients able to be offered a routine appointment to see a general Practitioner (GP) within 2 working days		
	Percentage of people participating in regular sports or exercise		
	Conceptions per 1,000 women aged 15 – 17		
4. Ensure that housing provision meets all needs			
<i>Ensure that there is sufficient housing to meet identified needs in all areas</i>	Dwelling stock by type and tenure	Maintain a 5-year supply of land for housing development	Fylde Housing Needs and Demand Study
	Average house prices		
<i>Ensure that housing meets acceptable standards</i>	Affordability ratio	Deliver 667 new housing units per annum	Fylde Annual Monitoring Report
	Affordable housing completions	Provide more than 175 affordable dwellings by 2013	
<i>Increase the availability of affordable housing</i>	Percentage of unfit dwellings	Decrease the number of unfit dwellings	Corporate Plan
	Percentage of vacant dwellings		
	Number and location of wards with LSOAs in the bottom 30% nationally for Living Environment Deprivation		
	Number of households presented as homeless		

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
5. Protect and enhance community spirit and cohesion			
<i>Develop opportunities for community involvement</i> <i>Improve relations between all social groups</i>	Percentage of residents who think that for their local area, over the past three years, that community activities have got better or stayed the same.	There are no particular targets for this Objective. It may be appropriate to set a target for the satisfaction of local people and stakeholders with their ability to influence decision-making.	
6. Improve sustainable access to basic goods, services and amenities for all groups			
<i>Ensure that public transport services meet people's needs</i> <i>Ensure that highways infrastructure meets people's needs (including walking and cycling routes)</i> <i>Promote the use of sustainable travel modes and reduce dependence on the private car</i> <i>Improve access to cultural and recreational facilities</i> <i>Maintain and improve access to essential services and facilities, including in rural areas</i> <i>Improve access to open space</i> <i>Improve access to good quality rights of way network</i>	Journey to work by mode Public transport usage % of the population that are within 20 minutes travel time (urban - walking; rural - driving) of a range of 3 different sports facility types, at least one of which has achieved a quality mark. Proportion of rural households at set distances from key services Proportion of rural households with access to regular rural bus service % of residents satisfied with cultural facilities (e.g. cinemas, museums) and sport / leisure facilities Percentage of population within 1km of key services Percentage of new dwellings built within 400m of a bus stop or 800m of a railway station Number and distribution of wards with LSOAs in the bottom 30% nationally for barriers to housing and services deprivation Length of Public Rights of Way	Increasing the percentage of areas in Lancashire that are within 15 to 30 minutes by public transport of at least four key services Increased use of leisure and cultural facilities. An increase in capacity/quality and availability of pitch provision to meet an additional 0.74 hectares per 1,000 population	Ambition Lancashire Open Space, Sport and Recreation Study
7. Encourage sustainable economic growth and business development			
<i>Diversify the employment opportunities</i> <i>Increase employment opportunities</i>	Location of key industries and major employers Economic activity rate	Increase in GVA Increase new business registrations by 1.8% on 2008	Northern Way Corporate Plan

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
<i>Encourage economic growth</i>	Employment by sector and broad socio-economic group	levels by 2013	
<i>Encourage new business formation</i>	Availability of employment land	Achieve 95% satisfaction with Fylde as a place to visit by 2013	
<i>Improve access to employment land</i>	% of residents who think that for their local area over the past three years that job prospects have got better or stayed the same		
<i>Encourage sustainable tourism</i>	Number of Value-Added Tax (VAT) registrations		
<i>Encourage sustainable farm diversification</i>	Gross Value Added (GVA) per capita for key sectors		
	Visitor numbers and tourist revenue data		
	Number of farm businesses assisted through diversification support		
	Number of organic farms registered		
8. Promote economic inclusion			
<i>Reduce levels of unemployment in areas most at need</i>	Percentage of working age population claiming job-seekers' allowance	Reduce the 2008 level of working age people claiming out of work benefits to 8.5% by 2013	Corporate Plan
<i>Improve accessibility to employment opportunities for those most at need</i>	Economic activity rate		
	Number of wards with LSOAs in bottom 30% nationally for income deprivation		
	Number of wards with LSOAs in bottom 30% nationally for employment deprivation		
9. Deliver urban renaissance			
<i>Improve the vitality and vibrancy of town centres</i>	Peak Zone A rental data £/m2 (Zone A rental is a measure of town centre vitality and viability)	Quality of place ambitions to be set within the LDF	World Class Places
<i>Improve access within urban areas by sustainable means</i>	Contextual indicators	Reduce proportion of unclean streets to <6% when sampled by 2013	Corporate Plan
	Results of townscape assessments	Achieve >75% satisfaction with shopping facilities	Fylde Coast Retail Study
<i>Promote adjacency of employment, recreation and residential areas in urban areas</i>	Number, location, size and character of Conservation Areas.	Improvement required to retail offer within St. Anne's	
<i>Support the preservation and / or</i>			

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
<i>development of a high quality built environment</i>			
<i>Protect and enhance townscape character and quality</i>			
<i>Promote the development of multi-functional green infrastructure in urban areas</i>			
<i>Enhance the reputation of urban areas as places to live, work and visit</i>			
10. Protect and enhance biodiversity and geodiversity			
<i>Protect and enhance designated sites of nature and geological conservation importance</i>	Number of designated sites and area.	Achievement of favourable conservation status for all European-designated sites	EU Habitats and Wild Birds Directives
	Condition of Sites of Special Scientific Interest (SSSIs)		
<i>Protect and enhance wildlife especially rare and endangered species</i>	Number of designated sites in land management schemes	Fylde BC-managed SSSIs to be in 'Favourable' or 'Unfavourable - recovering' status	Biodiversity Duty
	All BAP species	Reverse decline in farmland birds	Biodiversity Strategy for England
<i>Protect and enhance habitats and wildlife corridors</i>	All BAP habitats	Meet Accessible Natural Greenspace Standards	Natural England
	Broad-leaved and mixed woodland	No net loss of designated sites	Lancashire Environment Strategy
<i>Provide opportunities for people to access wildlife and open green spaces</i>	Area and connectivity of wildlife corridors	Contribute positively towards the achievement of BAP targets	Lancashire BAP
	Access to green space		Keep Britain Tidy
	Number of 'Green Flag' awards		
11. Protect and enhance landscape and townscape character and quality, and protect tranquillity			
<i>Protect and enhance character and quality</i>	Contextual information based upon landscape and townscape character assessments	Increase the area of woodland by 10% by 2010	Lancashire Environment Strategy
<i>Minimise noise pollution</i>			
<i>Minimise light pollution</i>			
<i>Promote sensitive design in development</i>			
12. Protect and enhance the cultural heritage resource			
<i>Protect and enhance historic buildings and</i>	Number, distribution and quality of Scheduled Ancient Monuments (SAMs), Listed buildings, Conservation	No net loss of heritage assets, networks or settings by	Ambition Lancashire

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
<i>archaeological sites</i> <i>Protect and enhance historic landscape/townscape value</i>	Areas and Registered Parks and Gardens Percentage of Listed buildings on English Heritage 'at risk' register Historic landscape characterisation Contextual information based on landscape and townscape assessments	2016 No Grade I or II* buildings to be lost	Lancashire Environment Strategy
13. Protect and enhance the quality of water features and resources, and reduce the risk of flooding			
<i>Encourage sustainable use of water resources</i>	Chemical and ecological quality of the Borough's rivers and groundwater bodies	Achievement of Good Current Ecological and Chemical Quality for all surface waters by 2015	EU Water Framework Directive
<i>Protect and enhance ground and surface water quality</i>	Compliance with Bathing Water Directive Areas at risk of flooding	Achievement of Good Quantitative and Chemical status of all groundwaters by 2015	Water Strategy for England
<i>Protect and enhance coastal water quality</i> <i>Reduce and manage flooding</i>	Number of planning applications permitted contrary to EA advice on flooding	Water consumption to reduce to 130l per person per day by 2030 To achieve compliance with Bathing Directive Guideline Standard at all monitoring points	EU Bathing Water Directive
<i>Encourage the inclusion of flood mitigation measures, such as Sustainable Drainage Systems (SuDS)</i>			
14. Limit and adapt to the impacts of climate change			
<i>Reduce greenhouse gas emissions</i>	Total CO ₂ emissions per year	Promotion of domestic energy efficiency and micro-generation	UK Low Carbon Transition Plan
<i>Reduce the demand for energy and increase energy efficiency</i>	Annual average gas and electricity consumption in the domestic and commercial / industrial sectors	No planning applications permitted contrary to EA advice on flooding	Lancashire Environment Strategy
<i>Increase the use of renewable energy</i>	Percentage of energy from renewable sources	Reduce per capita CO ₂ emissions to below 2005 baseline by 2013	Corporate Plan
<i>Reduce CO₂ emissions from the transport sector</i>	Number and location of applications for renewable energy developments Journey to work by mode Public transport usage	Cut domestic CO ₂ levels by 20% below 1990 levels by 2010 A 10% improvement in energy efficiency in the business sector by 2010 based on 2000 levels 10% of Lancashire's energy use to come from renewable energy sources by 2010	

Sustainability Objective and Guide Questions	Indicators	Targets (time constrained where indicated)	Source
15. Protect and improve air quality			
<i>Protect and improve local air quality</i>	Number of Air Quality Management Areas (AQMAs)	Achievement of national Air Quality Standards	Air Quality Strategy for England
	Results of local air quality monitoring	No increase in the number of AQMAs	
16. Ensure the sustainable use of natural resources			
<i>Reduce the demand for raw materials</i>	Quantity of secondary and recycled materials used in construction	70% of new housing to be developed on brownfield land (National target of 60% in PPS3)	Ambition Lancashire
<i>Promote the use of recycled and secondary materials in construction</i>	Sales of secondary and recycled aggregates and totals of these aggregates as a percentage of all aggregates	Zero growth in the generation of waste streams	Regional Waste Strategy
<i>Reduce the amount of derelict and vacant land</i>	Percentage of land stock derelict, vacant and contaminated	Recycle 55% of all commercial and industrial wastes by 2020	Lancashire Municipal Waste Strategy
<i>Ensure that contaminated land will be guarded against</i>	Percentage of new homes built on brownfield sites	Recycle and compost 56% of all waste by 2015, increasing to 61% by 2020	Lancashire Environment Strategy
<i>Encourage development of brownfield land where appropriate</i>	Amount of household waste collected per head	Recover 81% of all waste by 2015 and 88% by 2020	Corporate Plan
<i>Maintain and enhance soil quality</i>	Percentage of household waste recycled and composted		
<i>Increase the proportion of waste recycling and re-use</i>	Percentage of household waste landfilled		
<i>Reduce the production of waste</i>			
<i>Reduce the proportion of waste landfilled</i>			

6.3 Internal Consistency of Objectives

After finalising the Sustainability Objectives, they were tested against each other to identify any potential areas of incompatibility. The results are presented in the compatibility matrix in Appendix C.

Incompatibilities essentially occur from a conflict between the promotion of new development, particularly by Objectives 4 (Housing) and 6 (Economic Development), and those related to protection of the environment (Objectives 9-15). Unsustainable development has the potential to adversely affect aspects of the environment by increasing the intensity of resource and energy consumption, affecting scenic, tranquil, biodiverse or historically-significant sites and creating emissions to air, land and water. Additionally, new construction may inhibit attempts across the Borough to limit carbon emissions from a range of sectors.

Incompatibility between Sustainability Objectives does not require that they are re-written. Rather, the conflicts arising during the assessment of particular policies within the LDF can be avoided through the design and implementation of mitigation measures. For example, potential conflicts between the need for new housing and impacts on flood risk can be avoided by requiring that high flood risk zones are avoided, that EA advice is sought where appropriate and that SuDS are incorporated into surface water management.

6.4 The Appraisal Process

6.4.1 Assessment of Alternatives

It is a requirement of the SEA Directive that alternatives are assessed and, therefore a series of DPD Options will be assessed using the SA Framework. The purpose of the assessment will be to determine the sustainability strengths and weaknesses of each option such that this information can be used by the plan-makers to inform their decision to select the preferred spatial option for each DPD. It is proposed that a matrix will be used for this assessment that enables the options to be easily compared.

6.4.2 Assessment of Development Plan Documents

As options emerge for each DPD, they will be subject to SA. The SA report will go out for consultation as part of the Regulation 25 (Preparation) consultation stage. This will enable consultees to compare the relative sustainability options/policies and to see suggestions for mitigation which have come out of the SA process. If there are any further significant changes following consultation, the SA will be put out again as part of Regulation 25 (Preparation) consultation stage. The final SA will be published as part of the Regulation 27 (Publication) stage.

The intention will be to ensure that the process is iterative with regular feedback occurring between the plan-makers and the SA team as options are developed.

In line with the SEA Directive requirements, the following dimensions will be covered in the assessment. This will enable significant effects to be identified:

- Impact – whether the impact will be positive, negative or neutral when assessed against the Sustainability Objectives.
- Temporal scale – whether the impact will occur in the short-term (within 5 years), the medium term (5 – 10 years) or the long-term (10 years +).

- Spatial scale – where the impacts will occur within the Borough. Any transboundary effects outside of the study area would also be considered.
- Permanency – whether effects will be permanent or temporary.
- Level of uncertainty – the level of uncertainty in the prediction will be classified as low, medium or high.
- Cumulative and synergistic effects

Where negative impacts are identified, measures will be proposed to offset, avoid or otherwise mitigate for the impact. In addition, measures which may further enhance benefits will also be identified as appropriate.

7 The Content of the SA Report

The SEA Directive¹ and the latest SA guidance from PAS⁴ set out the minimum requirements for the content of the SA Report, which should document the entire SA process.

The requirements of the SEA Directive are presented in Box 4.

Box 4 Requirements of the SEA Directive for contents of the SA Report

- *An outline of the contents and main objectives of the plan or programme, and of its relationship with other relevant plans and programmes.*
- *The relevant aspects of the current state of the environment and likely evolution thereof without implementation of the plan or programme.*
- *The environmental characteristics of areas likely to be significantly affected.*
- *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 Council Directive 79/409/EEC on the conservation of wild birds and Habitats Directive.*
- *The environmental protection objectives, established at international, Community of 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.*
- *The likely significant effects on the environment, including short, medium and long-term effects, permanent and temporary effects, positive and negative effects, and secondary, cumulative and synergistic effects, on issues such as – biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage, including architectural and archaeological heritage, landscape and the inter-relationship between these issues.*
- *The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme.*
- *An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties encountered in compiling the required information.*
- *A description of the measures envisaged concerning monitoring.*
- *A non-technical summary of the information provided in the Environmental Report, as described above.*

The proposed structure of the SA Reports to be prepared for each DPD is provided in Table 7-1. This should be considered as indicative only and is likely to be tailored to meet the requirements of the specific DPD being assessed.

Table 7-1 Indicative table of contents for 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 background to the SA and the DPD being assessed, and will include the purpose and structure of the SA Report.
2: The SA Process	<p>Outlines the key elements of the SA process and the adopted approach to the assessment.</p> <p>Provide a summary of the SA process undertaken to date, including details of how to comment upon the SA Report.</p>
3: Assessment Methodology	<p>Outline the scope of the assessment and present the SA Framework.</p> <p>Further details of the assessment methodology presented in Appendix C.</p>

Section of SA Report	Outline Content
4: Review of Relevant Plans, Programmes and Environmental Protection Objectives	Sets the context for the DPD within the hierarchy of international, national, regional, and local sustainability objectives. Identifies key plans, programmes and environmental protection objectives to which the DPD and the SA process should have regard. Full review presented in Appendix A.
5: Sustainability Baseline Issues and Context	Characterises the environmental and sustainability baseline for Fylde as a whole. Also highlights key sustainability issues. Full baseline review presented in Appendix B.
6: Options Development and Appraisal	Outlines the development of alternatives that were considered and assessed as part of the development of the DPD.
7: Assessment of the DPD	Presents the assessment of the individual elements of the DPD against the SA Objectives. Completed matrices to accompany the assessment presented in Appendices E, F and G. Mitigation measures will be proposed where relevant, to avoid, reduce or offset any adverse effects.
8: Monitoring Framework	Provides an outline of the proposed framework to monitor the significant environmental effects of the DPD.
9: Next Steps	Provides a brief summary of the next steps to the SA process.
Appendix A:	Analysis of relevant Plans, Programmes and Environmental Protection Objectives and their relationship/conflicts with the DPD and the SA.
Appendix B:	Presentation of baseline data.
Appendix C:	Presents the assessment methodology and explains how the SA Framework was developed. Presents the SA Framework (objectives, indicators and targets).
Appendix D:	Summary of Options Assessment Results (if appropriate).
Appendix E:	SA Objective Compatibility.
Appendix F:	Compatibility of Sustainability Objectives and the DPD's Objectives.
Appendix G:	Matrices for the Assessment of the DPD's Policies.