

BLACKPOOL LOCAL PLAN 2012 – 2027

PART 2: SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES

SUSTAINABILITY APPRAISAL REPORT

Strategic Environmental Assessment and
Sustainability Appraisal

APRIL 2021



CONTACTS

CATHERINE WRIGHT
Senior Environmental Consultant

E: catherine.wright@arcadis.com

Arcadis.
1st Floor
2 Glass Wharf
Bristol
BS2 0EL

Version control

Version	Date	Author	Checked	Approved	Draft
V1	August 2019	JE	DH	DH & CW	1
V2	November 2020	JE	ST	JH & ST	2
V3	April 2021	CW	ST	ST	3

This report dated 06 May 2021 has been prepared for Blackpool Borough Council (the “Client”) in accordance with the terms and conditions of appointment dated 07 January 2019 (the “Appointment”) between the Client and Arcadis Consulting UK. (“Arcadis”) for the purposes specified in the Appointment. For avoidance of doubt, no other person(s) may use or rely upon this report or its contents, and Arcadis accepts no responsibility for any such use or reliance thereon by any other third party.

Contents

Non-Technical Summary	i
Introduction and Background.....	i
What is a Sustainability Appraisal?	i
Scope of the Appraisal	i
Appraisal results	iii
Cumulative effects	iv
Mitigation	vi
Monitoring.....	vii
1. Introduction	1
1.1 Purpose of this Report	1
1.2 Integrated SA and SEA.....	1
1.3 Habitats Regulations Assessment	1
1.4 Blackpool Context and Location.....	2
1.5 The Local Plan 2012 - 2027	6
1.6 Structure of the Plan Part 2.....	6
1.7 Contents of this document	7
2. Stages in an SA Process	8
2.1 Stage A: Context, Objectives, Baseline and Scope	8
2.2 Stage B: Developing and Defining Options.....	9
2.3 Stage C: Prepare Sustainability Appraisal Report	9
2.4 Stage D: Consultation on Sustainability Appraisal Report	10
2.5 Stage E: Reporting and Monitoring	10
2.6 SA Process So Far for the Plan Part 2	10
3. SA of the Local Plan Part 1: Core Strategy	13
3.1 Context	13
3.2 Appraisal of the Spatial Vision	13
3.3 Appraisal of Goals and Strategic Objectives.....	14
3.4 Appraisal of the Core Policies	15
3.5 Appraisal of Core Strategy Cumulative Effects.....	17
4. Stage A – Context, Objectives, Baseline and Scope	20
4.1 Context	20
4.2 Spatial Scope	20
4.3 Temporal Scope	20
4.4 Technical Scope.....	20
4.5 Stage A.1: Plans, Programmes and Sustainability Objectives	20
4.6 Stage A.2: Baseline information.....	21
4.7 Stage A.3: Key Sustainability Issues	21
4.8 Stage A.4: SA Framework.....	21

5.	Stage B – Developing, Refining and Appraising Options	27
5.1	Overview	27
5.2	B2: Developing and Refining Options	27
5.3	Predicting and evaluating effects	30
5.4	Developing, Refining and Appraising Development Management Policies	32
5.5	Developing, Refining, and Appraising Site Allocations	37
5.6	Recommendations	41
6.	Stage B - Cumulative and Synergistic Effects	42
6.1	Context	42
6.2	Cumulative and synergistic effects of the Plan Part 2	42
6.3	Cumulative effects with other plans and projects.....	47
7.	Stage D - Consultation on Sustainability Appraisal Report.....	50
7.1	Publication Consultation (Regulation 19).....	50
8.	Stage E - Monitoring.....	52
8.1	Proposed Monitoring Framework.....	52
9.	Next Steps.....	58
9.1	Stage E.....	58

Appendix A Review of Plans, Programmes and Environmental Objectives

Appendix B Baseline and Key Issues

Appendix C Policies Appraisals

Appendix D Sites Appraisals

Abbreviations

AA	Appropriate Assessment
AAP	Area Action Plan
AMR	Annual Monitoring Report
AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BBC	Blackpool Borough Council
BHS	Biological Heritage Site
CO₂	Carbon Dioxide
cSAC	Candidate Special Area of Conservation
DEFRA	Department for Environment Food and Rural Affairs
DCLG	Department of Communities and Local Government
dpa	Dwellings per annum
DPD	Development Plan Document
dph	Dwellings per hectare
EA	Environment Agency
EEFM	East of England Forecasting Model
ELNA	Economic Land Need Assessment
ELSA	Economic Land Supply Assessment
EZ	Enterprise Zone
FEA	Functional Economic Area
FZ	Flood Zone
GP	General Practitioner
HRA	Habitats Regulations Assessment
IMD	Index of Multiple Deprivation
LDS	Local Development Scheme
LPA	Local Planning Authority
LWS	Local Wildlife Site
LSOA	Lower Super Output Area
MHCLG	Ministry of Housing, Communities and Local Government
MW	Megawatts
NE	Natural England
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance
NTS	Non-Technical Summary
OAN	Objectively Assessed Need
pSPA	Potential Special Protection Area
RAMS	Recreational Disturbance Avoidance and Mitigation Strategy
RIGS	Regionally Important Geological/Geomorphological Site
RSPB	Royal Society for the Protection of Birds
SA	Sustainability Appraisal
SANGs	Suitable Alternative Natural Greenspaces
SAC	Special Area of Conservation
SCI	Sites of Community Importance
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SNCV	Site of Nature Conservation Value
SPA	Special Protection Area
SPZ	Source Protection Zone
SSSI	Site of Special Scientific Interest
SuDS	Sustainable (urban) Drainage System

Non-Technical Summary

Introduction and Background

- i. Blackpool Borough Council ('the Council') is preparing the Blackpool Local Plan 2012 – 2027. The first part, the Local Plan Part 1 Core Strategy, was adopted in January 2016. The Council is now in the process of preparing the second part; the Local Plan Part 2 Site Allocations and Development Management Policies document (the Plan Part 2).
- ii. This Report has been prepared by Arcadis Consulting (UK) Ltd. ('Arcadis') on behalf of the Council as part of a combined Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA).

What is a Sustainability Appraisal?

- iii. SA is a process for assessing the social, economic and environmental impacts of a plan and it aims to ensure that sustainable development is at the heart of the plan-making process. It is a legal requirement under planning law¹. The law states that SA must also comply with the requirements of SEA, which is required under EU law by the SEA Directive² and transposed into British law by the SEA Regulations³. The purpose of this report is to provide an SA of the Local Plan Part 2 on behalf of Blackpool Borough Council.
- iv. Good practice guidance proposes a number of prescribed stages in the SA process, each of which links with stages of the plan-making process. It is important that the SA feeds into the plan-making process to assist the Council with their decision-making on how best to prepare the Plan, who will also be considering other evidence documents alongside the SA. This involves the ongoing appraisal of the Plan and making recommendations to help steer its direction to avoid potentially adverse consequences on the environment. This is particularly important when considering alternative strategy options. Consultation with statutory bodies (Natural England, Historic England and Environment Agency) and members of the public is also required at key stages.

Scope of the Appraisal

- v. The first stage of SA is Scoping, which:
 1. Reviews other relevant programmes, plans and strategies that have an influence on sustainability and planning in Blackpool;
 2. Details the characteristics of the current environmental baseline in Blackpool;
 3. Identifies key sustainability issues in the Borough; and
 4. Sets out a Sustainability Appraisal Framework for assessing policy options and the overall effect of the plan (Task A4).
- vi. The Scoping Report for this SA was prepared and consulted on between January and March 2017 with, as a minimum, the three statutory consultees of Natural England, the Environment Agency and Historic England. The Scoping Report was finalised in light of responses received during the consultation window and is available online⁴.

1. Policy context

- vii. A comprehensive review of other plans and programmes at a national, regional, county and local level was undertaken. The contents, objectives and relationships of these plans and programmes to the Plan was also reviewed to ensure these are taken into account during the SA Process. An example of a relevant plan/programme includes the National Planning Policy

¹ SA is required by Section 19 of the Planning and Compulsory Purchase Act 2004 <http://www.legislation.gov.uk/ukpga/2004/5/section/19>. It also incorporates the requirements of European Directive 2001/42/EC

² Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (SEA Directive)

³ The Environmental Assessment of Plans and Programmes Regulations 2004

⁴ <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/FINAL-SA-Scoping-Blackpool-LP-Part-2-FINAL-27-03-17.pdf>

Framework. The full list of the identified plans and programmes, and their relevance to SA, is provided in Appendix A of this report as well as in the SA Scoping Report.

2. Characteristics of Blackpool and key sustainability issues and opportunities

- viii. Among the important decisions considered during the Scoping Report was the baseline data, quantity of data and how should it be used in order to carry out SA. Data related to the existing economic, social and environmental characteristics of Blackpool was compiled within the Scoping Report, in order to provide the evidence base from which sustainability issues and opportunities could be identified.
- ix. The key sustainability issues and opportunities that were subsequently identified related to the themes of: Population; Education and Qualifications; Human Health; Water; Soil and Land Quality; Air Quality; Climatic Factors and Energy; Biodiversity; Flora and Fauna; Cultural Heritage; Landscape; Minerals and Waste; Transportation; Economy; Deprivation; and Housing.
- x. The baseline data and key sustainability issues are presented in the SA Scoping Report⁵.

3. The SA Framework

- xi. The SA Framework comprises 22 SA Objectives that have been derived from the policy context, baseline data and key sustainability issues and opportunities. Each proposal in the Plan Part 2 is assessed for its likely impacts on each SA Objective, which is largely achieved by using the Guide Questions listed in the SA Framework for each SA Objective. In this way each proposal in the Plan is assessed for its likely effects on key sustainability issues in Blackpool and the extent to which they contribute towards sustainable development. The SA Framework, which is presented in its entirety in the main body of this report, as well as within the February 2018 Scoping Report, includes the following 22 SA Objectives:
 - 1. To reduce crime, disorder and fear of crime;
 - 2. To improve levels of educational attainment for all age groups and all sectors of society;
 - 3. To improve physical and mental health for all and reduce health inequalities;
 - 4. To ensure housing provision meets local needs;
 - 5. To protect and enhance community spirit and cohesion;
 - 6. To improve access to basic goods, services and amenities for all groups;
 - 7. To encourage sustainable economic growth and business development across the Borough;
 - 8. To promote sustainable tourism;
 - 9. To encourage economic inclusion;
 - 10. To deliver urban renaissance;
 - 11. To develop and market the Borough as a place to live, work and do business;
 - 12. To protect, maintain and enhance green infrastructure, biodiversity and geodiversity;
 - 13. To protect and enhance the Borough's landscape and townscape character and quality;
 - 14. To protect and enhance the cultural heritage resource;
 - 15. To protect and enhance the quality of water features and resources and to reduce the risk of flooding;
 - 16. To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary and to protect soil resources;
 - 17. To limit and adapt to climate change;
 - 18. To protect and improve air quality;
 - 19. To increase energy efficiency and require the use of renewable energy sources;
 - 20. To ensure sustainable use of natural resources;
 - 21. To minimise waste, increase re-use and recycling; and

⁵ Available online at: <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/FINAL-SA-Scoping-Blackpool-LP-Part-2-FINAL-27-03-17.pdf>

22. To promote the use of more sustainable modes of transport.

4. What is in the SA?

- xii. The Plan Part 2 is comprised of development management policies and areas of land allocated for development (sites). Every policy and every site has been assessed to predict and evaluate their likely sustainability impacts. The SA presents these results and provides recommendations for avoiding or mitigating negative impacts and for enhancing positive impacts. The SA also tells the story of how the Council have prepared the Plan and why they have decided to propose the policies and site allocations. The SA provides a justification for the Plan and its contents and explains why the Plan is considered to be legally compliant in
- xiii. When predicting and evaluating effects, the following effect characteristics are accounted for:
 - Whether the effects are positive or negative;
 - The magnitude and spatial extent of effects;
 - The probability, duration, frequency and duration of effectiveness;
 - The cumulative nature of effects;
 - The transboundary nature of effects; and
 - The value and vulnerability of that which is being affected.

Appraisal results

Development Management Policies

- xiv. Chapter 5 presents a summary of the results from the assessments of Development Management (DM) Policies, the full results of which are presented in Appendix C.
- xv. A very limited number of potential adverse effects were identified during the appraisal of DM policies and none of these adverse effects are significant either alone or cumulatively. For example minor adverse effects were identified for Policy DM8 against three SA Objectives, namely those related to energy, natural resources and waste, as the Policy promotes new economic development that would be likely to lead to a net increase in energy and resources consumption with a subsequent production of waste. However, DM8 would also be likely to lead to positive impacts on a range of SA Objectives, particularly as the land proposed for new economic development at the Airport Enterprise Zone is predominantly brownfield.
- xvi. Minor negative effects were also identified for Policy DM32 Wind Energy as it is thought to be likely that the installation of wind turbines would pose a risk to local character, views or setting. However, it is essential that the Council proceed towards increasing the local supply of renewable energy and wind energy will play a crucial role in local and national efforts to combat the causes of climate change. Overall it is expected that DM policies proposed in the Plan Part 2 will build positively on the adopted Core Strategy and help to ensure that future development, including that allocated in the Plan itself, can be sustainable. In some cases, recommendations were made to help avoid potential adverse effects or to enhance potential positive effects. The recommendations were regularly related to the benefits of a strategically managed coherent GI network extending throughout the Borough that is designed in a manner to maximise the various benefits and ecosystem services provided by a GI network.

Site allocations

- xvii. Chapter 5 presents a summary of the results from the assessments of site allocations, the full results of which are presented in Appendix E.
- xviii. The appraisal results vary from site to site, although there were some general trends identified. The Council has sought to allocate predominantly brownfield sites for development and this would have a range of sustainability benefits, including making an efficient use of land and situating new residents in relatively sustainable locations (i.e. they are a short distance from jobs, services and community facilities as well as a range of public transport options).

- xix. The significant majority of the identified effects are positive. Significantly positive effects were frequently identified for the Crime (reduction), Education, Health, Housing, Access and Transport SA Objectives. Effects on the Tourism, Economic inclusion, Urban renaissance, Attractive place to live and work, Biodiversity, Landscape and Cultural heritage objectives were also positive. Effects on the Land resource Objective were positive for the majority of sites, although where development has been proposed on previously undeveloped sites a minor adverse score was recorded. The only significant adverse effects identified in the assessments were for site allocations that contain Grade 3 Agricultural Land Classification (ALC) soils, as these soils could be some of the best and most versatile soils in the Borough.
- xx. For SA Objectives on climate change, water, energy, natural resources and air quality, the majority of sites were recorded as having minor adverse effects. This is because these sites are currently vacant or unused and the proposed site allocation would result in the site being home to new residents or employees. These residents or employees would be expected to consume water, energy and natural resources and to follow lifestyles that result in some degree of air pollution and GHG emissions. The operation of businesses, or the lives of local residents, is likely to be relatively sustainable in Blackpool given the proximity of people to jobs and services and the excellent public transport modes on offer. Various policies in the Core Strategy would also be expected to help ensure that new development is energy and water efficient. However, a net increase in relation to current levels at each site is not going to be entirely avoided or mitigated and so in each case a minor (insignificant) adverse effect was recorded.

Cumulative effects

Cumulative effects of all proposals in the Local Plan 2012 - 2027

- xxi. In Chapter 6 of the SA Report an appraisal of the likely cumulative effects of the Local Plan 2012 – 2027, including Parts 1 and 2, was carried out.
- xxii. The Local Plan would be expected to deliver significant societal and economic benefits to the people of Blackpool. By ensuring that the growing and varied housing needs of local people are provided for over the Plan period it is likely that local rates of homelessness, deprivation, inequality, crime and poverty will decline over time. This is made even more likely due to the Plan's provision of new employment land as well as policies for guiding employment development that would not only foster sustainable economic growth but enhance the quality, accessibility and diversity of employment opportunities for local people.
- xxiii. The range of site allocations combined with development management and core strategy policies would be expected to lead to major urban renaissance throughout Blackpool. New development would be likely to be of a high-quality and visually attractive design that respects and enhances the local character, often to the benefit of heritage assets and distinctive historic areas, particularly as site allocations make good use of brownfield land and are in many cases on vacant or derelict plots.
- xxiv. Because of the location of new development in-combination with various core strategy and development management policies, new homes delivered through the Local Plan would be expected to provide residents with excellent access to key services and amenities including education opportunities, health facilities, community spaces, recreational areas, retail, jobs and open spaces. Journeys to reach these services and amenities would for most people be relatively short and achievable via walking, cycling and public transport whilst access to electric car charging infrastructure is also going to significantly improve over time.
- xxv. The Local Plan seeks to ensure that biodiversity in the Borough is protected and enhanced. There is a risk that the increase in local residents could place additional cumulative pressure on sensitive habitats, although a significant negative effect on any biodiversity designation is not expected. There is also a risk that in some locations the proposed development could result in the loss of sensitive or supporting habitats. However, the Plan seeks to ensure that new development conserves and enhances biodiversity as much as possible. It also places great importance on enhancing the quality and connectivity of the green infrastructure and ecological network throughout Blackpool, which would better enable the free movement of

wildlife and reduce the risk of isolated or island habitats. This is particularly important locally because, as a proportion of the Borough's area, Blackpool has one of the smallest tree canopies in England.

- xxvi. Through core strategy and development management policies the Local Plan seeks to ensure that new development in Blackpool is relatively sustainable, such as by being energy efficient, water efficient and built using recycled, recyclable, reused and reusable materials as much as possible. However, the net increase in the number of new homes, residents and jobs would be expected to lead to some degree of increase in the generation of waste and emissions and the consumption of water, energy and natural resources would not be entirely avoided or mitigated as a result of core strategy and development management policies. A minor negative impact on SA Objectives related to air pollution, waste, greenhouse gas emissions and water resources cannot be ruled out.
- xxvii. Other predicted cumulative effects of the Local Plan include:
- Crime rates and fear of crime are on the whole would be likely to reduce in the Borough in the long term where this can be influenced by the planning system;
 - Levels of educational and skills attainment have the potential to improve in the long term;
 - Levels of health and well-being have the potential improve in the long term.
 - Community spirit has the potential to improve within the inner areas of the Blackpool Borough;
 - Access to services and facilities for local people would be improved for existing residents and very good for the significant majority of new residents.
 - Diverse and high-quality employment and housing provision is generally in very accessible locations and this would facilitate efficient movements for local people;
 - The range of employment sites and the types of businesses permitted in these locations would be expected to help diversify the Borough's economy;
 - Sustainable economic development and employment sites will be focused within the urban areas, which are the most economically deprived locations;
 - Improved accessibility within the Borough, with improved public transport and walking / cycling opportunities, together with the location of jobs and homes within close proximity, should ensure easy access to employment and key areas in Blackpool with low-emission transport uptake encouraged;
 - The Plan provides protection for biodiversity areas, designations and features within Blackpool and sets out clear guidelines for this purpose. The biodiversity value of many brownfield sites could potentially be enhanced, which is slightly caveated by the impact of development on a limited number of greenfield sites and the potential impact of this on habitat connectivity;
 - CS and DM Policies seek to provide protection and enhancement for the historic townscape and cultural heritage of the Borough by helping to ensure development avoids or mitigates any potential adverse effects. In many cases, development would be likely to enhance the setting of heritage assets by regenerating vacant plots. There is a risk in some cases that a loss of open spaces could alter the setting of nearby heritage assets;
 - The Local Plan could potentially contribute towards some degree of increase in local traffic and congestion in Blackpool and, if so, this could make achieving air quality improvement and GHG emissions reduction targets more difficult to achieve;
 - Although the Plan specifically seeks to ensure that all developments minimise flood risk, there is potential for development to increase run-off rates and lead to the loss of greenfield land;
 - It is considered to be likely that the cumulative effect of all development in Parts 1 and 2 of the Plan in-combination would be a net increase in water and energy consumption as well as a net increase in the generation of waste sent to landfill.

Cumulative effects of proposals in the Plan with development in neighbouring authorities

- xxviii. Development proposed on the Fylde-Blackpool periphery would be expected to have major positive effects on sustainable economic growth, economic inclusion, urban renaissance, marketing the regions as a place to live and work and enhancing skills learning opportunities for local people, largely due to approximately 52.6ha of employment land being allocated near Whitehills and a further 4.9ha allocated in Squires Gate. Development along the Fylde-Blackpool periphery would not be expected to have any significant effects on any biodiversity designations. Situating the majority of development here is an effective means of avoiding more ecologically sensitive areas in the region. There could potentially be some losses of greenfield land near Whitehills but overall it is likely that many sites would incorporate existing and new GI elements into the proposals and would help to improve local habitat connectivity. These are direct effects are of a low-uncertainty with short- and long-term timescales that could be reversible. The combined development near Whitehills could potentially make it difficult to avoid impacts on the setting of the nearby Marton Moss Conservation Area, which currently enjoys wide open spaces and long-distance countryside views on its southern and south eastern perimeters. Policies in the adopted Core Strategy as well as the Fylde Local Plan would be expected to ensure that development near the Conservation Area gives close consideration to the historic environment and in some cases, there is the potential for enhancing the setting of the Conservation Area.
- xxix. Much of Whitehills Industrial Estate and land to its immediate south contains Grade 2 and Grade 3 ALC soils, so development on greenfield sites in these locations could lead to a cumulative loss of some of the local area's Best and Most Versatile (BMV) soils. Cumulatively, the anticipated development in the Fylde-Blackpool periphery would be expected to lead to a net increase in GHG emissions and air pollution in relation to existing levels. This is due to the construction and operation of new homes and businesses on currently vacant land. Whilst the nearest railway station, Squires Gate, is approximately 4km west, GHG emissions from development at Whitehills would likely be mitigated to some extent by the site's excellent access to a range of frequent bus routes in the area as well as the short distances needed to travel to access jobs, homes and other key areas in the region. Various policies in both the Blackpool Plan Part 1 as well as the Fylde Local Plan would also help to ensure new builds are relatively energy efficient and residents or employees are able to pursue low-emission styles of living or working.
- xxx. Wyre are proposing to meet some of their housing need through sites allocated in Cleveleys and Thornton-Cleveleys. These settlements are near the north-eastern perimeter of Blackpool. Blackpool Borough Council have focussed the significant majority of the proposed site allocations in the south of the Borough. It is considered that significant effects caused by development proposed in the Blackpool Plan in-combination with sites in the Wyre plan can be clearly ruled out given the small scale of the proposed development in proximity.

Mitigation

- xxxi. The assessment of proposals in the Plan Part 2 has identified the likely significant effects, including those that are positive and adverse. Where adverse effects were identified, recommendations have been made to help avoid or minimise these effects. Where positive effects have been identified, recommendations have been made to enhance these effects where feasible. Recommendations are included within the policy and sites assessments in the appendices of this report. Many of the policies already adopted in the Core Strategy and the proposed DM policies would be likely to make a significant contribution towards ensuring new development avoids adverse effects on the environment and is as sustainable as feasibly possible.
- xxxii. Recommendations for enhancing the sustainability of the Plan were regularly related to the benefits of a strategically managed coherent GI network extending throughout the Borough that is designed in a manner to maximise the various benefits and ecosystem services provided by a GI network, including:

- Biodiversity value, including a diverse range of native species throughout the GI network and facilitating the free movement of wildlife through urban scene of Blackpool;
- Landscape value, including a positive impact of high-quality GI on the local character as well as its value in screening development and linking the urban scene with the natural environment and countryside;
- Surface run-off management in order to help alleviate flood risk and protect and enhance water quality;
- Filtering air pollutants out to help improve air quality;
- Storing carbon and providing a climate cooling service (climate change mitigation and adaptation);
- Providing a safe and attractive route for pedestrians and cyclists as well as outdoor recreational and communal opportunities for residents; and
- Helping to protect and enhance the fertility and structure of below-ground soils.

Monitoring

- xxxiii. This SA Report also proposes a Monitoring Framework to measure the performance of the Plan Part 2 against defined indicators. Indicators in the Monitoring Framework have been developed based on:
- The objectives, targets and indicators that were developed for the SA Framework;
 - Features of the baseline that will indicate the effects of the plan;
 - The likely significant effects that were identified during the assessment; and
 - The mitigation measures that were proposed to offset or reduce significant adverse effects.
- xxxiv. Feedback from the monitoring process helps to provide more relevant information that can be used to pinpoint specific performance issues and significant effects, and ultimately lead to more informed decision-making. In addition to monitoring the sustainability impacts of the Plan, it will also be necessary to monitor changes to the environmental, social and economic context and baseline conditions.
- xxxv. Monitoring in accordance with the SEA Directive can be incorporated into existing monitoring arrangements. The Council prepare an annual Authority Monitoring Report (AMR) to review progress on local development document preparation and monitor the outputs and implementation of current policies. It is expected that the proposed Monitoring Framework in this chapter would be incorporated into the AMR.

1. Introduction

1.1 Purpose of this Report

- 1.1.1 Blackpool Borough Council ('the Council') is preparing the Blackpool Local Plan 2012 – 2027. The first part, the Local Plan Part 1 Core Strategy, was adopted in January 2016. The Council is now in the process of preparing the second part; the Local Plan Part 2 Site Allocations and Development Management Policies document (the Plan Part 2).
- 1.1.2 This Report has been prepared by Arcadis Consulting (UK) Ltd. ('Arcadis') on behalf of the Council as part of a combined Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA), from here on referred to only as SA.
- 1.1.3 The Council, as the local planning authority (LPA), is legally required to carry out an SA of their Plans by Section 19 of the Planning and Compulsory Purchase Act 2004⁶. The Town and Country Planning (Local Planning) (England) Regulations 2012⁷ dictate that after adopting a plan the LPA must make the SA Report available.
- 1.1.4 SEA is a legal requirement set out in The Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations)⁸, which transposes Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (SEA Directive)⁹ into UK law.
- 1.1.5 Sustainable development is not an end itself, but rather it is a way of doing things. It requires looking to the long-term, involving a diverse range of stakeholders and considering the social, economic and environmental impacts.
- 1.1.6 The purpose of SA is to ensure that sustainable development is at the heart of the Plan Part 2. The Plan Part 1 was subject to its own distinct SA process. SA is a mechanism for assessing the extent to which an emerging plan promotes sustainable development by applying a holistic assessment of the likely effects of the plan on social, economic and environmental objectives.
- 1.1.7 As per Annex 1 of the SEA Directive, SEA is a systematic process designed 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.'

1.2 Integrated SA and SEA

- 1.2.1 National Planning Policy Guidance (NPPG) states that SA should incorporate the requirements of the SEA Regulations¹⁰. The SA of the Plan Part 2 therefore incorporates the requirements of SEA and this process will culminate in an SA Report that also satisfies the requirements of an SEA 'Environmental Report' to accompany the eventual adoption of the Plan Part 2.
- 1.2.2 During the Council's preparation of the Plan Part 2, the SA has been applied as an iterative process to help contribute towards achieving sustainable development, as per Figure 1-1.

1.3 Habitats Regulations Assessment

- 1.3.1 Habitats Regulations Assessment (HRA) is a requirement of Council Directive 92/43/EEC (the Habitats Directive 1992)¹¹ and Council Directive 2009/147/EC (the Birds Directive)¹², which are transposed into UK law through the Conservation of Habitats and Species Regulations

⁶ Available online at: <https://www.legislation.gov.uk/ukpga/2004/5/contents>

⁷ Available online at: <http://www.legislation.gov.uk/uksi/2012/767/contents/made>

⁸ Available online at: http://www.legislation.gov.uk/uksi/2004/1633/pdfs/uksi_20041633_en.pdf

⁹ Available online at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32001L0042>

¹⁰ Available online at: <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>

¹¹ Available online at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:31992L0043>

¹² Available online at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32009L0147>

2017 (the Habitats Regulations)¹³. This SA Report is distinct from the HRA process. However, assessment results in this report will be consistent with the latest outcomes of the HRA in relation to potential impacts on Special Areas of Conservation (SACs) and Special Protection Areas (SPAs).

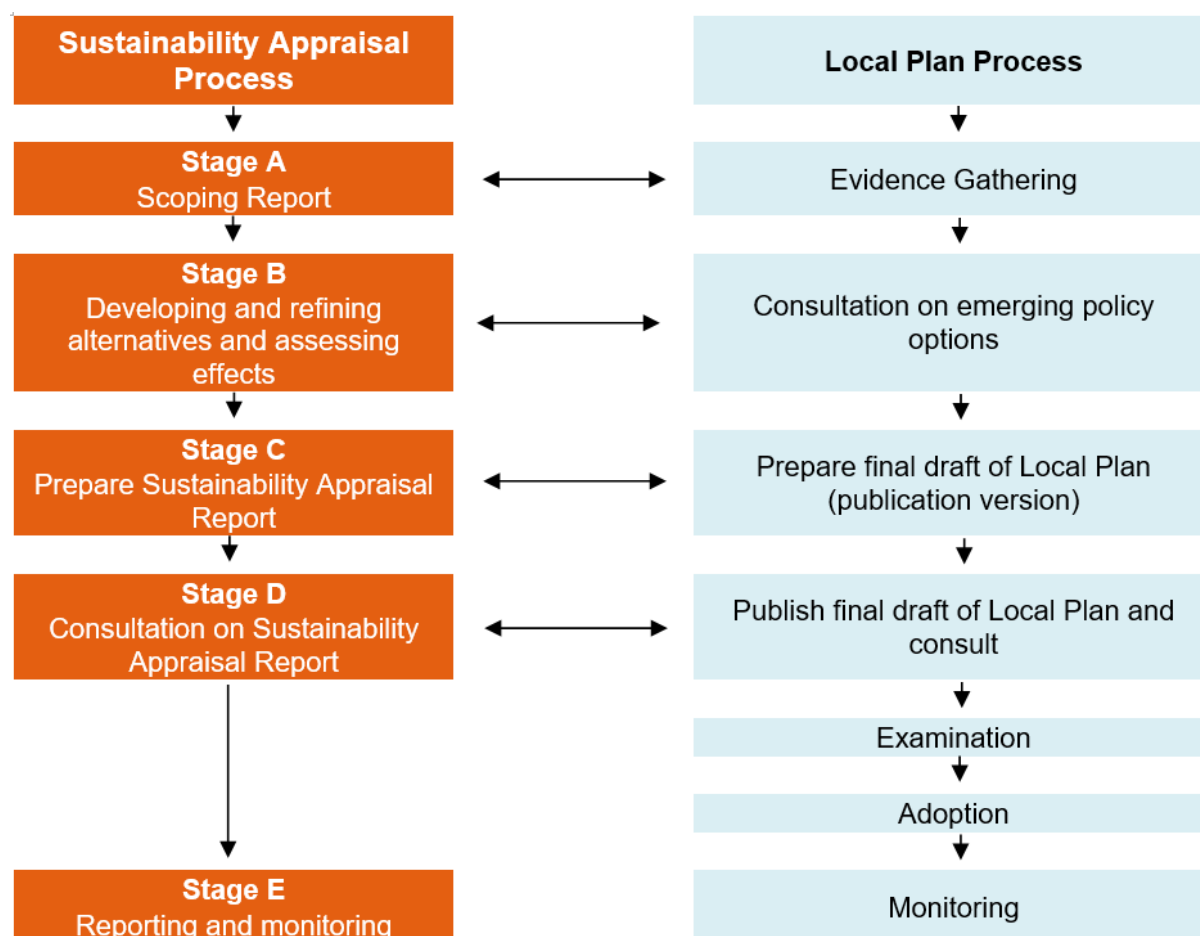


Figure 1-1: Iterative SA and Plan-making processes. This SA Report constitutes Stage C.

1.4 Blackpool Context and Location

- 1.4.1 Blackpool lies within the Fylde Coast sub-region, along with the local authorities of Fylde and Wyre in the county of Lancashire (see Figure 1-2). Located on the northern/eastern edge and eastern/southern edge of the Borough boundary respectively, Wyre and Fylde are predominantly rural areas. The sub-region demonstrates a high level of self-containment in terms of housing markets, travel to work patterns and economic functionality; and the Fylde Coast authorities have been working together on strategic planning issues for many years. It has been important to address cross-boundary issues in a collaborative way, to ensure Blackpool's Local Plan Part 2 aligns with the policy framework of neighbouring authorities and to co-operate with them on strategic planning issues.
- 1.4.2 Beyond the sub-region, Blackpool and the Fylde Coast area is part of the Lancashire Enterprise Partnership (LEP). The LEP was established in April 2011, to provide strategic leadership for directing economic growth and priorities across Lancashire. Blackpool Council works with the LEP as part of the Duty to Co-operate. This has included the preparation of the Lancashire Growth Plan and the Lancashire Strategic Economic Plan, which sets out the growth ambitions for Lancashire as a whole. The three Fylde Coast authorities, along with the Blackpool, Fylde and Wyre Economic Development Company, are also developing a

¹³ Available online at: <http://www.legislation.gov.uk/ukxi/2017/1012/contents/made>

complementary local Growth Accelerator Strategy focused on delivering economic change in the Fylde Coast area.

- 1.4.3 Blackpool covers an area of approximately 35km², with 11.2km (7 miles) of seafront. It is England's largest and most popular seaside resort attracting more than 10 million visitors a year. It is also the main retail, public administration, cultural and service centre for the Fylde Coast, supporting an estimated population of 141,967, 62,000 of which are considered to be economically active.
- 1.4.4 Blackpool is intensely urban and compact in form, characterised at its heart by the Resort Core, an area of some 5km² and the adjoining Town Centre. Elsewhere, Blackpool is predominantly residential in character, built up to its boundaries for the most part, with the few remaining areas of open land located in the south and east of the town.
- 1.4.5 For a coastal town Blackpool has good strategic transport links. This includes good connections to the national road and rail networks, as well as Blackpool Airport which is located on Blackpool's southern boundary in Fylde.
- 1.4.6 The town is built on tourism, where British holiday makers from all classes of society visit to the resort for pleasure, fun and entertainment. It grew rapidly at the turn of the 20th century after the arrival of the railway line with a period of phenomenal development leaving a legacy of high-quality late Victorian architecture, including the iconic Blackpool Tower, piers and promenade. Successive decades saw the introduction of the Winter Gardens, Pleasure Beach and Golden Mile, along with dense holiday guest houses and small hotels in a grid-iron pattern of terraced streets behind the seafront. In its heyday, Blackpool attracted around 17 million visitors each year, supported more than 100,000 holiday bed spaces and was the largest holiday destination in the UK. Whilst Blackpool remains at the heart of the UK tourism and visitor economy, it has experienced a significant decline in visitor numbers from the 1980s onwards; a consequence of growing affluence, enhanced consumer choice and the perceived obsolescence of the town's visitor offer. Three decades of resort decline has led to an underperforming economy and high levels of deprivation.
- 1.4.7 There are a variety of environmental planning constraints in and around the Borough, a few of which are displayed in Figure 1-3. Areas of Flood Zones 2 and 3 are present in some areas, particularly near the coastline. There are no SACs within the Borough, but adjacent to and partially within the western perimeter is Liverpool Bay SPA. Marton Mere is the only Site of Special Scientific Interest (SSSI), which is situated in the south-east corner and which coincides with Marton Mere Local Nature Reserve (LNR). In the centre of Blackpool is an Air Quality Management Area (AQMA), designated because of nitrogen dioxide pollution. Blackpool's rich cultural heritage and distinctive historic environment is evidenced by the array of Listed Buildings, particularly those along or near the sea front such as the Grade I Listed Building 'Tower Buildings'.

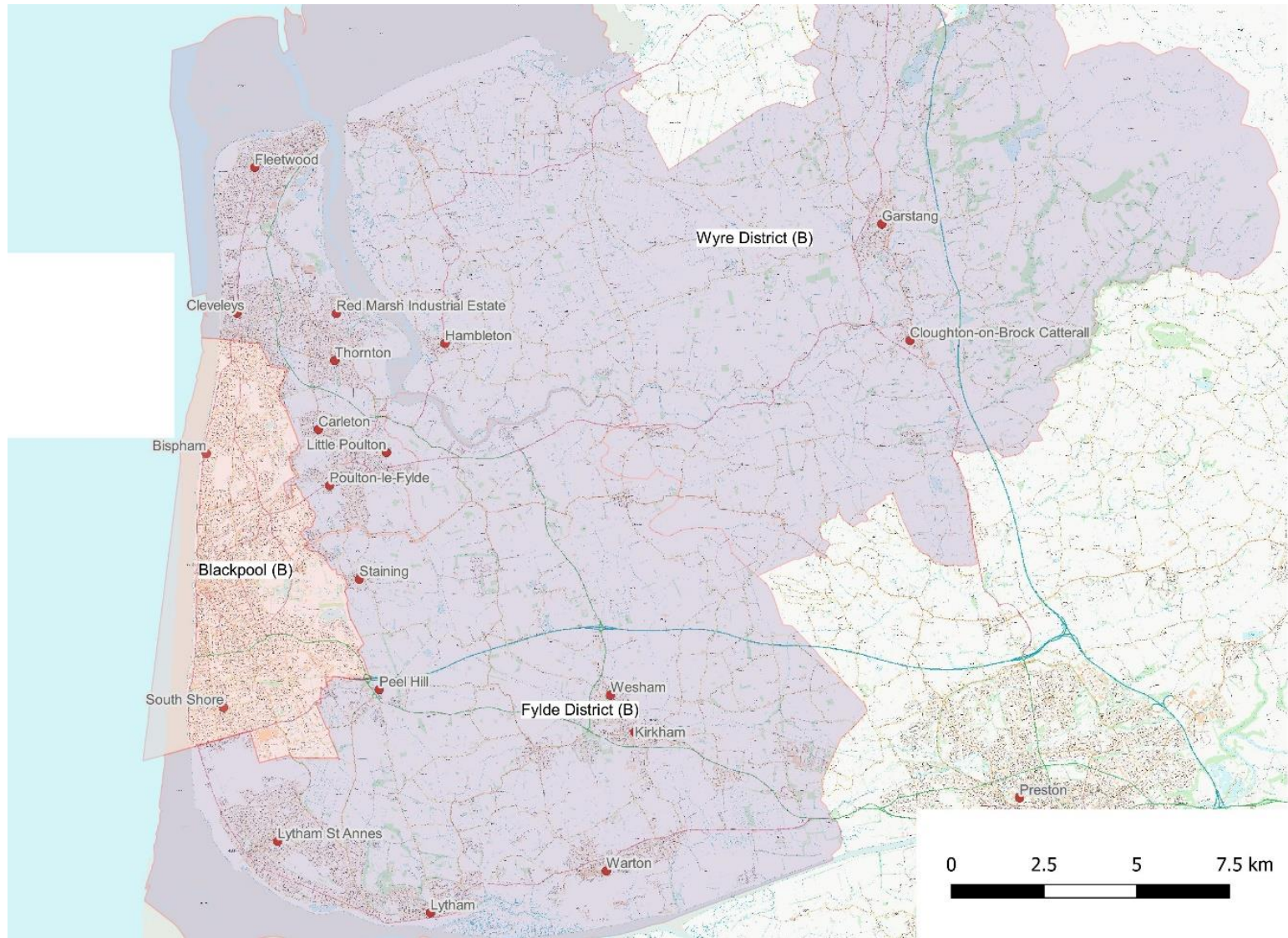


Figure 1-2: The Borough of Blackpool (in pink) is shown alongside the boroughs of Wyre and Fylde (in purple)

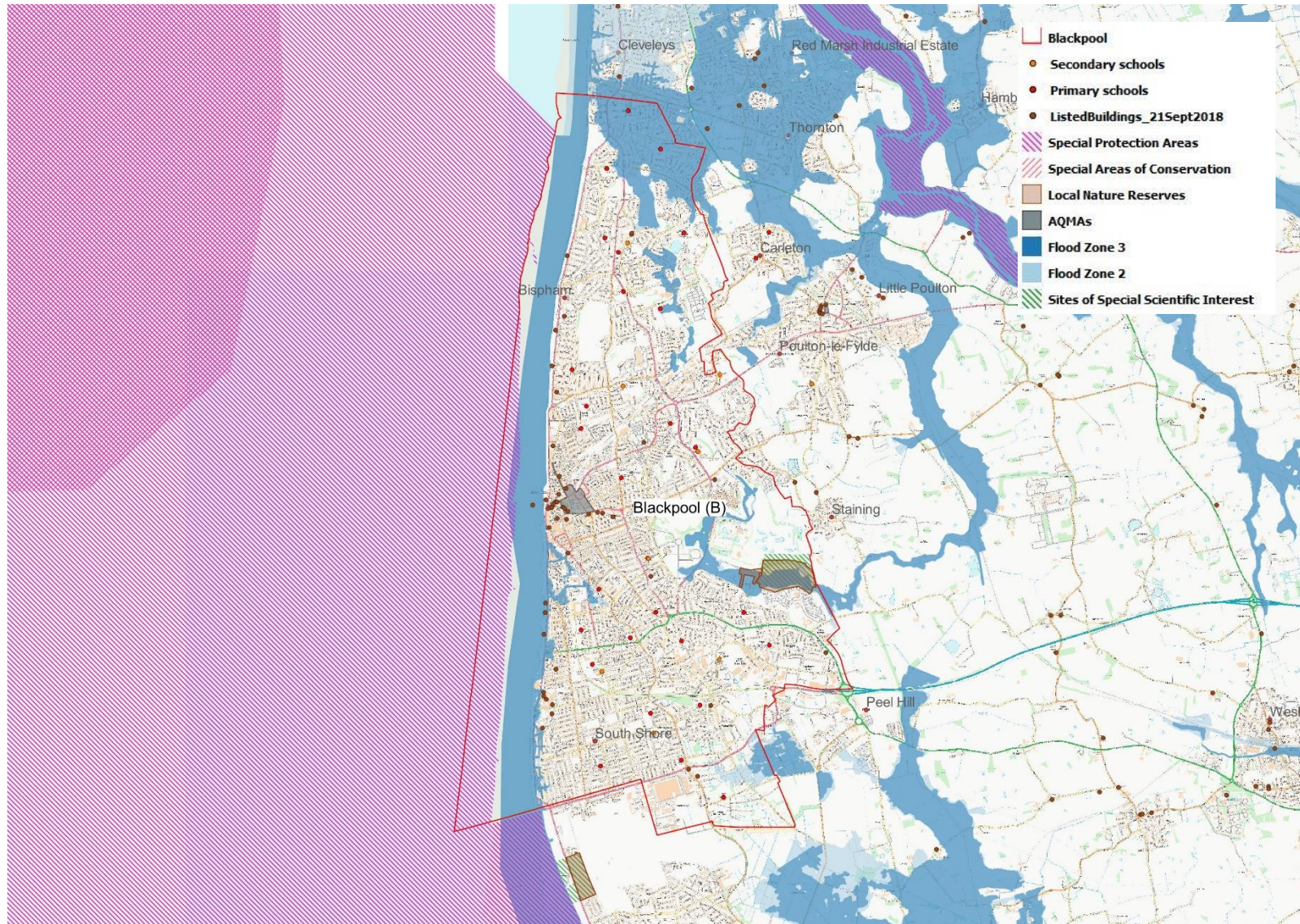


Figure 1-3: Some of the environmental planning constraints in and around Blackpool

1.5 The Local Plan 2012 - 2027

- 1.5.1 The Blackpool Local Plan to 2027 is a package of strategic planning documents that set out the long-term vision for the whole of Blackpool. It will form the main consideration when deciding planning applications. The Blackpool Local Plan 2012 – 2027 is in two parts:
- The Local Plan Part 1 Core Strategy (adopted); and
 - The Local Plan Part 2 Site Allocations and Development Management Policies.
- 1.5.2 The Local Plan Part 1: Core Strategy is a key planning document that was adopted by the Council in January 2016. It sets out the broad areas where new development such as housing, employment, retail and leisure should be located to meet Blackpool's future needs to 2027. It also identifies which areas within Blackpool will be regenerated, protected or enhanced and sets out key development principles, for example design and affordable housing.
- 1.5.3 The process of preparing the Core Strategy, and its reasonable alternatives, was subject to SA/SEA, including at the following stages:
- The Core Strategy in 2008, including a proposed Spatial Vision, four proposed Goals and six alternative strategic options (each one focussing on a different approach to development within Blackpool);
 - The Preferred Option Core Strategy in 2010, including the proposed Spatial Vision, the proposed Spatial Objectives, the preferred Spatial Strategy and the proposed Spatial Policies;
 - The Revised Preferred Option Core Strategy in 2012, including the proposed Spatial Vision, the proposed Spatial Objectives, the preferred Spatial Strategy and the proposed Spatial Policies; and
 - The Proposed Submission Core Strategy in 2014, including an appraisal of the submitted Spatial Vision, Strategic Objectives, Spatial Strategy and Core Strategy Policies.
- 1.5.4 The full results of the SA of the Core Strategy are documented in the May 2014 Sustainability Appraisal of the Proposed Submission Core Strategy Report that is available online alongside the adopted Core Strategy document¹⁴.
- 1.5.5 In order to support the delivery of the Core Strategy, the Local Plan Part 2: Site Allocations and Development Management Policies Document sets out site allocations, specific designations and Development Management Policies. The process of preparing the Plan Part 2 began with consultation on the Regulation 18 Scoping Document between 12 June and 24 July 2017. This was followed by an informal public consultation on the Proposed Site Allocations and Development Management Policies document starting in January 2019. Following this, the Council have prepared the Regulation 19 Publication Version of the Plan Part 2 for which this SA Report is intended to accompany.
- 1.5.6 The process of preparing the Plan Part 2, and its accompanying SA process, is presented in Table 2-1. The SA of the Plan Part 2 is separate from the SA of the Plan Part 1.

1.6 Structure of the Plan Part 2

- 1.6.1 The Local Plan Part 2 has the following structure:
- Chapter 1: Introduction
 - Chapter 2: Proposed Site Allocations and Designations
 - Chapter 3: Proposed Development Management Policies, including for the themes of:
 - Housing;
 - Economy;
 - Design;
 - Heritage;

¹⁴ Blackpool Borough Council Core Strategy Submission: <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Planning-policy/Blackpool-local-plan/New-Blackpool-local-plan/Corestrategysubmission.aspx>

- Environment;
 - Community; and
 - Transport.
 - Appendices.
- 1.6.2 In total, the Plan Part 2 proposes 42 Development Management (DM) Policies. A number of these policies allocate specific areas of land within Blackpool for certain types of development.

1.7 Contents of this document

- 1.7.1 This SA Report provides a summary of the SA process so far (Stage A) as well as an assessment of the proposed DM Policies and the proposed site allocations (Stage B). This SA Report satisfies the requirements of an 'environmental report' as per the SEA Directive. Chapter 2 describes the various stages in the SA process.
- 1.7.2 The methodology used for carrying out the assessments of sites and policies is described in Chapter 5. The assessments of policies are presented in Appendix C with a summary of the assessment results provided in Chapter 5. The assessments of sites are presented in Appendix D with a summary of the results provided in Chapter 5. As required by the SEA Directive, the assessment process has also identified cumulative, synergists and secondary effects. These are described in Chapter 6. Chapter 7 sets out the responses received during the consultation. The proposed Monitoring Framework is set out in Chapter 8. The next steps in the SA process are set out in Chapter 9.

2. Stages in an SA Process

2.1 Stage A: Context, Objectives, Baseline and Scope

2.1.1 The first part of SA is to determine an appropriate spatial, temporal and technical scope for the SA. Stage A is therefore often referred to as the Scoping Stage. The Scoping Stage typically involves completing Tasks **A1**, **A2**, **A3**, **A4** and **A5** and presenting the results in a distinct, accessible and concise report:

- Task **A1**: Reviews other relevant programmes, plans and strategies that have an influence on sustainability;
- Task **A2**: Details the existing baseline;
- Task **A3**: Identifies key sustainability issues and opportunities of relevance to the plan; and
- Task **A4**: Sets out a SA Framework for assessing policy options and the overall effect of the plan; and
- Task **A5**: Consult on the scope with, as a minimum, the general public and the statutory consultees of Natural England, the Environment Agency and Historic England.

A1: Identifying other relevant policies, plans and programmes and SA objectives

2.1.2 The SEA Directive requires:

“An outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes” to determine “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)).

2.1.3 It is therefore an essential requirement, as well as a necessary component of preparing a robust and accurate appraisal, to understand the policy context in which the SA is being prepared.

A2 and A3: Collecting baseline information and identifying sustainability issues and opportunities

2.1.4 Baseline information refers to the existing economic, social and environmental characteristics of an area that may be affected by the Plan. It informs the development of a set of objectives, based on the data gathered, to inform the SA and therefore, plan preparation. Among the important decisions considered during the Scoping stage was with regards to the data, quantity of data and how should it be used in order to carry out SA.

2.1.5 The review of plans and programmes (**A1**) and the gathering of baseline data (**A2**) facilitates the identification of key sustainability issues and opportunities (**A3**) in the Borough.

A4: Developing the SA Framework

2.1.6 Based on the baseline data and key issues and opportunities for the Plan area, an SA Framework should be prepared comprised of Objectives that are fundamentally linked to the baseline data and issues and opportunities. It is important that the SA Objectives that are to be used are up-to-date, relevant for the plan area and can also provide a consistent approach between strategic level policies and site/area specific policies as part of the Plan. The SA Framework enables the Council to consider the impacts and alternatives of plans, programmes and policies.

A5: Consulting on the scope of SA

2.1.7 Outcomes of Tasks **A1**, **A2**, **A3** and **A4** should be consulted on with, as a minimum, the three statutory consultees of Natural England, the Environment Agency and Historic England.

2.2 Stage B: Developing and Defining Options

B1: Testing the plan objectives against the SA objectives

- 2.2.1 The Objectives of the Plan should be tested for their compatibility with, and their likely effects on, each SA Objective and identifying other options or opportunities to refine options.

B2: Developing the Options

- 2.2.2 Stage B2 involves identifying and considering various options that would help to contribute towards the SA Objectives. This can be seen as being the identification and consideration of preferred options, and alternatives to these options, in the Plan. In light of the likely effects of each option, as identified and described through the iterative SA process, the Council is equipped to refine and select options for the Plan so as to achieve sustainable development.

B3 and B4: Predicting and evaluating the effects of the Plan

- 2.2.3 Tasks B3 and B4 of the SA process involve helping to develop the Plan by predicting and evaluating its effects on the economic, environmental and social sustainability of the Plan-area. Government guidance states that the potential effects should to be quantified or a judgment made where this is not possible.
- 2.2.4 Sustainability effects are predicted, with a focus on their likelihood, scale, duration, timing and whether they are positive or adverse. These predications are then evaluated using professional judgement in order to identify cumulative, synergistic and secondary effects as well as conflicts and limitations of Plan policies.

B5: Considering ways of mitigating adverse effects and maximising beneficial effects

- 2.2.5 Mitigation involves putting in place measures to prevent, reduce or offset any identified adverse sustainability effects. Mitigation measures may also include recommendations for enhancing positive effects. The first priority should, however, be avoidance of adverse effects. Only when all alternatives that might avoid an adverse effect have been exhausted, should mitigation be sought to reduce the harmful effect.

B6: Proposing measures to monitor the significant effects of implementing the Plan

- 2.2.6 A monitoring system should be prepared and proposed that, if adopted and followed, would enable the LPA to ensure that the Plan is resulting in the predicted effects and that and avoidance, mitigation or compensation measures that were adopted are working as planned. This provides the opportunity to alter measures to make them more effective.

2.3 Stage C: Prepare Sustainability Appraisal Report

C1: Preparing the SA Report

- 2.3.1 A report should be prepared that documents the findings of the SA Process. Typically, an SA Report is prepared at an early stage of the Plan-making process (e.g. Regulation 18) and then updated and amended in light of changes to the Plan. The final version of the SA Report that accompanies the submission of the Plan should, if the SA and SEA processes are integrated, also satisfy the requirements of an 'Environmental Report' as per Annex 1 of the SEA Directive:

Requirements for an 'Environmental Report' as per Annex 1 of the SEA Directive

- a) *an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes;*
- b) *the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;*
- c) *the environmental characteristics of areas likely to be significantly affected;*
- d) *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;*
- e) *the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;*
- f) *the likely significant effects (including secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects) on the environment, including 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 interrelationship between the above factors;*
- g) *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;*
- h) *an outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;*
- i) *a description of the measures envisaged concerning monitoring in accordance with Article 10;*
- j) *a non-technical summary of the information provided under the above headings.*

2.4 Stage D: Consultation on Sustainability Appraisal Report

D1: Public Participation on the Plan and SA Report

- 2.4.1 The Plan and the SA Report should be consulted on with, as a minimum, the public as well as the three statutory bodies; Natural England, Historic England and the Environment Agency.

D2: Assessing Significant Changes

- 2.4.2 Following consultation the Plan is likely to undergo some changes in light of the responses received. The SA Report requires updating and amending in light of changes made to the Plan.

2.5 Stage E: Reporting and Monitoring

E1: Finalising Aims and Methods for Monitoring

- 2.5.1 As required under Stage B, a Monitoring Framework is proposed in the SA Report. This Monitoring is usually incorporated into existing monitoring commitments of the Council, such as by including the proposed range of indicators in the Authority Monitoring Report (AMR).

E2: Responding to Adverse Effects

- 2.5.2 During the process of monitoring the impacts of the Plan, adverse effects on sustainability may be identified. If and when this is the case, the Council has the opportunity to adopt measures to help to avoid, mitigate or compensate for adverse effects.

2.6 SA Process So Far for the Plan Part 2

- 2.6.1 The SA of the Plan Part 2 began with the SA Scoping Report that was consulted on between January and March 2017 and subsequently finalised in light of the responses received from stakeholders. This constituted Stage A of the SA process.

- 2.6.2 In early 2019 an Interim SA Report was prepared in order to accompany a Local Plan Informal Consultation Paper of the Plan Part 2. This presented the results of Stage B of the SA Process.
- 2.6.3 The SA Report which accompanied the Publication Version of the Plan represents Stage C of the SA process. It presents the results of Stage A and Stage B in one coherent SA Report that satisfies the legal requirements of SA and SEA as well as best practice established in key guidance¹⁵. This SA Report represents Stage D and has been updated following the consultation on the Publication Version of the Plan.
- 2.6.4 Table 2-1 sets out the SA stages that have been completed so far and the stages of the SA process yet to be completed, and how this ties in with the Council's process of preparing the Plan Part 2.

¹⁵ Office of the Deputy Prime Minister (2005) A Practical Guide to the Strategic Environmental Assessment Directive, available online at:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/7657/practicalguidesea.pdf

Table 2-1: Plan-making and SA Process

Plan Stage	SA & SEA Stage	SA & SEA Requirements	Completed
Evidence Gathering and Issues and Options – Regulation 18 Scoping Document	Stage A. Setting the context and objectives, establishing the baseline and deciding on the scope	Identify related plans/programmes	SA Scoping Report consulted on January – March 2017 and finalised following responses.
		Identify environmental protection objectives	
		Baseline data and likely future trends	
		Identify sustainability issues and opportunities	
		Develop objectives, indicators and targets (SA Framework)	
		Prepare SA Scoping Report	
		Consult on the SA Scoping Report	
Draft Site Allocations and Development Management Policies – Informal Consultation	Stage B. Developing, refining and appraising alternatives and assessing effects	Assess proposed DM Policies and Site allocations, including their reasonable alternatives	Stage B: Mostly completed in the Interim SA Report February 2019 with limited number of new assessments completed in this SA Report. Stage C: This SA report.
		Propose mitigation and enhancement measures	
		Propose monitoring programme	
	Prepare Non-Technical Summary (NTS)		
Stage C. Preparing SA Report	Prepare Interim SA Report		
Publication of Plan Regulation 19	Stage C. Update and amend SA Report in light of changes to Plan Part 2	Identify changes to Plan Part 2 since previous stage significant changes	Completed in this SA Report
		Determine relevance of changes for the SA/SEA, including assessments of new or revised policies with cumulative and synergistic effects assessment updated accordingly	
		Update all other elements to the SA Report in light of the changes to the Plan	
	Stage D. Consultation on SA Report	Ensure the SA Report is compliant with the SEA Directive in terms of requirements for an Environmental Report	
		Consult on the SA Report	
Examination	Stages C & D. Update and amend report in light of any Modifications to the Plan Part 2	Determine the relevance of any Modifications made to the Plan as an outcome of Examination	<i>Stage to be completed</i>
		Assess Main Modifications for their likely impacts on SA Framework	
		Prepare addendum to the SA Report addressing the Main Mods and any new significant impacts on the Framework	
Submission Examination and Adoption	Stage E. Adoption Statement		<i>Stage to be completed</i>

3. SA of the Local Plan Part 1: Core Strategy

3.1 Context

- 3.1.1 The Core Strategy replaces many of the policies in the Blackpool Local Plan 2001 – 2016. Given that it has been successfully adopted, the following components of the Local Plan 2012 – 2027 have been finalised and adopted:
- A Spatial Vision for the Borough until 2027;
 - Strategic Objectives for the emerging Local Plan;
 - A Spatial Strategy for where future development should take place in the Borough; and,
 - Core Policies and other policies by topics to provide key development principles.
- 3.1.2 Each of the above was appraised in various iterations of SA reports. The full results of the SA of the Core Strategy are documented in the May 2014 Sustainability Appraisal of the Proposed Submission Core Strategy, Sustainability Appraisal Report that is available online alongside the adopted Core Strategy document¹⁶.
- 3.1.3 The purpose of this SA Report is to document the findings of the Plan Part 2's accompanying SA process. Given that the Plan Part 2 is intended to combine with the Local Plan Part 1: Core Strategy to form the Local Plan, it is useful to first account for the findings from the SA of the adopted Core Strategy.
- 3.1.4 A summary of the results documented in the SA of the Core Strategy is presented below.

3.2 Appraisal of the Spatial Vision

Local Plan 2012 – 2027 Vision

In 2027 Blackpool has built upon its status as Britain's favourite seaside resort to become renowned for the quality and innovation of its culture, entertainment and business tourism offer. Blackpool is the principal centre of business, culture and education on the Fylde Coast and the town centre is the sub-regional centre for retail.

The resort offers a high-quality visitor experience attracting new audiences and creating new reasons to visit Blackpool year-round. The Promenade is revitalised, with quality development providing excellent attractions and accommodation, and public realm enhancements supporting an exciting cultural programme of events and festivals. Blackpool town centre is thriving at the heart of the resort core and provides an important sub-regional retail, cultural and business centre for Fylde Coast residents. The town centre offers a high-quality shopping, leisure and entertainment experience throughout the day and into the evening centred on key assets including the Tower and Winter Gardens. Attractive streets and spaces host events and activities and provide strong links to the beach.

As the main economic centre of the Fylde Coast, Blackpool has a diverse and prosperous economy with a thriving culture of enterprise and entrepreneurship. It retains a strong educational offer supporting a skilled and educated workforce encouraging aspiration and ambition. A sustainable integrated transport system supports a competitive Fylde Coast economy with safe and convenient access to jobs and services and provides visitors with a positive resort experience.

Blackpool has created a more equal society with sustainable communities having fair access to quality jobs, housing, shopping, health, education, open space, sport and recreation. The housing stock has significantly improved with a range of new, high quality homes in attractive neighbourhoods attracting new residents who aspire to live by the sea. South Blackpool makes an important contribution to rebalancing the housing market and growing the Fylde Coast economy by providing improved choice in quality homes and jobs in sustainable locations to meet the community's needs and support regeneration.

To complement the quality of the urban environment, Blackpool's natural environment consists of an accessible network of quality green open spaces, coast and countryside, which have been protected and enhanced for people to enjoy and to sustain a rich biodiversity. Having promoted sustainable development as being integral to transforming Blackpool, climate change issues are being addressed. A strong sense of civic pride pervades the town.

¹⁶ Blackpool Borough Council Core Strategy Submission: <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Planning-policy/Blackpool-local-plan/New-Blackpool-local-plan/Corestrategysubmission.aspx>

- 3.2.1 The SA of the Submission Core Strategy appraised the Spatial Vision, presented above, for its likely sustainability impacts and this resulted in the following comments:

“The Spatial Vision focuses on the economic and social regeneration of Blackpool. The continued promotion and development of Blackpool as the number one resort in the UK is integral to this Vision and recognises that the town’s fortunes are intimately connected with its ability to respond to changing demands in the tourism and leisure market. This overarching theme positively contributes to Sustainability Objectives which relate to enhanced community spirit and cohesion, delivery of urban renaissance, development of Blackpool as a place to live, work and do business (all year round), and promotion of sustainable tourism.

The social and economic Sustainability Objectives would be further supported by the aim of creating an improved range of new high-quality homes in attractive neighbourhoods, including affordable housing. The Spatial Vision also aims to provide high quality new homes in South Blackpool together with employment development in sustainable locations in order to meet the requirements of the local community. This is important in order to curb the current trend for outmigration of younger adults. In addition, the Vision acknowledges the need to diversify Blackpool’s economy through growing vibrant knowledge-based sectors which again may benefit current problems with skills leakage.

The Spatial Vision aims to retain a strong educational offer supporting a skilled and educated workforce, thereby encouraging aspiration and ambition. It also directly seeks to ensure that Blackpool has an accessible network of quality green open spaces, coast and countryside, which could have consequent benefits for health, well-being and community cohesion.

By encouraging higher quality developments within Blackpool, the Spatial Vision would help to promote a visually attractive and safe urban environment, thereby meeting the Sustainability Objectives relating to urban renaissance and a reduction in crime. The environmental Sustainability Objectives are partially fulfilled through reference in the Vision to protection and enhancement of the natural environment, although cultural heritage and townscape/landscape could be made reference to explicitly. Development of an integrated sustainable transport system across Blackpool and the Fylde Coast would positively contribute to the Sustainability Objectives relating to air quality and the promotion of sustainable transport.

Long-term threats from climatic and/or coastal changes could generate significant consequences for Blackpool’s environment, its tourist economy and the well-being of its communities, all three of which are inextricably connected. The Spatial Vision been strengthened since the previous SA consultation to include reference to climate change issues. The Vision has also been strengthened in terms of the effective management of natural resources and enhanced biodiversity. As Blackpool is densely urban in nature, it is essential that open space and areas of high-quality natural environment are protected and where possible enhanced.”

3.3 Appraisal of Goals and Strategic Objectives

- 3.3.1 The Core Strategy contains four goals that the Council will seek to achieve by the end of the plan period. Each of the four Goals is underpinned by a number of Strategic Objectives. The SA of the Submission Core Strategy tested the compatibility of these Strategic Objectives with SA Objectives. This process concluded that:

“the Strategic Objectives are all generally compatible with the Sustainability Objectives. All 21 Strategic Objectives offer some compatibility with the SA Objectives related to economic, environmental and social improvement. In particular, they focus on delivering sustainable economic growth, urban renaissance and public services that meet the needs of the population. In addition, many of the Strategic Objectives seek to ensure well-designed places are created which protect Blackpool’s rich heritage and natural environment along with addressing climate change issues. The compatibility matrix does not identify any areas where potential conflicts may occur, however, it does identify a number of areas of uncertainty, for example where it was unknown how the objectives might be translated into policy and therefore how they could potentially impact upon the SA Objectives.”

3.4 Appraisal of the Core Policies

3.4.1 The Submission Core Strategy proposed eleven Core Policies:

- CS1: Strategic Location of Development;
- CS2: Housing Provision;
- CS3: Economic Development and Employment;
- CS4: Retail and Other Town Centre Uses;
- CS5: Connectivity;
- CS6: Green Infrastructure;
- CS7: Quality of Design;
- CS8: Heritage;
- CS9: Water Management;
- CS10: Sustainable Design and Low Carbon Energy; and
- CS11: Planning Obligations.

3.4.2 Each Core Policy was appraised for its likely impacts on each SA Objective. The results of this are summarised in Table 3-2 using the Key presented in Table 3-1.

3.4.3 The Core Strategy also proposed five Strengthening Community Wellbeing Policies (CS12 – CS16), four Blackpool Town Centre Policies (CS17 – CS20), three Resort Core Policies (CS21 – CS23) and four Enabling South Blackpool Growth and Enhancement Policies (CS24 – CS27). Each of these were appraised in the SA of the Submission Core Strategy, the results of which are summarised in Table 3-2 using the Key presented in Table 3-1.

Table 3-1: Descriptions and symbols used for summarising identified effects

Effect	Description	Symbol
Major Positive Effect (significant effect)	The proposal strongly contributes to the achievement of the SA Objective.	++
Positive Effect	The option contributes partially to the achievement of the SA Objective.	+
Neutral	There is no clear relationship between the option and/or the achievement of the SA Objective or the relationship is negligible.	0
Adverse Effect	The option partially detracts from the achievement of the SA Objective.	-
Major Adverse (significant effect)	The proposal strongly detracts from the achievement of the SA Objective.	--
Uncertain	It is not possible to determine the nature of the impact as there may be too many external factors that would influence the appraisal, or the impact may depend heavily upon implementation at the local level.	?
Positive/Adverse	The option has a combination of both positive and negative contributions to the achievement of the SA Objective.	+/-

Table 3-2: Summary of results from appraisal of Core Policies

SA Objective	Core Policies										
	CS 1	CS 2	CS 3	CS 4	CS 5	CS 6	CS 7	CS 8	CS 9	CS 10	CS 11
1 Crime	+	+	+	0	0	+	+	0	0	0	+
2 Education	+	0	++	0	0	0	0	0	0	0	+
3 Health	+	+	+	0	+	+	++	0	+	+	+
4 Housing	++	++	0	0	0	0	0	0	+	+	+
5 Community Spirit/Cohesion	++	+	+	0	+	+	+	0	0	0	+
6 Access to Services etc	+	+	+	+	++	+	+	+	0	0	+
7 Economic Growth	+	+	++	+	+	0	+	0	+	+	0

SA Objective	Core Policies										
	CS 1	CS 2	CS 3	CS 4	CS 5	CS 6	CS 7	CS 8	CS 9	CS 10	CS 11
8 Tourism	++	O	+	+	+	+	+	+	O	O	O
9 Economic Inclusion	+	O	++	+	++	O	O	O	O	O	O
10 Urban Renaissance	++	+	+	++	++	+	+	+	+	+	+
11 Marketing the borough	++	++	++	+	++	+	+	+	+	+	+
12 Biodiversity	+/-	+/-	+/-	O	+	++	+	O	+	O	+
13 Landscape/ Townscape	+/-	+/-	+/-	+/-	O	+	++	++	O	O	+
14 Heritage	+	+/-	+/-	+/-	O	+	++	++	O	O	O
15 Water	+/-	+/-	+/-	O	O	+	O	O	++	O	+
16 Contaminated Land	+	+/-	+/-	+	O	+	O	O	O	+	O
17 Climate Change	+/-	+/-	+/-	O	+	+	O	O	++	++	+
18 Air Quality	+/-	+/-	+/-	+	+	+	O	O	O	+	+
19 Energy	+/-	+/-	+/-	O	O	O	O	O	O	++	+
20 Natural Resources	+	+/-	+/-	O	O	O	+	O	+	++	O
21 Waste	+/-	+/-	+/-	O	O	O	O	O	O	+	+
22 Transport	+/-	+/-	+/-	+/-	++	++	+	O	O	O	+

Table 3-3: Summary of results from appraisal of Core Strategy Policies CS12 – CS27

SA Objective	Core Policies CS12 – CS27																
	CS 12	CS 13	CS 14	CS 15	CS 16	CS 17	CS 18	CS 19	CS 20	CS 21	CS 22	CS 23	CS 24	CS 25	CS 26	CS 27	
1 Crime	+	+	O	+	O	+	+	+	+	+	+	O	O	O	O	O	
2 Education	O	O	O	++	+	O	O	O	O	O	O	O	O	O	O	O	
3 Health	+	+	+	++	+	+	+	+	+	+	O	O	O	O	+	+	
4 Housing	+	++	++	+	++	O	+	+	O	+	O	+	O	+	+	O	
5 Community Cohesion	++	O	O	O	O	+	+	+	+	+	O	O	O	O	+	+	
6 Access to Services etc	+	+	O	+	+	+	+	+	+	+	+	O	+	O	+	+	
7 Economic Growth	O	O	O	+	O	++	++	++	++	++	++	++	++	O	O	+	
8 Tourism	+	O	O	O	O	++	++	++	++	++	++	++	O	O	O	++	
9 Economic Inclusion	O	O	O	O	O	+	+	+	+	+	+	+	+	O	O	+	
10 Urban Renaissance	++	+	O	O	O	++	++	++	++	++	++	++	+	+	+	+	
11 Marketing the borough	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
12 Biodiversity	+/-	O	O	+/-	+/-	O	O	O	O	O	O	O	O	O	+	O	
13 Landscape/ Townscape	+	+	O	O	+/-	+	+	+	+	+	+	+	O	O	+	+	
14 Heritage	+	+	O	O	+/-	+	+	+	+	+	+	+	O	O	+	O	
15 Water	+/-	+/-	O	O	+/-	O	O	O	O	O	O	O	-	-	+	O	
16 Contaminated Land	+	O	O	O	O	+	+	+	+	+	+	+	+/-	O	+	O	
17 Climate Change	+	O	O	+	+	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	O	
18 Air Quality	+	O	O	+	+	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	O	+	
19 Energy	O	+	O	O	O	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	O	O	
20 Natural Resources	O	+	O	O	O	+	+	+	+	+	+	+	+/-	+/-	O	O	
21 Waste	O	O	O	O	O	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	O	O	
22 Transport	+	+	O	+	+	+/-	+/-	+/-	+/-	+/-	+	O	-	-	O	O	

3.5 Appraisal of Core Strategy Cumulative Effects

3.5.1 The SEA Directive requires that the assessment identifies cumulative and synergistic effects (where the combined effects are greater than the sum of their component parts). Table 3-4 sets out the identified and described cumulative effects from the SA of the Submission Core Strategy.

Table 3-4: Cumulative and synergistic effects identified and described in the SA of the Local Plan Part 1: Core Strategy.

Receptor	Cumulative / Synergistic Effect	Causes	Positive / negative / neutral
Crime Rates and Fear of Crime in the borough	Crime rates and fear of crime are on the whole expected to reduce in the borough in the long term, particularly within the inner urban areas.	Overall regeneration to create improved living and working environments (proposed through all elements of the Core Strategy) can improve aspirations and indirectly help reduce crime in the long-term. The policies relating to the creation of a balanced, healthy and greener Blackpool aim to create safe environments.	Positive
Educational and skills attainment within the borough's population	Levels of educational and skills attainment have the potential to improve in the long term	An overall improved environmental quality, together with an improved quality of life through social regeneration, would indirectly contribute to improved aspirations. New and diverse employment provision would help to provide skills training opportunities for local people. The Core Strategy aims to provide business skills, training and mentoring schemes, which would help to improve educational attainment	Positive
Health of the borough's population	Levels of health and well-being have the potential improve in the long term.	The Core Strategy aims to deliver overall regeneration to improve environmental quality within the borough, provide new accessible high quality and affordable housing and employment development, enhance green infrastructure and the quality of the public realm. These provisions would cumulatively contribute to improved living standards and a better quality of life and generate indirect benefits upon health and wellbeing in the long-term. Provisions to improve green networks and pedestrian / cyclist networks within the borough would encourage increased physical activity and healthier lifestyles. These initiatives would also complement those being pursued through Blackpool having Cycle Town status.	Positive
Housing Provision	Housing will be provided to meet identified borough needs.	The Core Strategy specifically provides for an increased range, quality and affordability of housing to meet current and future needs. There is a very clear focus upon the need to rationalise existing housing and accommodation stock to raise standards.	Positive
Community Spirit in the borough	Community spirit has the potential to improve within the inner areas of the Blackpool borough. Reduced level of development in South Blackpool, particularly at Marton Moss could help to protect community spirit and cohesion in the long-term.	Targeted development and regeneration within the resort core and town centre, including the provision of high-quality housing and employment opportunities and increased accessibility, would help to deliver urban renaissance and associated improvements to community spirit and pride through improved aspirations and social wellbeing. Adopting a neighbourhood planning approach in South Blackpool to development at Marton Moss is also likely to offer benefits for community spirit and cohesion by actively engaging the community in the future evolution of this area.	Positive
Access to goods and services in	Access to services and facilities for local people would be improved.	The Core Strategy aims to provide employment, education and housing provision for all in accessible locations. Improved connectivity within the borough is a key feature	Positive

Receptor	Cumulative / Synergistic Effect	Causes	Positive / negative / neutral
the borough		of the Core Strategy, particularly through sustainable travel.	
Sustainable economic growth and tourism	Employment creation, business development and economic growth would be ensured through the Core Strategy.	The Core Strategy would directly contribute to sustainable economic growth (particularly through sustainable tourism), employment provision and economic inclusion. An overall improved environment, together with enhanced connectivity and housing provision, would help to market the Blackpool borough for increased investment. It focuses regeneration within the resort core and the town centre, providing a diverse range of employment opportunities. In addition, employment development would be targeted to the south of Blackpool, expanding upon existing employment development already there and capitalising upon sites that are situated on the Blackpool/Fylde border. This demonstrates the need for continued collaboration between the authorities to maximise the potential of this area. Furthermore, expansion to outer area employment sites would also contribute to sustainable economic growth and help to diversify employment opportunities within the borough	Positive
Economic Inclusion in the borough	Promotion of employment in areas of high employment/income deprivation	Sustainable economic development and employment provision will be focused within the urban areas, which are the most economically deprived locations. This would ensure economic inclusion and a reduction in unemployment in the areas most at need. Improved accessibility within the borough, with improved public transport and walking / cycling opportunities, together with the location of jobs and homes within close proximity, should ensure easy access to employment for all. Diversification of the economy would be encouraged, which would also aid skills development. In addition, the Core Strategy seeks to provide training and mentoring schemes.	Positive
Biodiversity	The Core Strategy seeks to endure protection of biodiversity resources within the borough. There is the possibility of some risks to biodiversity resources in south Blackpool associated with new housing and employment development.	The Core Strategy makes clear recommendations to ensure protection of the biodiversity across the borough. It also seeks to enhance green networks and infrastructure, which could generate positive benefits across Blackpool and into the Fylde borough. The change of approach at Marton Moss within the Core Strategy (focus upon retention and enhancement of its distinctive character) will also positively contribute to protecting biodiversity resources. There is potentially a risk of a cumulative loss of greenfield land associated with future development on the Blackpool/Fylde boundary.	Positive and negative
Townscape and landscape quality in the borough	Protection and enhancement of the historic townscape and heritage of the borough. Potential negative impacts upon some more rural areas around the M55.	The regeneration of the resort core and the town centre would generate benefits upon the townscape through an enhanced environmental and built quality. The Core Strategy specifically promotes high standards of design in all developments to maintain the integrity of the existing character / built quality and contribute to the distinctiveness of the borough. Development to the south of Blackpool would be a natural extension to the existing function of the area, and all development would reflect the existing character. Although the Core Strategy seeks to respect the separate identities of Fylde and Blackpool, potential negative impacts could be experienced within the more rural areas (within the Fylde and Blackpool boroughs) adjacent to the	Positive and negative

Receptor	Cumulative / Synergistic Effect	Causes	Positive / negative / neutral
Local Air Quality and Global Climate Natural Resources	Potential negative effects of traffic growth. Potential negative and positive contributions towards climate change. Potential positive effects as a result of promotion of sustainable travel. The prudent use of natural resources.	<p>M55, through increased visual intrusion. There may also be cumulative effects associated with the development of an extension on the Blackpool/Fylde border.</p> <p>The Core Strategy clearly promotes the use of modes of sustainable travel within the borough. In addition, targeting growth within urban areas, and also through sustainable communities around the M55, would bring jobs and homes closer together, thereby potentially reducing the need to travel.</p> <p>However, concentrated regeneration and new development in inner urban areas, and adjacent to the M55, could potentially lead to increased private car use, travel and congestion, which could generate implications upon local air quality (within both the Fylde and Blackpool boroughs) in the long-term. This may also occur as a result of any future extension developed on the Fylde/Blackpool border – there will be a need for close collaboration between the authorities and environmental assessments of the site to ensure that any environmental risks are assessed and mitigated.</p> <p>Although the Core Strategy specifically seeks to ensure that all developments minimise flood risk, there is potential for development to increase run-off rates and lead to the loss of greenfield land or flood storage.</p> <p>The Core Strategy makes provisions for sustainable development and design, incorporating energy efficiency and the use of renewable energy, the prudent use of natural resources, and the use of SuDS.</p> <p>All new development has the potential to increase pressure upon water and energy resources and generate increased waste production. There are recognised constraints in the South Blackpool area relating to sewerage capacity.</p>	Positive and negative

4. Stage A – Context, Objectives, Baseline and Scope

4.1 Context

4.1.1 The purpose of this chapter is to set out the results from Stage A of the SA Process accompanying the Plan Part 2. This stage was completed during the preparation of the SA Scoping Report prepared in January 2017.

4.2 Spatial Scope

4.2.1 The spatial scope of the SA of the Plan Part 2 is the Borough of Blackpool, although transboundary effects are also considered (i.e. significant effects potentially arising in the neighbouring districts of Wyre and Fylde).

4.3 Temporal Scope

4.3.1 The temporal scope of the SA of the Plan Part 2 is the same as the time span of the Plan, which is up to the year 2027. However, the assessments consider the potential for short, medium- and long-term effects as well as permanent effects that last beyond the lifespan of the Plan.

4.4 Technical Scope

4.4.1 The technical scope is limited to SA and SEA of the Plan Part 2. For SA, this includes assessing components of the Plan against each SA Objective. The following Topics listed in Annex 1(f) of the SEA Directive are accounted for:

- Biodiversity;
- Population;
- Human health;
- Fauna;
- Flora;
- Soil;
- Water;
- Air;
- Climatic factors;
- Material assets;
- Cultural heritage including architectural and archaeological heritage;
- Landscape; and
- The interrelationship between the above factors.

4.4.2 The topic of 'Material assets' is broad and can be considered to account for both natural assets such as minerals, woodland and agricultural land, as well as built assets such as infrastructure, buildings and manufactured goods. Most SA Objectives can therefore be seen as having some degree of relevance to material assets.

4.5 Stage A.1: Plans, Programmes and Sustainability Objectives

4.5.1 Relevant plans, programmes and sustainability objectives were identified during the Scoping stage. These are set out in detail in Appendix A. A comprehensive review of plans and programmes at a national, regional, county and local level was undertaken to identify implications for future Local Plan policies and the SA Objectives. The list of relevant legislation and policies also sets out how proposals in the Plan Part 2 will take these objectives into account.

4.6 Stage A.2: Baseline information

- 4.6.1 Baseline information detailing a range of social, economic and environmental data was obtained from a number of sources, the findings of which are set out in Appendix B. Collectively this data was used as the baseline to provide the basis for identifying issues and determining objectives for the Local Plan Review.

4.7 Stage A.3: Key Sustainability Issues

- 4.7.1 Based on the baseline information, the Scoping Report identified key sustainability issues of relevance for the Borough. These are presented in Appendix B. The identified key sustainability issues were grouped under the themes of:

- Population;
- Education and qualifications;
- Human health;
- Water;
- Soil and land quality;
- Air quality;
- Climatic factors and energy;
- Biodiversity, flora and fauna;
- Cultural heritage;
- Landscape;
- Minerals and waste;
- Transportation;
- Economy;
- Deprivation; and
- Housing.

4.8 Stage A.4: SA Framework

- 4.8.1 The SA Framework, as set out in Table 4-1, emerged from the SA Scoping stage. It is comprised of 22 SA Objectives that are based around the key sustainability issues in Blackpool. Contributing towards achieving each of these Objectives would be seen as helping tackle the key sustainability issues in the Borough.
- 4.8.2 Every proposal in the Plan Part 2, and all reasonable alternatives, are assessed against every SA Objective of this Framework to elicit meaningful information that helps to inform the Plan preparation. The Objectives generally focus on outcomes, such as improvements to air quality, rather than outputs, such as improvements to bus lanes. The Framework considers topics in a holistic way rather than focussing on one designation and aims for enhancement above conservation or preservation.
- 4.8.3 For each SA Objective a range of indicators have been identified that help to guide the assessment. Each SA Objective also has 'targets' which, if met, would constitute a significant contribution towards achieving the SA Objective. The assessment results are presented in a tabular format, with the predicted effects described and evaluated for each SA Objective alongside recommendations for avoiding or mitigating potential negative impacts, or for enhancing positive impacts, on each SA Objective.

Table 4-1: SA Framework

SA Objective and Sub-Objectives	Indicators	Targets
1. To reduce crime, disorder and fear of crime		
<p>To reduce levels of crime To reduce the fear of crime To reduce alcohol and drug misuse To reduce levels of anti-social behaviour To encourage safety by design</p>	<ul style="list-style-type: none"> Number and distribution of wards with LSOAs in the bottom 10% most deprived for crime deprivation. Crime rates per 1,000 of the population for key offences. Number of new development actively incorporating safety by design principles. Number of new initiatives implemented to tackle anti-social behaviour. 	<p>Reduce the number of crimes per 1'000 population.</p>
2. To improve levels of educational attainment for all age groups and all sectors of society		
<p>To improve access to lifelong learning opportunities and other adult education To increase levels of participation and attainment in education for all members of society To increase the percentage of young people who progress into further and higher education and work-based training</p>	<ul style="list-style-type: none"> Location and number of educational establishments in Blackpool. Number and distribution of wards with LSOAs in the bottom 10% most deprived for education, skills and training deprivation. Percentage of 15-year-old pupils in local authority schools achieving 5 or more GCSEs at Grades A* - C or equivalent. Percentage of people aged 16-74 achieving National Vocational Qualification (NVQ) level 4 or above. Percentage of resident adults with no qualifications. Percentage of 16-19-year olds continuing into higher education. 	<p>At least 95% of adults to have basic skills in both functional literacy and numeracy. At least 90% of adults to hold at least level 2 qualifications or equivalent. At least 40% of adults to hold at least level 4 qualifications or equivalent. Increase access to education facilities</p>
3. To improve physical and mental health for all and reduce health inequalities		
<p>To improve access to health and social care services To reduce health inequalities amongst different groups in the community To promote healthy lifestyles To increase/improve access to greenspace</p>	<ul style="list-style-type: none"> Percentage of the resident population who consider themselves to be in good health. Number of wards with LSOAs in the bottom 10% most deprived for health deprivation and disability. Life expectancy at birth for males and females. Percentage of working-age population with a long-term limiting illness. Percentage of adults (16+) taking part in sport and active recreation at least three times a week). Number and distribution of sports facilities and recreational space. 	<p>Increase the number of adults and young people participating in sport and physical activity through increasing accessibility to sport facilities and recreational space. Increase access to health services. Reduce Health Inequalities Maintain and increase number of people claiming to be in good health.</p>
4. To ensure housing provision meets local needs		
<p>To reduce the number of unfit homes To reduce multi-occupancy and improve the quality of rented accommodation</p>	<ul style="list-style-type: none"> Average house price. Percentage of homeowners. Percentage of homes deemed unfit. 	<p>Increase the number of affordable homes provided in the Borough in accordance with housing targets.</p>

SA Objective and Sub-Objectives	Indicators	Targets
To increase the availability of decent quality affordable housing for all To reduce levels of homelessness	<ul style="list-style-type: none"> Percentage of housing vacant. Number of affordable housing completions per annum. 	Increase the number of empty properties brought back into use. Increase percentage of homeowners
5. To protect and enhance community spirit and cohesion		
To improve relations between all social groups To develop opportunities for community involvement	<ul style="list-style-type: none"> Percentage of people in Blackpool who are happy where they live. Percentage of people in Blackpool who take part in decision making and leisure activities within the community. 	Increase the percentage of residents who are happy where they live. Increase the percentage of residents who take part in decision making and leisure activities within the community.
6. To improve access to basic goods, services and amenities for all groups		
To improve access to cultural and recreational facilities To maintain and improve access to essential services and facilities	<ul style="list-style-type: none"> Number of LSOAs in the bottom 10% most deprived for barriers to housing and services provision. Number of essential services and facilities within local settlements. 	Increase access to basic services and amenities. No net loss of basic services and amenities.
7. To encourage sustainable economic growth and business development across the Borough		
To increase levels of employment and to increase the range of local employment opportunities To encourage economic growth To encourage new business formation To strengthen Blackpool as a Sub-Regional Centre	<ul style="list-style-type: none"> Location of key industries and major employers. Economic activity rate. Employment by sector. Number of VAT registered businesses. Visitor numbers and tourist revenue data. 	Increase number of VAT registered businesses. Provision of sufficient employment land to meet economic needs. No net loss in employment land provision. Increase the visitor spend on tourism. Decrease the numbers of employed people currently working outside of the District.
8. To promote sustainable tourism		
To encourage sustainable tourism To support the preservation and or development of high quality built and natural environments within the Borough To modernise the tourism industry	<ul style="list-style-type: none"> The number of tourists per year in Blackpool. Built and natural environment within the Borough. 	Increase in the number of staying tourists a year in Blackpool. To enhance the built and natural environment whining the Borough.
9. To encourage economic inclusion		
To reduce levels of unemployment in areas most at need Improve household earnings	<ul style="list-style-type: none"> Number of wards with LSOAs in the bottom 10% most deprived for employment deprivation. Number of wards with LSOAs in the bottom 10% for income deprivation. 	Increase accessibility to employment areas in particular for LSOAs exhibiting

SA Objective and Sub-Objectives	Indicators	Targets
	<ul style="list-style-type: none"> Percentage of unemployed working-age population. Location of employment areas relative to housing. 	higher levels of employment and income deprivation.
10. To deliver urban renaissance		
<p>Improve vitality and vibrancy of the town centre To improve access to public transport in urban areas</p>	<ul style="list-style-type: none"> The LSOA values for all deprivation areas within the town centre. Number of people who travel to work by transport. 	<p>Decrease the number of areas with LSOA values below 10% for all deprivation areas within the town centre. Increase the percentage of residents who travel to work by public transport rather than drive.</p>
11. To develop and market the Borough as a place to live, work and do business		
<p>To support the preservation and or development of high quality built and natural environments within the Borough To promote the area as a destination for short- and long-term visitors and new residents To enhance the Borough’s image as an attractive place to do business</p>	<ul style="list-style-type: none"> The number of wards with LSOA values in the bottom 10% for economic deprivation. The number of wards with LSOA values in the bottom 10% for educational deprivation. 	<p>Reduce number of Super Lower Output Areas (LSOA’s) in the bottom 10% for health deprivation and Disability Improve the overall education of Blackpool’s population.</p>
12. To protect, maintain and enhance green infrastructure, biodiversity and geodiversity		
<p>To protect, maintain and enhance designated sites of nature conservation importance To protect, maintain and enhance sites of green infrastructure To protect, maintain and enhance wildlife especially rare and endangered species To protect, maintain and enhance habitats and wildlife corridors To provide opportunities for people to access wildlife and open green spaces To protect, maintain and enhance sites of geodiversity importance</p>	<ul style="list-style-type: none"> Number and distribution of designated sites including SSSI’s Condition of SSSIs. Proportion of the population that has full access to the requirements of the Accessible Natural Green Space Standard Number of habitats created, protected or enhanced. 	<p>Maintain and improve number of SSSIs in favourable condition. Increase access to greenspace per head.</p>
13. To protect and enhance the Borough’s landscape and townscape character and quality		
<p>To protect and enhance landscape character and quality To protect and enhance townscape character and quality To promote sensitive design in development</p>	<ul style="list-style-type: none"> Number, location, size and character of conservation areas. Amount of development in the Borough conservation areas at risk. 	<p>No inappropriate development in the Borough. No net loss of conservation areas. No increase in conservation areas at risk.</p>

SA Objective and Sub-Objectives	Indicators	Targets
14. To protect and enhance the cultural heritage resource		
<p>To protect and enhance historic buildings and sites To protect and enhance historic landscape/townscape value</p>	<ul style="list-style-type: none"> • Number and distribution of Listed Buildings, Scheduled Monuments, conservation areas and Registered Parks and Gardens. • Percentage of listed buildings or other assets on the English Heritage at risk register. • Number of permissions granted against English heritage advice. 	<p>No increase in heritage at risk as a result of new development.</p>
15. To protect and enhance the quality of water features and resources and to reduce the risk of flooding		
<p>To protect and enhance ground and surface waters To protect and enhance coastal waters To encourage the inclusion of flood mitigation measures To encourage the sustainable use of water resources</p>	<ul style="list-style-type: none"> • Distribution of areas at risk of fluvial and tidal flooding (Environment Agency). • Percentage of rivers with good/fair chemical and biological water quality. • Number of planning applications granted permission contrary to Environment Agency advice Compliance with Bathing Water Directive. 	<p>To introduce SuDs into new development No planning permissions granted against EA advice. To meet minimum requirements or better of the Bathing Water Directive at all monitoring points.</p>
16. To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary and to protect soil resources		
<p>To reduce the amount of derelict, contaminated, and vacant land To encourage development of brownfield land where appropriate To protect soil functions To prevent the contamination of controlled waters</p>	<ul style="list-style-type: none"> • Percentage of housing completions on previously developed land. • Percentage of employment development on previously developed land. 	<p>100% of new and converted dwellings on previously developed land. Greater than 51% of employment land permitted for development on previously developed land [AMR].</p>
17. To limit and adapt to climate change		
<p>To reduce or manage flooding To reduce greenhouse gas emissions To encourage the inclusion of SuDS To promote the development of multifunctional green infrastructure</p>	<ul style="list-style-type: none"> • Total carbon dioxide (CO₂) emissions per capita per year. Number of SuDS implemented across Blackpool. • Number of planning applications granted permission contrary to Environment Agency advice regarding flooding. • Number of GI projects implemented across Blackpool. 	<p>To reduce per capita CO₂ emissions each year. No planning applications permitted contrary to EA advice on flooding. Number of new developments where SuDS are appropriately used to increase each year.</p>
18. To protect and improve air quality		

SA Objective and Sub-Objectives	Indicators	Targets
To protect and improve local air quality	<ul style="list-style-type: none"> • Number and distribution of AQMAs. • Combined Air Quality. • Indicator Scores for LSOAs in Blackpool. 	No new AQMAs to be designated in Blackpool or increase the area or size of the existing AQMA
19. To increase energy efficiency and require the use of renewable energy sources		
<p>To increase energy efficiency To increase the use of renewable energy To reduce the use of energy</p>	<ul style="list-style-type: none"> • Total carbon dioxide (CO₂) emissions per capita per year. • Annual average domestic gas and electricity consumption per consumer. • Annual gas and electricity consumption in the commercial/industrial sector. • Number of applications for renewable energy developments and details of their location. 	<p>To reduce per capita CO₂ emissions each year. Include more developments with renewable energy systems implemented into the design.</p>
20. To ensure sustainable use of natural resources		
<p>To reduce the demand for raw materials To promote the use of recycled and secondary materials in construction</p>	<ul style="list-style-type: none"> • Incorporation of secondary and recycled materials in new development projects. • Number of sustainable design schemes implemented. • Use of BREEAM4 in new developments. 	<p>Increase use of secondary and recycled materials in construction for new developments. Increase use of water efficiency schemes in new developments.</p>
21. To minimise waste, increase re-use and recycling		
<p>To increase the proportion of waste recycling and reuse To reduce the production of waste To reduce the proportion of waste landfilled</p>	<ul style="list-style-type: none"> • Levels of composting and recycling achieved. • Amount of household waste landfilled. 	<p>Increase the percentage of municipal waste recycled from. Decrease the amount of fly-tipping.</p>
22. To promote the use of more sustainable modes of transport		
<p>To reduce the use of private car To encourage walking, cycling and the use of public transport Encourage the uptake of ICT</p>	<ul style="list-style-type: none"> • Journey to work by mode. • Public transport patronage. • Percentage of dwellings approved and located within 400m of an existing or proposed bus stop or within 800m of an existing or proposed railway station. 	<p>To increase use of sustainable transport and reduce private car dependence. To increase access to broadband internet across the Borough (for residential and employment uses).</p>

5. Stage B – Developing, Refining and Appraising Options

5.1 Overview

- 5.1.1 This chapter sets out the results of Stage B of the SA. This stage was primarily carried out during the preparation of the Interim SA Report and updated to reflect the changes made to the Plan Part 2 as it progressed from the informal consultation stage in early 2019 to its current Regulation 19 Publication version.
- **Stage B1:** Involves testing the Plan Objectives for their compatibility with the SA Objectives. The Plan Part 2 does not propose any Objectives different to those in the adopted Plan Part 1. Stage B1 therefore does not apply to the SA process for the Plan Part 2. The results of Stage B1 carried out for the SA of the Plan Part 1 are summarised in Chapter 3;
 - **Stage B2:** Involves developing and refining options. Throughout the Plan-making process for the Plan Part 2 the Council has been developing and refining their proposed range of development management policies and site allocations. Their decision-making process has been informed by a broad and robust evidence base, including assessments results from the SA process;
 - **Stages B3 and B4:** This SA report presents the results of the assessments of policies and site allocations in the Plan Part 2. These assessments predict and evaluate the effects of all options individually and cumulatively and are summarised in Sections 5.4 and 5.5. Borough-wide cumulative and synergistic effects are presented in Chapter 6;
 - **Stage B5:** Recommendations for mitigation and enhancement have been made alongside the assessment results where feasible. Section 5-6 provides an overview of how recommendations made in the SA have been adopted by the Council;
 - **Stage B6:** Chapter 8 presents the proposed monitoring framework for ensuring that the sustainability impacts of the Plan Part 2 conform with predictions and evaluations made in the SA.

5.2 B2: Developing and Refining Options

Reasonable Alternatives

- 5.2.1 A key tenet of SEA is the consideration of reasonable alternatives, as per Article 5, Article 9 and Annex 1 of the SEA Directive:

Article 5:

(1) Where an environmental assessment is required under Article 3(1), an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated. The information to be given for this purpose is referred to in Annex I.

Article 9:

1. Member States shall ensure that, when a plan or programme is adopted, the authorities referred to in Article 6(3), the public and any Member State consulted under Article 7 are informed and the following items are made available to those so informed: ...
(b) ... the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with,

SEA Directive Annex 1:

(h) ... an outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken, including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the information., and a description of how the assessment was undertaken, including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the information.

5.2.2 In practice, the requirements from the SEA Directive necessitate:

- That the SA describes the reasonable alternatives to the Plan Part 2 and predicts and evaluates their likely sustainability impacts to the same level of detail as all options being appraised – evidence has generated the Plan Part 2, rather than *vice-versa*.;
- That the SA outlines the reasons for which reasonable alternatives were considered to be 'reasonable' whilst other options were not; and,
- That the SA provides a justification for the selection of the preferred approach in light of the alternatives dealt with.

5.2.3 Alternatives are not needed for every plan issue and an alternative could be seen as only being reasonable if it is under active consideration by the planning team. Determining if an alternative is reasonable is an evaluative assessment typically applying Wednesbury unreasonableness (i.e. it is so unreasonable that no reasonable person acting reasonably could have made it). Where only one option or alternative is reasonable, then looking at other options would not be 'reasonable'. For example, not meeting the objectively assessed housing need for Blackpool or going against Government policy would not be 'reasonable', and so any option that would result in either of these occurrences would not be a reasonable alternative.

How the preferred options have been arrived at

5.2.4 The Council has identified a preferred approach in the Plan Part 2 comprising 42 DM Policies (see Table 5.3) and numerous site allocations (see Table 5.5). Arriving at these proposals set out in the Plan Part 2 has been a robust, lengthy and evidence-led process, including an iterative relationship between the Plan-making and SA to enable the Council to factor the sustainability performance of options into their decision making.

5.2.5 The Plan Part 2 has been informed by responses received from stakeholders during the Regulation 18 Scoping consultation held during the Summer of 2017 as well as the informal consultation held in early 2019. It has also been guided by various evidence studies and supporting documents, including the accompanying SA and HRA (see www.blackpool.gov.uk/localplanpart2).

5.2.6 Crucially, the development management policies in the Plan Part 2 conform with Government policy; conform with the Plan strategy adopted through the Plan Part 1; would enable the local development needs, including the housing requirement, to be met; are focussed on achieving socially, environmentally and economically sustainable development in Blackpool; tackle key local issues; and are proportionate and manageable. The Council has considered that any alternative to this approach would risk making the Plan discordant with the Plan Part 1, discordant with national planning policy, fail to satisfy Blackpool's housing need or leading to unsustainable development, and therefore would not be reasonable. The Council has therefore not considered reasonable alternatives to the proposed DM policies.

5.2.7 Blackpool has a challenging housing market, rooted in the town's changing fortunes as a major UK seaside holiday resort. The decline in overnight visitors has resulted in the conversion and sub-division of a significant number of holiday accommodation premises to permanent residential use. There is a significant oversupply of poor-quality flats and Houses in Multiple Occupation (HMOs) in the inner areas in building stock that is in need of investment and renewal. This has resulted in a dysfunctional and unbalanced housing supply despite the housing stock outside of the inner areas being of a generally better standard, comprising predominantly semi-detached and terraced housing. Overall, Blackpool has an oversupply of smaller properties, a limited choice of larger properties suitable for family occupation and a significant demand for good quality affordable housing.

5.2.8 Core Strategy Policy CS2 sets out the housing requirement for Blackpool over the period 2012 – 2027 and was adopted in January 2016. It sets out that provision will be made for the delivery of 4,200 (net) new homes between 2012 and 2027. A significant proportion of the 4,200 new homes required have already been built or have planning permission. Policy CS2 also states that new homes will be located on:

- Identified sites within the existing urban area, including major regeneration sites;

- Identified sites within the South Blackpool Growth area; and
 - Windfall sites.
- 5.2.9 Through the Plan Part 2 the Council has sought to allocate all reasonable sites in the Borough where these homes could be located. For sites to be reasonable, they would need to be viable, available, deliverable, achievable, relatively sustainable (e.g. not within a SSSI) and would need to conform with the Plan strategy set out in the Plan Part 1. Whilst very small sites make a valuable contribution towards Blackpool's housing supply, it is not considered practical to allocate them for housing in the Local Plan Part 2. Instead, these sites will contribute towards the housing supply through the windfall allowance. For the purposes of housing allocation in the Local Plan Part 2, a minimum site size threshold of ten units has been used, which accords with the site size threshold in Planning Policy Guidance.
- 5.2.10 A formal 'Call for Sites' exercise was undertaken at the same time as the Local Plan Part 2: Regulation 18 consultation during summer 2017. This was targeted at everybody on the Council's Local Plan database. The 'Call for Sites' process remained open beyond the summer of 2017 and the Council encouraged the submission of sites with development potential for consideration for allocation in the Local Plan Part 2. In addition, existing employment sites and allocations have been considered in terms of their potential for re-use for housing. However, the Core Strategy identified a shortfall in employment land supply in Blackpool.
- 5.2.11 The NPPF requires local authorities to take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, including sites held in public ownership. Reflecting national policy, the Council has been proactive in the selection of sites and has identified land in both public and private ownership for potential allocation. Vacant and derelict land and buildings and additional opportunities in established uses have also been considered as part of the process.
- 5.2.12 A filtering exercise was undertaken on all sites to eliminate any sites that were not suitable for development. Additionally, sites that were not capable of delivering five or more dwellings, including the smallest SHLAA sites, were also eliminated. The 'Call for Sites' resulted in the submission of a number of potential housing sites on land outside of the existing urban area at Marton Moss, which is subject to Core Strategy Policy CS26. A neighbourhood planning approach is being promoted for this area to develop neighbourhood policy which supports the retention and enhancement of the area's distinctive character, whilst identifying in what circumstances development, including residential, may be acceptable. Prior to developing a local policy framework through the neighbourhood planning process, Policy CS26 strictly limits development on the remaining lands of the Moss. It does not propose any housing development in this location unless this emerges through the neighbourhood planning process from the community. The Marton Moss Neighbourhood Forum are currently preparing a Neighbourhood Plan for the area. Therefore, the site suggestions received on land at Marton Moss are being considered as part of the emerging neighbourhood plan.
- 5.2.13 The remaining sites were assessed by the Council in terms of their availability, suitability and achievability for housing allocation. PPG states that a site is considered available for development when, on best information available there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships. Site suitability has been guided by policies in the Core Strategy, the saved policies in the Local Plan 2001 - 2016 and emerging plan policy in the Local Plan Part 2, as well as national policy. PPG states that a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. It advises that this is essentially a judgement about the economic viability of a site and the capacity of the developer to complete and let or sell the development over a certain period. Policy CS13 in the Core Strategy sets out the Council's approach to residential densities. It sets out that new residential development will be required to make efficient use of land, with an optimum density appropriate to the characteristics of the site and its surrounding area. It states that higher densities will be supported in main centres and on public transport corridors.

- 5.2.14 Following this process, the Council was able to propose their preferred site allocations for various types of development in the draft Plan Part 2 consulted on in early 2019. This list of site allocations has been refined further to arrive at the site allocations proposed in the Publication version of the Plan. The full set of sites, and reasonable alternatives considered during the Plan making process, have all been assessed to the same level of detail in order to inform the Council's selection process. These results are presented in full in Appendix D.
- 5.2.15 The Council's approach to reasonable alternatives is considered to be legally compliant in light of the requirements of the SEA Directive and Regulations as well as relevant case law.

5.3 Predicting and evaluating effects

- 5.3.1 Each development management policy and site allocation in the Plan Part 2 has been assessed for its likely effects on each SA Objective. Identifying and describing effects involves close consideration of the characteristics of the plan and programme versus the characteristics of the effect.
- 5.3.2 As per Annex II (1) of the SEA Directive, the following characteristics of the Plan Part 2 are considered when predicting and evaluating effects:
- The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources;
 - The degree to which the plan or programme influences other plans and programmes including those in a hierarchy;
 - The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development,
 - Environmental problems relevant to the plan or programme; and
 - The relevance of the plan or programme for the implementation of Community legislation on the environment (e.g. plans and programmes linked to waste-management or water protection).
- 5.3.3 As per Annex II (2) of the SEA Directive, the following characteristics are also considered when predicting and evaluating their significance:
- The probability, duration, frequency and reversibility of the effects;
 - The cumulative nature of the effects;
 - The transboundary nature of the effects;
 - The risks to human health or the environment (for example, due to accidents);
 - The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected);
 - The value and vulnerability of the area likely to be affected due to:
 - Special natural characteristics or cultural heritage;
 - Exceeded environmental quality standards or limit values; or
 - Intensive land-use; and
 - The effects on areas or landscapes which have a recognised national, Community or international protection status.

Certainty

- 5.3.4 The nature of the assessment process involves an inherent degree of uncertainty. The Plan Part 2 is intended to be in place until 2027, over which time could potentially arise unforeseen circumstances as site-level baseline data used in the assessments can be highly changeable. For example, any given community facility in Blackpool could potentially close down or move within a period of months, and thus an assessment which considers a site to have good access to this facility pre-development, may not do so by the time construction begins, even if this is only within a few years. These circumstances are impossible to predict and are an inherent part of the SA and indeed the planning process. The planning system is generally robust enough to deal with such changes by re-assessing the needs of sites/communities at

the time applications are made. Uncertainties are dealt with in the SA process by a adopting a precautionary approach, wherein the worst-case scenario is assumed (unless reliable evidence suggests otherwise). For each assessment, an indication is given as to the degree of uncertainty considered to be involved in the identified effect.

Permanence and timescale

5.3.5 The permanence and timescale of effects are also described. This is generally presented in the form of short-term, medium-term, long-term or permanent as well as whether these effects are reversible. In many cases, effects of Plan Part 2 proposals are likely to be multiple terms (e.g. arise in the short-term and reside in the long-term). Table 5-1 defines the notation used for describing these terms within the assessments.

Secondary, cumulative and synergistic

- 5.3.6 The SEA Directive also requires the consideration of cumulative, synergistic and secondary effects, which we define as:
- Secondary effects are effects that are not a direct result but occur away from the original effect or as a result of a complex pathway;
 - Cumulative effects arise, for instance, where several developments each have insignificant effects but together have a significant effect, or where several individual effects have a combined effect; and
 - Synergistic effects interact to produce a total effect greater than the sum of the individual effects, so that the nature of the final impact is different to the nature of the individual impacts.

Magnitude of effects

- 5.3.7 The range of effects includes major adverse, minor adverse, uncertain, positive/adverse, neutral, minor positive and major positive effects (see Table 5-2). For the purpose of the SEA Directive, effects noted as ‘major adverse’ or ‘major positive’ are considered to be ‘significant’. A positive effect would typically be one where the Plan proposal would be likely to contribute towards the aims of the SA Objective, whereas an adverse effect would be one where the Plan proposal conflicts with the Objective.
- 5.3.8 It is possible that two or more minor effects can have a synergistic or cumulative relationship to result in a major, or significant, effect and thus minor effects are also accounted for throughout the assessments. Typically, if a proposal would be expected to have a positive effect(s) to the same extent that it would have an adverse effect(s), a +/- score is awarded. However, if it is considered to be likely that the adverse effect(s) would be of a greater magnitude than the positive effect(s), then an adverse score is awarded in-line with the precautionary principle.

Table 5-1: Notation used to describe types of effects

LT	Long-term effects likely to arise in 10-25 years of Local Plan implementation.
MT	Medium-term effects likely to arise in 5-10 years of Local Plan implementation.
ST	Short-term effects likely to arise in 0-5 years of Local Plan implementation.
D	Direct effects.
I	Indirect effects.
R	Effects are reversible.
IR	Effects are irreversible.
H/M/L	High, medium or low certainty of prediction.

Table 5-2: SA scoring for sites assessments

Impact	Description	Symbol
Major Positive Effect (Significant effect)	The proposal strongly contributes to the achievement of the SA Objective.	++
Positive Effect	The option contributes partially to the achievement of the SA Objective.	+
Neutral	There is no clear relationship between the option and/or the achievement of the SA Objective or the relationship is negligible.	0
Adverse Effect	The option partially detracts from the achievement of the SA Objective.	-
Major Adverse (Significant effect)	The proposal strongly detracts from the achievement of the SA Objective.	--
Uncertain	It is not possible to determine the nature of the impact as there may be too many external factors that would influence the appraisal, or the impact may depend heavily upon implementation at the local level.	?
Positive/Adverse	The option has a combination of both positive and negative contributions to the achievement of the SA Objective.	+/-

5.4 Developing, Refining and Appraising Development Management Policies

- 5.4.1 DM Policies are designed to help guide development in the Borough. The Plan Part 2 proposes 42 DM Policies, as listed in Table 5-3. These policies are spread across seven themes.
- 5.4.2 Each DM policy has been assessed for its likely impacts on each SA Objective. These results are presented in their entirety in Appendix C where an assessment table is provided for each of the seven themes.
- 5.4.3 Within the assessment tables, the following is presented for each policy for each SA Objective:
- A score for the overall effect on the SA Objective, as per the Key in Table 5.2;
 - An indication of the uncertainty, timescale, reversibility of each effect;
 - A description of the positive or adverse effect; and
 - Recommendations for enhancing or mitigating effects.
- 5.4.4 The SA Scores recorded for each Policy have been brought together in Table 5-4. The assessments of DM policies identified predominantly neutral or positive impacts for the majority of SA Objectives. Policy DM7 allocates and safeguards land for employment purposes – these were assessed in the sites assessments of Appendix D and so the results are not included here.
- 5.4.5 A very limited number of potential adverse effects were identified during the appraisal of DM policies and none of these adverse effects are significant either alone or cumulatively. For example minor adverse effects were identified for Policy DM8 against three SA Objectives, namely those related to energy, natural resources and waste, as the Policy promotes new economic development that would be likely to lead to a net increase in energy and resources consumption with a subsequent production of waste. However, DM8 would also be likely to lead to positive impacts on a range of SA Objectives, particularly as the land proposed for new economic development at the Airport Enterprise Zone is predominantly brownfield.
- 5.4.6 Minor adverse effects were also identified for Policy DM32 Wind Energy as it is thought to be likely that the installation of wind turbines would pose a risk to local character, views or setting. However, it is essential that the Council proceeds towards increasing the local supply of renewably sourced energy, such as wind energy, in order to contribute towards local and national efforts to combat the causes of climate change. The HRA accompanying the Plan

Part 2 has ruled out a significant effect on a SAC or SPA as a result of the installation of wind turbines.

5.4.7 Overall it is expected that DM policies proposed in the Plan Part 2 will build positively on the adopted Core Strategy and help to ensure that future development, including that allocated in the Plan itself, can be sustainable. In some cases, recommendations were made to help avoid potential adverse effects or to enhance potential positive effects. The recommendations were regularly related to the benefits of a strategically managed coherent GI network extending throughout the Borough that is designed in a manner to maximise the various benefits and ecosystem services provided by a GI network, including:

- Biodiversity value, including a diverse range of native species throughout the GI network and facilitating the free movement of wildlife through urban scene of Blackpool;
- Landscape value, including a positive impact of high-quality GI on the local character as well as its value in screening development and linking the urban scene with the natural environment and countryside;
- Surface run-off management in order to help alleviate flood risk and protect and enhance water quality;
- Filtering air pollutants out to help improve air quality;
- Storing carbon and providing a climate cooling service (climate change mitigation and adaptation);
- Providing a safe and attractive route for pedestrians and cyclists as well as outdoor recreational and communal opportunities for residents; and
- Helping to protect and enhance the fertility and structure of below-ground soils.

5.4.8 Of particular value could be an increase in Blackpool’s total tree canopy, which is currently considered to be the second lowest in the country at approximately 4.4%¹⁷. Trees evidently are of a high-biodiversity value and play an essential role in local habitat connectivity. However, studies have also proven that greater levels of tree canopy can be significantly beneficial to a much wider scope of objectives in the NPPF, including those related to: Building a strong, competitive economy; Ensuring the vitality of town centres; Promoting healthy and safe communities; Promoting sustainable transport; Making effective use of land; Achieving well-designed places; Protecting Green Belt land; Meeting the challenge of climate change, flooding and coastal change; Conserving and enhancing the natural environment; and Conserving and enhancing the historic environment.

5.4.9 A key recommendation from the SA is therefore for the Council to seek to achieve an increase in local tree canopy cover over the Plan period. There is no ‘golden number’ for what the tree canopy would ideally be and given Blackpool’s intensely urban nature it is likely to be typically lower than in other authorities. A good level of ecosystem services is likely to be delivered at around 25% tree cover, which is broadly in line with the tree cover target pursued in other authorities.

Table 5-3: DM Policies proposed in the Plan Part 2

Housing
Policy DM1: Design Requirements for New Build Housing Developments
Policy DM2: Residential Annexes
Policy DM3: Supported Accommodation and Housing for Older People
Policy DM4: Student Accommodation
Policy DM5: Residential Conversions and Sub-divisions
Policy DM6: Residential uses in the Town Centre
Economy
Policy DM7: Provision of Employment Land and Existing Employment Sites
Policy DM8: Blackpool Airport Enterprise Zone

¹⁷ Doick et al (2017) The Canopy Cover of England’s Towns and Cities: baselining and setting targets to improve human health and well-being

Policy DM9: Blackpool Zoo
Policy DM10: Promenade and Seafront
Policy DM11: Primary Frontages
Policy DM12: Secondary Frontages
Policy DM13: Betting Shops, Adult Gaming Centres and Pawnbrokers in the Town Centre
Policy DM14: District and Local Centres
Policy DM15: Threshold for Impact Assessment
Policy DM16: Hot Food Takeaways
Design
Policy DM17: Design Principles
Policy DM18: High Speed Broadband for New Developments
Policy DM19: Strategic Views
Policy DM20: Extensions and Alterations
Policy DM21: Landscaping
Policy DM22: Shopfronts
Policy DM23: Security Shutters
Policy DM24: Advertisements
Policy DM25: Public Art
Heritage
Policy DM26: Listed Buildings
Policy DM27: Conservation Areas
Policy DM28: Non-Designated Heritage Assets
Policy DM29: Stanley Park
Policy DM30: Archaeology
Environment
Policy DM31: Surface Water Management
Policy DM32: Wind Energy
Policy DM33: Coast and Foreshore
Policy DM34: Development in the Countryside
Policy DM35: Biodiversity
Policy DM36: Controlling Pollution and Contamination
Community
Policy DM37: Community Facilities
Policy DM38: Allotments and Community Gardens
Policy DM39: Blackpool Victoria Hospital
Policy DM40: Blackpool and the Fylde College – Bispham Campus
Transport
Policy DM41: Transport requirements for new development
Policy DM42: Aerodrome Safeguarding

Table 5-4: SA Scores recorded for each DM policy against each SA Objective

Positive		+	Neutral			O	Adverse			-												
Major Positive		++	Positive/Adverse			+/-	Major Adverse			--												
Policy	SAO1 Crime	SAO2 Education	SAO3 Health	SAO4 Housing	SAO5 Community	SAO6 Access	SAO7 Economy	SAO8 Tourism	SAO9 Employment	SAO10 Urban Ren.	SAO11 Market dev.	SAO12 Biodiversity	SAO13 Landscape	SAO14 Cultural Heritage	SAO15 Water	SAO16 Land	SAO17 Climate Change	SAO18 Air quality	SAO19 Energy	Natural Resources SAO20	SAO21 Waste	SAO22 Transport
Housing Policies																						
DM1	+	+	+	++	+	+	+	O	O	+	+	+	+	+	+	O	+	+/-	O	O	+	+/-
DM2	O	O	+	+	+	+	+	O	O	+	+	+	+	+	O	+	O	+	O	O	+	+
DM3	O	O	+	++	+	+	O	O	O	+	+	+	+	+	O	O	+	+	O	O	O	+
DM4	O	+	+	++	+	+	O	O	O	+	+	O	+	+	O	O	+	+	O	O	O	+
DM5	O	O	+	+	+	+	+	O	+	+	+	O	+	+	O	O	O	+	O	O	O	+
DM6	O	O	O	+	+	+	+	+	O	+	++	O	+	+	O	+	+	+	O	O	O	+
Economy Policies																						
DM7	Assessed as individual site allocations (available in Appendix D)																					
DM8	O	+	++	+	+	O	++	+	++	+	+	+	+	+	O	+	+/-	+/-	-	-	-	+/-
DM9	O	O	O	O	O	O	+	++	+	+	+	O	+	+	O	O	O	O	O	O	O	O
DM10	+	O	O	O	+	O	+	++	+	+	++	O	+	+	O	O	O	O	O	O	O	O
DM11	O	O	O	+	+	+	+	+	+	+	++	O	+	O	O	O	O	O	O	O	O	+
DM12	O	O	O	+	+	+	+	+	+	+	++	O	+	+	O	O	O	O	O	O	O	+
DM13	+	O	+	O	+	O	+	+	+/-	+	++	O	+	+	O	O	O	O	O	O	O	O
DM14	O	O	O	O	+	+	+	+	+	+	++	O	+	+	O	+	+	+	O	O	O	+
DM15	O	O	O	O	O	+	+	+	+	+	+	O	+	+	O	O	O	O	O	O	O	O
DM16	O	O	++	O	+	O	O	O	O	O	+	O	O	O	O	O	O	O	O	O	O	O
Design Policies																						
DM17	+	O	O	O	+	O	+	+	O	+	+	O	++	++	O	O	O	O	O	+	+	O
DM18	O	+	O	O	+	+	+	O	+	O	O	O	O	O	O	O	+	+	O	O	O	+
DM19	O	O	O	O	O	O	O	O	O	O	O	O	++	++	O	O	O	O	O	O	O	O
DM20	O	O	O	+	+	O	O	O	O	+	O	O	+	+	O	O	O	O	O	O	O	O
DM21	+	O	+	O	+	+	+	+	+	+	+	++	+	+	+	O	+	+	O	O	O	O

Policy	SAO1 Crime	SAO2 Education	SAO3 Health	SAO4 Housing	SAO5 Community	SAO6 Access	SAO7 Economy	SAO8 Tourism	SAO9 Employment	SAO10 Urban Ren.	SAO11 Market dev.	SAO12 Biodiversity	SAO13 Landscape	SAO14 Cultural Heritage	SAO15 Water	SAO16 Land	Climate Change SAO17	Air quality SAO18	SAO19 Energy	Natural Resources SAO20	SAO21 Waste	SAO22 Transport
DM22	0	0	0	0	0	0	+	+	+	+	+	0	+	+	0	0	0	0	0	0	0	0
DM23	+	0	0	0	0	0	0	0	0	0	+	0	+	+	0	0	0	0	0	0	0	0
DM24	0	0	0	0	0	0	+	+	+	+	+	0	+	+	0	0	0	0	0	0	0	0
DM25	0	0	+	+	0	0	+	+	+	+	+	0	+	0	0	0	0	0	0	0	0	0
Heritage Policies																						
DM26	0	+	0	0	+	0	0	++	0	+	+	0	++	++	0	0	0	0	0	0	0	0
DM27	0	+	0	0	+	0	0	++	0	+	+	0	++	++	0	0	0	0	0	0	0	0
DM28	0	+	0	0	+	0	0	++	0	+	+	0	++	++	0	0	0	0	0	0	0	0
DM29	0	+	0	0	+	0	0	+	0	0	+	0	+	++	0	0	0	0	0	0	0	0
DM30	0	+	0	0	++	0	0	++	0	0	+	0	+	++	0	0	0	0	0	0	0	0
Environment Policies																						
DM31	0	0	0	0	0	0	0	0	0	0	0	0	0	0	++	+	0	0	0	0	0	0
DM32	0	0	0	0	0	0	0	0	0	0	0	0	-	+	0	0	+	0	+	0	0	0
DM33	0	0	+	0	+	0	0	++	0	+	+	++	+	+	+	+	+	+	0	0	0	0
DM34	0	0	+	0	+	0	0	+	0	+	+	++	++	+	+	+	+	+	0	0	0	0
DM35	0	0	+	0	+	0	0	+	0	+	+	++	++	+	+	+	+	+	0	0	0	0
DM36	+	0	+	0	+	0	0	0	0	0	+	+	+	+	0	++	+	+	0	0	0	0
Community Policies																						
DM37	+	+	++	0	++	++	+	+	0	0	0	+	+	++	0	0	0	0	0	0	0	+
DM38	0	0	+	0	+	+	0	0	0	0	+	++	+	+	+	+	+	+	0	0	0	0
DM39	0	0	++	0	+	+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	+
DM40	0	++	0	0	+	+	+	+	+	0	0	0	0	0	0	0	0	0	0	0	0	+
Transport Policies																						
DM41	+	0	+	0	0	++	+	+	+	0	0	0	0	0	0	0	+	+	0	0	0	++
DM42	0	0	0	0	0	0	0	+	0	0	0	0	0	0	0	0	0	0	0	0	0	0

5.5 Developing, Refining, and Appraising Site Allocations

Assessment Tables

- 5.5.1 Table 5-5 lists sites proposed in the Plan Part 2 for allocation for various types of development. Each of these have been appraised for their likely effects on each SA Objective, the results of which are set out in the assessment tables in Appendix D. Each assessment table presents the assessment results for multiple sites at a time – the sites have been ‘clustered’ or grouped together in this way because the clustered sites are in proximity with one another and the proposed allocations would be dealing with similar environmental constraints. This ‘cluster’ approach allows for more efficient and readable assessment results and lends itself to an effective cumulative effects assessment process.
- 5.5.2 The overall effect of each site on each SA Objective is symbolised using the scores from Table 5-2. For each site, and for each Objective, an ‘Initial Score’ and a ‘Residual Score’ is provided. The Initial Score is the likely overall effect of the Site on the SA Objective based on the current situation (including the influence of Core Strategy Policies). The Residual Score factors in the likely effect of recommendations made to the Council as well as the DM Policies proposed in the Plan Part 2. There is therefore a greater degree of uncertainty with determining Residual Scores.
- 5.5.3 The Core Strategy has been adopted by the Council and within it is a raft of policies that would be expected to help ensure development in Blackpool is sustainable. As these policies are now in effect, any new development in the Borough would need to accord with their requirements. In many cases, the Core Strategy Policies would be likely to help ensure potential adverse effects on the environment are avoided or mitigated and to help enhance positive effects. When assessing site allocations, the likely effects of each site have therefore been considered in light of the likely influence of Core Strategy Policies. Table D-4 in Appendix D sets out the Core Policies most likely to notably influence effects against each SA Objective.

Summary of Results

- 5.5.4 The Initial SA Scores recorded for each site allocation against each SA Objective have been brought together in Table 5-6. The significant majority of the identified effects are positive. Significantly positive effects were frequently identified for the Crime, Education, Health, Housing, Access and Transport SA Objectives. Effects on the Tourism, Economic inclusion, Urban renaissance, Attractive place to live and work, Biodiversity, Landscape and Cultural heritage objectives were also overwhelmingly positive. Effects on the Land resource Objective were positive for the majority of sites, although where development has been proposed on previously undeveloped sites a minor adverse score was recorded. The only significant adverse effects identified in the assessments were for site allocations that contain Grade 3 Agricultural Land Classification (ALC) soils. It is unknown if these are Grade 3a, which are some of the best and most versatile soils in the Borough, or Grade 3b, which are less versatile and productive.
- 5.5.5 For SA Objectives on climate change, water, energy, natural resources and air quality, the majority of sites were recorded as having minor adverse effects. This is because these sites are currently vacant or unused and the proposed development at these site allocations would result in the site being home to new residents or employees. These residents or employees would be expected to consume water, energy and natural resources and to follow lifestyles that result in some degree of air pollution and GHG emissions. The operation of businesses, or the lives of local residents, is likely to be relatively sustainable in Blackpool given the proximity of people to jobs and services and the excellent public transport modes on offer. Various policies in the Core Strategy would also be expected to help ensure that new development is energy and water efficient. However, a net increase in relation to current levels at each site is not going to be entirely avoided or mitigated and so in each case a minor (insignificant) adverse effect was recorded.

Table 5-5: Site allocations proposed in the Plan Part 2

Residential site allocations	
HSA1.1	Former Mariners Public House, Norbreck Road
HSA1.2	Former Bispham High School & land off Regency Gardens
HSA1.3	Land at Bromley Close
HSA1.4	Land rear of 307-339 Warley Road
HSA1.5	Land at Chepstow Road/Gateside Drive and land at Dinmore Avenue/Bathurst Avenue, Grange Park
HSA1.6	Land at Coleridge Road/George Street
HSA1.7	190-194 Promenade
HSA1.8	South King Street
HSA1.9	Bethesda Road Car Park
HSA1.10	Whitegate Manor, Whitegate Drive
HSA1.11	Land off Kipling Drive
HSA1.12	Land at Rough Heys Lane
HSA1.13	Land at Enterprise Zone, Jepson Way
HSA1.14	Site B, Former NS & I Site, Preston New Road
HSA1.15	Land at Warren Drive
HSA1.16	Land at Ryscar Way
HSA1.17	Land at 50 Bispham Road
HSA1.18	41 Bispham Road and land to the rear of 39-41 Bispham Road
HSA1.19	Kings Christian Centre, Warley Road
HSA1.20	Land off Coopers Way
HSA1.21	Land at Coleridge Road/ Talbot Road
HSA1.22	7-11 Alfred Street
HSA1.23	Foxhall Village Phases 2(S), 3 & 4
HSA1.25	Site of Co-operative Sports and Social Club, Preston New Road
HSA1.26	9-15 Brun Grove (Blackpool Trim Shops)
HSA1.27	Waterloo Road Methodist Church, Waterloo Road
HSA1.28	Land at 200 – 210 Watson Road
HSA1.29	585 – 593 New South Promenade and 1 Wimbourne Place
Employment site allocations	
DM7	Blackpool Airport Enterprise Zone
DM7	Vicarage Lane
DM7	Clifton Road
DM7	Preston New Road
DM7	Chiswick Grove
DM7	Mowbray Drive
DM7	Devonshire Rd / Mansfield Rd
DM7	Moor Park
DM7	North Blackpool Technology Park
DM7	Warbreck Hill
Mixed Use site allocation	
MUSA1	Land at Church Street (former Syndicate site)
Allotment site allocation	
ASA1	Land to the north of the Golf Driving Range

Table 5-6: Initial SA Scores recorded for each site allocation against each SA Objective

		Positive	+	Neutral	O	Adverse	-																						
		Major Positive (significant)	++	Positive/Adverse	+/-	Major Adverse (significant)	--																						
SA Objective																													
Site ref	SAO1 Crime	SAO2 Education	SAO3 Health	SAO4 Housing	SAO5 Community	SAO6 Access	SAO7 Economy	SAO8 Tourism	SAO9 Employment	SAO10 Urban Ren.	SAO11 Market dev.	SAO12 Biodiversity	SAO13 Landscape	SAO14 Cultural Heritage	SAO15 Water	SAO16 Land	SAO17 Climate Change	SAO18 Air quality	SAO19 Energy	SAO20 Natural Resources	SAO21 Waste	SAO22 Transport							
New housing site allocations																													
HSA1.1	+	++	+	+	++	+	+	+	+	+	+	+	+	O	O	+	O	O	O	O	O	O	++						
HSA1.2	+	+	++	++	-	++	+	+	+	+	-	-	-	O	-	-	-	-	-	-	-	-	++						
HSA1.3	+	++	++	+	+	++	+	O	+	+	+	-	O	O	O	O	O	O	O	O	O	O	++						
HSA1.4	+	++	++	+	+	++	+	O	+	+	+	-	O	O	O	O	O	O	O	O	O	O	++						
HSA1.5	+	++	++	++	+	++	+	O	+	+	+	-	-	O	-	-	-	-	-	-	-	-	++						
HSA1.6	++	+	++	+	+	++	+	+	+	+	+	+	+	O	O	+	O	O	O	O	O	O	++						
HSA1.7	+	+	++	+	+	++	+	+	+	+	+	+	+	O	+	O	-	O	O	O	O	O	++						
HSA1.8	++	+	++	+	+	++	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-	-	++						
HSA1.9	+	+	++	+	+	++	+	+	+	+	+	+	+	+	O	+	O	O	O	O	O	O	++						
HSA1.10	+	++	++	+	+	++	+	+	+	+	+	+	+	O	O	+	O	O	O	O	O	O	++						
HSA1.11	+	++	++	+	+	++	+	O	+	+	O	-	O	O	O	-	O	O	O	O	O	O	+						
HSA1.12	+	++	++	+	+	++	+	O	+	O	+	-	O	O	O	-	O	O	O	O	O	O	++						
HSA1.13	+	+	+	+	+	++	+	O	+	O	+	-	O	O	O	-	O	O	O	O	O	O	++						
HSA1.14	+	+	++	+	+	++	+	+	+	+	+	+	+	O	-	+	-	-	-	-	-	-	+						
HSA1.15	+	+	+	+	+	++	+	O	+	+	-	-	-	O	-	-	-	-	-	-	-	-	++						
HSA1.16	+	+	+	+	+	++	+	O	+	+	-	-	-	O	-	--	-	-	-	-	-	-	++						
HSA1.17	+	++	++	+	+	++	+	O	+	+	+	-	O	O	O	O	O	O	O	O	O	O	++						
HSA1.18	+	++	++	+	+	++	+	O	+	+	+	-	O	O	O	O	O	O	O	O	O	O	++						
HSA1.19	++	+	++	+	+	++	+	+	+	+	+	+	+	+	O	+	O	O	O	O	O	O	++						
HSA1.20	++	+	++	+	+	++	+	+	+	+	+	+	+	O	-	+	-	-	-	-	-	-	++						
HSA1.21	++	+	++	+	+	++	+	+	+	+	+	+	+	O	O	+	O	O	O	O	O	O	++						
HSA1.22	++	+	++	+	+	++	+	+	+	+	+	+	+	+	O	+	O	-	O	O	O	O	++						
HSA1.23	+	+	++	++	+	++	++	+	++	++	++	+	+	+	-	++	-	-	-	-	-	-	++						

SA Objective																						
Site ref	SAO1 Crime	SAO2 Education	SAO3 Health	SAO4 Housing	SAO5 Community	SAO6 Access	SAO7 Economy	SAO8 Tourism	SAO9 Employment	SAO10 Urban Ren.	SAO11 Market dev.	SAO12 Biodiversity	SAO13 Landscape	SAO14 Cultural Heritage	SAO15 Water	SAO16 Land	SAO17 Climate Change	SAO18 Air quality	SAO19 Energy	SAO20 Natural Resources	SAO21 Waste	SAO22 Transport
HSA1.24	+	+	++	+	+	++	+	+	+	+	+	-	+	O	-	+	-	-	-	-	-	+
HSA1.25	+	++	++	+	++	+	+	+	+	+	+	+	+	O	-	+	-	-	-	-	-	+
HSA1.26	+	++	++	+	+	++	+	+	+	+	+	+	+	O	O	+	O	O	O	O	O	++
HSA1.27	+	++	++	+	+	++	+	O	+	+	+	+	+	O	-	+	-	-	-	-	-	++
HSA1.28	++	++	++	+	+	++	+	+	+	+	+	+	+	O	O	+	-	-	-	-	-	++
HSA1.29	++	+	++	+	+	++	+	+	+	+	+	+	+	O	-	+	-	-	-	-	-	++
Employment land under safeguarded under Policy DM7 (further information is provided in Appendix D)																						
DM7	+	+	+	O	+	++	++	+	++	++	++	+	+	+	-	++	-	-	-	-	-	++
Allotment Allocation																						
ASA1	O	O	+	O	+	O	O	O	O	O	O	+	+	O	+	+	+	O	O	O	O	O
Mixed-use Allocation																						
MUSA1	+	O	O	O	+	+	+	+	+	+	?	O	-	-	-	+	-	-	-	-	-	-

5.6 Recommendations

- 5.6.1 As per Annex I (g) of the SEA Directive it is necessary for an environmental report to include *'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'*.
- 5.6.2 The SA of the Plan Part 2 has been iterative process of collecting information, defining alternatives, identifying environmental effects, developing mitigation measures and revising proposals in the light of predicted environmental effects. Mitigation involves putting in place measures to prevent, reduce or offset any identified adverse sustainability effects. Measures may also include recommendations for enhancing positive effects. The first priority should, however, be avoidance of adverse effects. Only when all alternatives that might avoid an adverse effect have been exhausted, should mitigation be sought to reduce the harmful effect.
- 5.6.3 Incorporated within the assessment tables for all policies and site allocations of the Plan Part 2 is a box of recommendations. Within this, the SA has provided recommendations for avoiding, mitigating or enhancing effects. Over the course of the SA process the Council has reviewed these recommendations and, in some cases, incorporated them into the Plan in order to enhance the sustainability of options.
- 5.6.4 The SA has recommended the following measures to the Council, which have been incorporated into the Plan Part 2:
- Ecological surveys of some sites may be appropriate prior to development being granted permission as the sites contain existing structures such as trees or hedgerow and could potentially be of a high biodiversity value;
 - Where development proposals incorporate GI elements, the proposals should demonstrate how this GI would be comprised of a diverse range of native species (where feasible) and how it is connected to the GI and ecological network extending throughout the Borough and beyond into neighbouring authorities. This measure, which has been incorporated into Policy DM21: Landscaping, would be expected to make a meaningful contribution towards conserving and enhancing the connectivity of the ecological network in Blackpool, helping to enable the free and safe movement of wildlife, and reducing the risk of isolated or island habitats;
 - The Plan Part 2 makes a relatively efficient use of land with a significant portion of development directed towards previously developed land. Where development is allocated for previously undeveloped land a permanent loss of ecologically and potentially agriculturally valuable soils is likely. In such cases, proposals should demonstrate that they will adopt best practice measures for sustainable soil management during the construction phase in order to avoid any unnecessary excavation, erosion, contamination, or compaction of soils. Where possible, proposals should seek to enhance environmental conditions. This measure, which has been incorporated into Policy DM36: Controlling Pollution and Contamination, would be expected to help preserve soil stocks in Blackpool, which would subsequently help to preserve the various ecosystem services the Borough's soil provides including carbon storage, nutrient cycling, biodiversity enhancement, flood risk alleviation and water filtering; and
 - The SA has recommended that proposals should demonstrate that materials used for development are, wherever possible, re-used, recycled, re-usable and recyclable. The Council have incorporated this into Policy DM17: Design Principles. The construction industry is a significant consumer of raw materials and generator of waste, much of which is not re-recycled. This measure would be expected to help minimise this and to enhance the sustainability of the construction development allocated in the Plan Part 2.

6. Stage B - Cumulative and Synergistic Effects

6.1 Context

- 6.1.1 Annex 1(f) of the SEA Directive requires SEA to provide information on “*secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects*”.
- 6.1.2 The assessment of each development management policy and site allocation in Appendices C and D predict and evaluate effects on an individual bases. The purpose of this chapter is to predict and evaluate the likely cumulative and synergistic effects of all policies and sites of the Local Plan (including parts 1 and 2) in-combination. Cumulative and synergistic effects can be defined as:
- Cumulative effects arise, for instance, where several proposals each have insignificant effects but together have a significant effect, or where several individual effects of the proposal have a combined effect; and
 - Synergistic effects interact to produce a total effect greater than the sum of the individual effects, so that the nature of the final impact is different to the nature of the individual impacts.

6.2 Cumulative and synergistic effects of the Plan Part 2

- 6.2.1 The assessment of cumulative effects is spread across eleven themes, each of which is a combination of one or more SA Objectives. Table 6-1 presents the predictions and evaluations of cumulative effects caused by Parts 1 and 2 of the Local Plan in-combination. This assessment factors in the influence of the adopted Core Strategy as any development in Blackpool would need to accord with its various requirements. The Local Plan would be expected to help Blackpool maximise its growth opportunities, particularly through the enhancement of the visitor experience, economic inclusion and the provision of skills learning. The delivery of high-quality housing, the excellent accessibility of healthcare facilities and the anticipated improvement to rates of employment would strengthen the resilience of communities in the Borough.

Table 6-1: Cumulative and synergistic effects assessment of proposals in the Local Plan 2012 – 2027 (including Part 1 and Part 2)

Positive	+	Neutral	O	Adverse	-		
Major Positive	++	Positive/Adverse	+/-	Major Adverse	--		
Short-term	ST	Medium-term	MT	Long-term effects	LT	High, medium, low certainty	H/M/L
Direct	D	Indirect	ID	Reversible	R	Irreversible	IR
Cumulative effects on crime rates and fear of crime in the Borough							
Duration	Uncertainty	Reversibility	Directness	Effect score			
S, M, LT	M	R	D & ID	++			
<p>Crime rates and fear of crime are on the whole expected to reduce in the Borough in the long-term. This is particularly the case within the inner urban areas due to the overall regeneration and high-quality living and working environments (proposed through all elements of the Local Plan) improving aspirations. The substantial provision of a broad range of new employment opportunities in accessible locations, including for those in the most need, would make a major contribution towards combatting crime rates. The protection and provision of community facilities, along with high-quality public realms and development designs that encourage high rates of natural surveillance, would be expected to contribute towards a reduced risk of crime as well as a lowered fear of crime.</p>							
Cumulative effects on educational and skills attainment within the Borough's population							
Duration	Uncertainty	Reversibility	Directness	Effect score			
S, M, LT	L	R	D & ID	++			
<p>Levels of educational and skills attainment for local people have the potential to improve in the long-term. Site allocations in the Plan Part 2 would help to ensure residents have excellent access to a range of educational facilities and opportunities. Policies in both the Plan Parts 1 and 2 would contribute towards an improved offering and accessibility of high-quality educational facilities and opportunities, including at primary and secondary schools as well as colleges and Blackpool University. The proposed range of policies, particularly in those in the Core Strategy, would also be likely to contribute towards an improved quality of life and improved aspirations. The proposed provision of new and diverse employment land would also help to provide skills training opportunities for local people.</p>							
Cumulative effects on the health of the Borough's population							
Duration	Uncertainty	Reversibility	Directness	Effect score			
S, M, LT	L	R	D & ID	++			
<p>Levels of health and well-being have the potential to improve in the long-term. The Core Strategy as well as the proposed DM Policies would help to significantly regenerate and improve environmental quality within Blackpool and would deliver new, accessible, high-quality, and affordable housing and employment development whilst enhancing GI and the quality of the public realm. These provisions would cumulatively contribute towards improved living standards and a better quality of life for local people. The provision of a broad range of high-quality jobs, homes and leisure facilities would make a major contribution towards facilitating improvements to the physical and mental wellbeing of local people. The various provisions to improve green networks and pedestrian / cyclist networks within the Borough would encourage increased physical activity and healthier lifestyles. Site allocations are situated in locations that would provide residents with excellent access to health facilities, including GP surgeries, Blackpool Victoria Hospital, and green spaces. The excellent access to the coastline afforded to most residents in the Borough is likely to be beneficial to their mental wellbeing.</p>							
Cumulative effects on housing provision							
Duration	Uncertainty	Reversibility	Directness	Effect score			
S, M, LT	L	R	D	++			
<p>Housing will be provided to meet the identified Borough requirement. The Local Plan provides for an increased range, quality, and affordability of housing to meet current and future needs. There is a very clear focus upon the need to rationalise existing housing and accommodation stock to raise standards. In so doing the Plan would help to significantly reduce rates of homelessness, deprivation, poverty, inequality and crime.</p>							
Cumulative effects on community spirit in the Borough							

Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	M	R	D & ID	++
<p>Community spirit has the potential to improve within the inner areas of the Blackpool Borough. The reduced level of development in South Blackpool, particularly at Marton Moss, could help to preserve the existing community spirit and cohesion in these areas in the long-term. Targeted development and regeneration within the resort core and town centre, including the provision of high-quality housing and employment opportunities of improved accessibility, would help to deliver urban renaissance and associated improvements to community spirit and pride through improved aspirations and social wellbeing.</p> <p>Adopting a neighbourhood planning approach in South Blackpool to development at Marton Moss is also likely to offer benefits for community spirit and cohesion by actively engaging the community in the future evolution of this area.</p> <p>The Plan provides protection to community facilities throughout Blackpool. New and existing residents in the Borough would be expected to have excellent access to various communal spaces, such as shopping area, pubs and parks. The high-quality development delivered through the Plan would also be expected to help protect and enhance the local sense of place and distinctive character.</p>				
Cumulative effects on access to goods and services in the Borough				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	L	R	D	++
<p>Access to services and facilities for local people would be expected to significantly improve by 2027. The Core Strategy aims to provide employment, education and housing provision for all in accessible locations. Improved connectivity within the borough is a key feature of the Core Strategy, particularly through sustainable travel. The Plan Part 2 would help to ensure new residents are situated in locations where they have excellent access to a broad range of services and facilities and can reach them quickly and easily via walking, cycling and public transport. Various policies would also help to ensure that the accessibility of homes and communities, including walking, cycling and public transport routes, are protected and enhanced.</p>				
Cumulative effects on sustainable economic growth and tourism				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	L	R	D	++
<p>Employment creation, business development and economic growth would be ensured through the Local Plan. Both Parts 1 and 2 would directly contribute towards sustainable economic growth (particularly through sustainable tourism), employment provision and economic inclusion. They would also contribute towards an improved natural and built environment, together with improved connectivity and housing provision, and this would help to market the Blackpool borough for increased investment.</p> <p>The focus on regeneration within the resort core and the town centre facilitates the provision of a diverse range of employment opportunities. Directing the majority of new employment development towards the south of Blackpool would expand upon existing employment development already there and would capitalise upon sites that are situated on the Blackpool/Fylde border. This demonstrates the need for continued collaboration between the authorities to maximise the potential of this area.</p> <p>The range of employment sites and the types of businesses permitted in these locations would be expected to help diversify the Borough's economy over the Plan-period and to ensure it can adapt and compete regionally and nationally.</p>				
Cumulative effects on economic inclusion in the Borough				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	L	R	D	++
<p>Sustainable economic development and employment sites will be focused within the urban areas, which are the most economically deprived locations. This would ensure economic inclusion and a reduction in unemployment in the areas most at need. The range of employment, retail and mixed-use site allocations proposed in the Plan Part 2 would help to situate this development in highly accessible locations that will benefit the employment opportunities of Blackpool's residents whilst also enhancing the commercial viability of this development.</p> <p>Improved accessibility within the Borough, with improved public transport and walking / cycling opportunities, together with the location of jobs and homes within close proximity, should ensure easy access to employment for all. The protection and enhancement of GI, as set out in Core Strategy and DM Policies, would help to encourage higher rates of footfall in central areas of the Borough and this would be expected to help businesses here operate successfully. Diversification of the economy would be encouraged, which would also aid the skills</p>				

development of local people. This is further supported by the training and mentoring schemes sought through the Core Strategy.

Cumulative effects on biodiversity

Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	+

The Core Strategy seeks to provide protection for biodiversity resources within Blackpool and sets out clear guidelines for this purpose. CS Policies seek to protect and enhance the GI network extending throughout the Borough and this would be likely to benefit biodiversity and wildlife in Blackpool and adjacent areas. It is also expected that the change of approach at Marton Moss within the Core Strategy (i.e. a focus upon retention and enhancement of its distinctive character) will also positively contribute to protecting biodiversity resources.

Various DM Policies in the Plan Part 2 would help to protect and enhance areas, designations, and features of biodiversity value from harm caused by development.

The majority of development would be on brownfield sites and this will help to limit the loss of greenfield land. However, a minor net loss of greenfield land remains likely as there are a limited number of small sites containing greenfield land.

Development on brownfield sites is an opportunity to enhance the biodiversity value within the sites, this is also a chance to improve local habitat connectivity such as by incorporating new GI elements into proposals as required in various Core Strategy policies. It is somewhat uncertain the extent to which there would be a coherent GI network extending throughout Blackpool and if this would be proactively and effectively managed.

This could potentially have a minor adverse effect on local habitat connectivity, although it is also expected that proposals would replace any lost GI elements as much as is considered to be feasible. For example, there is a requirement in the Core Strategy for any proposal that would result in the loss of a tree to replace this tree with two of similar maturity and species. It may therefore be feasible for the Plan Part 2 to lead to a net increase in tree canopy in the Borough which, if achieved, is an indicator of a more coherent ecological network for wildlife. Blackpool is considered to have a tree canopy cover of approximately 4.4% which is the second lowest in the country behind only Fleetwood (which has approximately 4.3% tree cover and is just north of Blackpool). Greater tree canopy cover can provide significant benefits to local biodiversity and habitat connectivity and the Local Plan is an opportunity to ensure that new developments provide appropriate levels of new planting.

Cumulative effects on townscape and landscape quality in the Borough

Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	+

CS and DM Policies seek to provide protection and enhancement for the historic townscape and cultural heritage of the Borough by helping to ensure development avoids or mitigates any potential adverse effects. The regeneration of the resort core and the town centre would help to generate benefits for the townscape through an enhanced environmental and built quality. The Core Strategy specifically promotes high standards of design in all developments to maintain the integrity of the existing character / built quality and contribute to the distinctiveness of the Borough. Sites allocated in the Plan Part 2 generally situate development in locations where they would be in-keeping with the existing setting e.g. residential development is typically directed towards predominantly residential areas. In some cases, the proposed development in the Plan Part 2 would be likely to regenerate and revitalise empty plots of land and in so doing could help to enhance the local character as well as the setting of nearby heritage assets.

Although the Core Strategy seeks to respect the separate identities of Fylde and Blackpool, potential negative impacts could be experienced within the more rural areas (within the Fylde and Blackpool boroughs) adjacent to the M55, through increased visual intrusion. There is also a risk that some sites allocated in the Plan Part 2 could lead to the loss of open spaces or GI and this could adversely impact the local character as well as the setting of any nearby heritage assets.

Cumulative effects on waste and natural resources

Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	+/-

The Core Strategy makes provisions for sustainable development and design, incorporating energy efficiency and the use of renewable energy, the prudent use of natural resources, and the use of SuDS. However, it is considered to be likely that the cumulative effect of all development in Parts 1 and 2 of the Plan in-combination would be a net increase in the consumption of water, energy and natural resources as well as a net increase in the generation of waste sent to landfill.

There are recognised constraints in the South Blackpool area relating to sewerage capacity.

Cumulative effects on sustainable transport				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	+/-
<p>Parts 1 and 2 of the Local Plan have a heavy focus on development in urban locations which allow for efficient movements and high rates of walking, cycling and public transport, as well as a focus on protecting and enhancing walking, cycling and public transport routes. There is a national trend in the UK of transport becoming increasingly low-emission and the Local Plan would be expected to help facilitate this transition. However, not all new residents would adopt low-emission or sustainable forms of transport and it is expected that the jobs and population growth facilitated by the Plan would lead to a net increase in the number of local people relying on personal car usage for various purposes including commuting to work. This may be a particular risk in Blackpool where the concentrated regeneration and new development in inner urban areas is partially adjacent to the M55.</p>				
Cumulative effects on climate change mitigation and air quality				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	-
<p>A net increase in private car use caused by new residents and workers in Blackpool would be expected to have an adverse impact on local air quality and would exacerbate the Borough's contribution towards the causes of climate change as a result of air pollutants and GHG emissions associated with road transport.</p> <p>Many of the policies in the Plan would be expected to help ensure that new development in Blackpool is low-emission and energy efficient. The Core Strategy makes provisions for sustainable development and design and incorporates requirements related to energy efficiency and the use of renewable energy. It is somewhat uncertain the extent to which new developments would be energy efficient or permit low carbon lifestyles as some of the energy efficient standards are encouraged rather than enforced, although major new build residential schemes outside of the inner area would be required to use renewable and/or low carbon energy sources and this would make a major contribution towards reducing the carbon footprint of these developments.</p> <p>Overall, the Local Plan seeks to deliver significant quantities of new development in Blackpool, much of which is situated on currently vacant land. A cumulative effect of all new residential and economic development in-combination would be a likely net increase in GHG emissions and energy consumption. This impact is likely to be relatively negligible on a site by site basis but, when considered all development sites in-combination, it may make it increasingly difficult to achieve GHG emissions reduction and air quality improvement targets. This may only be avoidable when new development taking place in the Borough is carbon neutral, which is unlikely to take place in the short- or medium-term.</p> <p>In the centre of Blackpool is an Air Quality Management Area (AQMA). The anticipated rise in local car use could pose a risk to the air quality at the AQMA and make it increasingly difficult to achieve air quality improvement targets here.</p>				
Cumulative effects on climate change adaptation				
Duration	Uncertainty	Reversibility	Directness	Effect score
S, M, LT	H	R	D	+
<p>The Local Plan specifically seeks to direct new development away from land at risk of flooding and this is mostly successfully achieved. Given that most new development is situated on brownfield land, there is unlikely to be a significant risk of altering overland flow rates due to replacing permeable surfaces with hard cover. The Core Strategy makes provisions for sustainable development and design, incorporating the use of SuDS.</p> <p>The potential for the Plan to lead to a net increase in tree canopy would be expected to help protect and enhance the important climate cooling services provided by tree cover.</p>				

6.3 Cumulative effects with other plans and projects

6.3.1 Blackpool neighbours the authorities of Wyre and Fylde. Fylde Borough Council have adopted their Local Plan to 2032. Wyre Borough Council adopted their Local Plan in February 2019. Within each plan, various sites in each authority have been allocated for different types of development. Some of these sites are near the border of Blackpool and so could potentially have a cumulative effect in-combination with development in Blackpool. Table 6-2 identifies the sites in Blackpool’s neighbouring authorities where residential, employment and mixed-use development has been allocated or has planning permission.

6.3.2 The assessment of cumulative effects should be revisited and updated as necessary in light of any changes to the Plan Part 2 in future iterations of the SA Report.

Table 6-2: Development in neighbouring authorities include in the cumulative effects assessment

Site	Location	Development	Delivery status
Fylde Local Plan to 2032 (Adopted)			
HSS4	Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor	429 homes	Commenced in 2015
MUS1	Fylde-Blackpool periphery near Whitehills business park	529 homes 5.7ha employment	Commenced 2016
MUS2	Fylde-Blackpool periphery near Whitehills business park	630 homes 20ha employment	Due to commence in 2021/22
HSS5	Fylde-Blackpool periphery near Whitehills business park	250 homes	Due to commence in 2023/24
HSS6	Fylde-Blackpool periphery near Whitehills business park	151 homes	Commenced 2013/14
HS21	Land to the rear of 11-63 Westgate Road, Squires Gate	25 homes	Commenced 2017/18
HS22	Former Clock Garage, Preston New Road, Westby	14 homes	Commenced 2018/19
HS23	Land South of Bridgeside, Squires Gate	22 homes	Commenced 2018/19
ES4	Fylde-Blackpool periphery near Whitehills business park	2.4ha employment	TBC
ES5	Blackpool and Fylde Industrial Estate, Whitehills	14.5ha employment	TBC
ES6	Blackpool Airport Enterprise Zone (Zone A), Squires Gate	4.9ha employment	TBC
ES7	ITSA, Brunel Way, Whitehills	5.6ha employment	TBC
HSS1	Queensway, St Annes	992 homes	Commenced 2018
MUS4	Heyhouses Lane, St Annes	322 homes	Commenced 2014
Wyre Local Plan to 2031 (Adopted)			
SA1/11	Cleveleys	153 homes	TBC
SA1/8	Cleveleys	154 homes	TBC
SA1/7	Cleveleys	48 homes	TBC
SA1/6	Cleveleys	516 homes	TBC
SA1/5	Cleveleys	236 homes	TBC
SA1/3	Cleveleys	153 homes	TBC
SA1/4	Cleveleys	42 homes	TBC
SA4	Hillhouse Technology Enterprise Zone, Thornton-Cleveleys	135.75ha employment	TBC

Site	Location	Development	Delivery status
SA3/1	Cleveleys	120 homes, 7.5ha employment	TBC

Cumulative effects with the Fylde Local Plan to 2032

- 6.3.3 Development proposed on the Fylde-Blackpool periphery would be expected to have major positive effects on sustainable economic growth, economic inclusion, urban renaissance, marketing the regions as a place to live and work and enhancing skills learning opportunities for local people, largely due to approximately 52.6ha of employment land being allocated near Whitehills and a further 4.9ha allocated in Squires Gate. These areas are highly accessible for residents of Blackpool and Fylde, including for those most at need, by public transport options as well as walking and cycling routes. New development in these locations would be expected to be of a high-quality design in line with Plan policies that enables high rates of natural surveillance and discourages crime. These are direct effects are of a low-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.4 Development along the Fylde-Blackpool periphery would not be expected to have any significant effects on any biodiversity designations (this is supported by the findings in the relevant HRA processes). Situating the majority of development here is an effective means of avoiding more ecologically sensitive areas in the region. There could potentially be some losses of greenfield land near Whitehills but overall it is likely that many sites would incorporate existing and new GI elements into the proposals and would help to improve local habitat connectivity. These are direct effects are of a low-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.5 The combined development near Whitehills could potentially make it difficult to avoid impacts on the setting of the nearby Conservation Area, which currently enjoys wide open spaces and long-distance countryside views on its southern and south eastern perimeters. Policies in the adopted Core Strategy as well as the Fylde Local Plan would be expected to ensure that development near the Conservation Area gives close consideration to the historic environment and in some cases, there is the potential for enhancing the setting of the Conservation Area. Overall, a minor adverse effect on the Conservation Area cannot be ruled out. These are direct effects are of a medium-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.6 Access to schools from the Fylde-Blackpool periphery is very good. It is currently uncertain if the combined development in this location would lead to any capacity concerns at local schools. This potential direct effect is of a high-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.7 It is unclear what effects development near Whitehills would have on local flood risk. Fluvial Flood Zones 2 and 3 are present in the area. The alteration of greenfield land to hard surfaces could potentially alter flood risk to some extent and it may also be difficult to ensure all development avoids land at risk of flooding. In line with policies in the Core Strategy as well as the Fylde Local Plan, it is expected that no development would take place on land at a degree of flood risk with which it is incompatible and that SuDS would typically be incorporated into proposals. This potential direct effect is of a high-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.8 Overall, new development here would be expected to be in-keeping with the local townscape character as it is situated near similar forms of development. There would be a loss of some greenfield land in some locations but the development would be expected to be of a high-quality design. Overall a neutral effect on landscape and townscape character is likely. This

direct effect is of a low-uncertainty with short- and long-term timescales that could be reversible.

- 6.3.9 Much of Whitehills Industrial Estate and land to its immediate south contains Grade 2 and Grade 3 ALC soils, so development on greenfield sites in these locations could lead to a cumulative loss of some of the local area's BMV soils. There are brownfield opportunities in the area and this may help to limit the loss of valuable soils. Depending on the quantity of development on Grade 2 or 3 ALC land, there could potentially result in a major adverse effect on the land resources SA Objective. This potential direct effect is of a high-uncertainty with short- and long-term timescales that could be reversible.
- 6.3.10 Cumulatively, the anticipated development in the Fylde-Blackpool periphery would be expected to lead to a net increase in GHG emissions and air pollution in relation to existing levels. This is due to the construction and operation of new homes and businesses on currently vacant land. Whilst the nearest railway station, Squires Gate, is approximately 4km west, GHG emissions from development at Whitehills would likely be mitigated to some extent by the site's excellent access to a range of frequent bus routes in the area as well as the short distances needed to travel to access jobs, homes and other key areas in the region. Various policies in both the Blackpool Plan Part 1 as well as the Fylde Local Plan would also help to ensure new builds are relatively energy efficient and residents or employees are able to pursue low-emission styles of living or working. However, overall, an insignificant but net increase in energy, water and natural resources consumption as well as air pollution and GHG emissions along the Fylde-Blackpool periphery would be expected. These direct effects are of a medium-uncertainty with short- and long-term timescales that could be reversible.

Cumulative effects with the Wyre Local Plan to 2031

- 6.3.11 The Wyre Local was adopted in February 2019. Wyre Borough Council are proposing to meet some of their housing need through sites allocated in Cleveleys and Thornton-Cleveleys. These settlements are near the north-eastern perimeter of Blackpool. Blackpool Borough Council have focussed the significant majority of the proposed site allocations in the south of the Borough.

7. Stage D - Consultation on Sustainability Appraisal Report

7.1 Publication Consultation (Regulation 19)

- 7.1.1 The Local Plan Part 2 publication consultation was held between 19th February and 2nd April 2021. The November 2020 SA Report was consulted alongside the Local Plan Part 2 – Publication Version during this time. The aim of the consultation was to gather representations prior to the submission of the Local Plan to the secretary of state.
- 7.1.2 The Council have gone through all of the representations received. Table 7-1 below sets out the representations relating to the SA report.
- 7.1.3 The comment from the Environment Agency was identified as one that should be reflected in the updated SA report, and this report has subsequently been amended to reflect this comment.

Table 7-1: SA related consultation representations

Consultation Comment	Arcadis Response
Historic England	
DM10 - In view of our comments on the Local Plan Policy DM10, we disagree with the SA Score (+) that the Policy is likely to have a positive effect on SA Objective 14 on cultural heritage. The proposed policy does not conserve and enhance the historic environment in line with the requirements of the NPPF.	The Policy supports development at the Pleasure Beach and North Pier if the development conserves and enhances the town's heritage assets. By supporting development which enhances heritage assets, the policy would be expected to have a positive impact on the significance of heritage assets in Blackpool. Supporting high quality landscaping a green infrastructure would also be expected to be sympathetic to historical character and further benefit heritage assets in the town. The policy takes into account the social and cultural benefits historic assets can provide.
DM17 - In view of our comments on the Local Plan Policy DM17, we disagree with the SA Score (o) that the Policy is likely to have a neutral effect on SA Objective 14 on cultural heritage. The proposed policy does not conserve and enhance the historic environment in line with the requirements of the NPPF.	SA has identified a major positive (++) score for Policy DM17 against SA Objective 14. As the policy seeks to ensure high quality design, in-keeping with the local character and have regard to heritage assets and features, it would be expected that Policy DM17 would protect the significant of heritage assets as well as have positive impacts on the local landscape and historic character. The policy takes into account the social and cultural benefits historic assets can provide.
DM19 - In view of our comments on the Local Plan Policy DM19, we disagree with the SA Score (++) that the Policy is likely to have a major positive effect on SA Objective 14 on cultural heritage. The proposed policy does not conserve and enhance the historic environment in line with the requirements of the NPPF.	The SA assessment of Policy DM19 has identified major positive effects in relation to SA Objective 14 due to the policy protecting and enhancing views into and within conservation areas and views of nationally and locally listed buildings. By protecting these strategic views, the policy would be expected to protect and enhance the historic character of Blackpool. The policy takes into account the social and cultural benefits historic assets can provide.
DM22 - In view of our comments on the Local Plan Policy DM22, we disagree with the SA Score (+) that the Policy is likely to have a positive effect on SA Objective 14 on cultural heritage. The proposed policy does not conserve and enhance the historic environment in line with the requirements of the NPPF.	The policy seeks to ensure development proposals have respect to the local character. This would help conserve and enhance the historic environment and therefore, takes into account social and cultural benefits historic assets can provide.

Consultation Comment	Arcadis Response
<p>DM30 - In view of our comments on the Local Plan Policy DM30, we disagree with the SA Score (++) that the Policy is likely to have a major positive effect on SA Objective 14 on cultural heritage. The proposed policy does not conserve and enhance the historic environment in line with the requirements of the NPPF.</p>	<p>Policy seeks to prevent the loss or harm to archaeological sites, and thereby, would protect them and their settings. This would be expected to have benefits in relation to protecting archaeological features and the historic environment.</p>
<p>Site HSA 1.7 - In view of our comments on the Local Plan site allocation we disagree with the SA Score (0) that the site allocation is likely to have a neutral effect on SA Objective 14 on cultural heritage.</p>	<p>Site HSA1.7 identified as minor positive impact in relation to SA Objective 14. Site HSA1.7 currently comprises a car park. The Site is nearby to a Conservation Area and other historic assets. The proposed development of 15 dwellings in accordance with other Local Plan policies would be expected to ensure the development is in-keeping with the local historic and landscape character and enhance heritage assets. The proposed development has the opportunity to be of high-quality design and therefore be more fitting to the local surroundings.</p>
Environment Agency	
<p>Table 4-1: SA Framework, pg. 25 15. To protect and enhance the quality of water features and resources and to reduce the risk of flooding We previously mentioned that the indicator <i>Distribution of areas at risk of fluvial flooding (Environment Agency)</i> should also include tidal flooding, but this recommendation has not been included. The borough has tidal and fluvial flood risks, as such the indicator should reflect this.</p>	<p>Agree, have amended and assessments have been reviewed against this revised indicator, no changes to the assessment were considered to be required.</p>

8. Stage E - Monitoring

8.1 Proposed Monitoring Framework

8.1.1 The SEA Directive states:

“Member States shall monitor the significant environmental effects of the implementation of plans and programmes... in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action” (Article 10.1) and “The Environmental Report should provide information on “a description of the measures envisaged concerning monitoring”” (Annex I (i)).

8.1.2 Feedback from the monitoring process helps to provide more relevant information that can be used to pinpoint specific performance issues and significant effects, and ultimately lead to more informed decision-making. In addition to monitoring the sustainability impacts of the Plan, it will also be necessary to monitor changes to the environmental, social and economic context and baseline conditions. A Monitoring Framework is proposed in Table 8-1 that could be used to measure the performance of the Plan against defined indicators based on:

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

8.1.3 The Framework is structured using SA Objectives and includes the following elements:

- The likely significant effect or the area of uncertainty that needs to be monitored;
- A suitable monitoring indicator;
- A target (where one has been devised); and
- The frequency of the monitoring.

8.1.4 The proposed Monitoring Framework in Table 8-1 is similar to the Monitoring Framework proposed in the SA of the Local Plan Part 1: Core Strategy Submission, in part because the identified effects across both SA processes are largely similar but also because this approach helps to keep the monitoring process concise, efficient, and manageable.

8.1.5 It is anticipated that monitoring of the Plan Part 2 would be integrated with the Council's annual Authority Monitoring Report (AMR).

Table 8-1: Proposed Monitoring Framework

SA Objective	Effect to be monitored	Indicators	Targets (Source)	Frequency
1. Crime	The Plan will be likely to help contribute to a reduction in local rates of crime	<ul style="list-style-type: none"> Crime rates per 1,000 of the population for key offences. Number of new development actively incorporating safety by design principles 	<ul style="list-style-type: none"> Reduce the number of wards with LSOAs in the bottom 10% most deprived for crime deprivation (IMD) 	Every 3 years
2. Education	The Plan will help to ensure new and existing residents have good access to education facilities with capacity, and this will facilitate improvements in local educational attainment	<ul style="list-style-type: none"> Skills, qualifications, and GCSE performance of Blackpool's residents Percentage of working age people with no qualifications 	<ul style="list-style-type: none"> To increase the percentage of pupils in local authority schools achieving 5 or more GCSE's at grades A*-C or equivalent (source: Authority Monitoring Reports (AMR)). The Council could potentially aim to achieve levels at or above national levels. Reduce the number of wards with LSOA values in the bottom 10% for educational deprivation. 	Every 3 years
3. Health	The Plan will help to ensure residents have good access to health facilities and can live active and healthy lifestyles	<ul style="list-style-type: none"> Percentage of the resident population who consider themselves to be in good health Male and Female life expectancy Number of LSOAs in the bottom 10% for health deprivation and disability 	<ul style="list-style-type: none"> Reduce the number of LSOAs in the bottom 10% for health deprivation and disability (IMD) To increase life expectancy to at or above national levels over the plan period (AMR) 	Every 3 years
4. Housing	The Plan will help to ensure housing satisfies the local need	<ul style="list-style-type: none"> Number of net completions per annum against the phased housing requirement New build completions by dwelling type New build completions by dwelling size Number of affordable housing completions Total provision of Gypsy/Traveller pitches/plots 	<ul style="list-style-type: none"> Reduce number of wards with LSOAs in bottom 10% for living environment deprivation (IMD) 	Annual
5. Community Cohesion	The Plan would help to ensure residents can access community facilities and that new development avoids harming community cohesion	<ul style="list-style-type: none"> Amount (sqm) of new community facilities provided in each neighbourhood Percentage of people in Blackpool who are happy where they live Percentage of people who find it easy to access key local services 	<ul style="list-style-type: none"> Targets to be established through AMR. 	Every 3 years
6. Access	The Plan will help to ensure new and existing residents can access to necessary services and facilities	<ul style="list-style-type: none"> Percentage of new residential development within 30 minutes public transport time of a GP, primary school, secondary school, major health centre and employment area/site 	<ul style="list-style-type: none"> To reduce number of wards with LSOAs in bottom 10% for levels of barriers to housing and services (IMD) Ensure that there is at least one 20ha natural green space site within 2km of 	Every 3 years

SA Objective	Effect to be monitored	Indicators	Targets (Source)	Frequency
		<ul style="list-style-type: none"> Number of LSOAs in the bottom 10% most deprived for barriers to housing and services provision 	people's homes (as per Lancashire County Council and in line with Natural England's 'Nature Nearby')	
7. Economic growth	The Plan will be likely to encourage economic growth, higher employment rates and the formation of new businesses.	<ul style="list-style-type: none"> Economic activity rate. Employment by sector. Number of VAT registered businesses. Visitor numbers and tourist revenue data. 	<ul style="list-style-type: none"> To diversify the local economy and attract more skilled jobs (AMR) 	Every 3 years
8. Tourism	The Plan will be likely to help support and improve the local tourism industry.	<ul style="list-style-type: none"> The number of tourists per year in Blackpool. Amount (sqm) of completed leisure development over 500m2 by location Amount (sqm) of new visitor accommodation by location Number of visitors to the resort 	<ul style="list-style-type: none"> To maintain jobs in the tourism sector To increase the amount of accredited accommodation Contribute towards a 10% increase (6.3 million) in Lancashire's visitor numbers by 2020 (source: Lancashire Visitor Economy Strategy and Destination Management Plan 2016 – 2020). Contribute towards achieving a ratio of 80:20 between day and staying visitors (source: Lancashire Visitor Economy Strategy and Destination Management Plan 2016 – 2020). Targets related to Tourism post-2020 should be updated to reflect the targets set out in the new Lancashire Visitor Economy Strategy and Destination Management Plan 	Every 3 years
9. Economic inclusion	The Plan will make a major contribution towards increasing the number of residents in employment	<ul style="list-style-type: none"> Economic activity/employment rates of Blackpool's residents 	<ul style="list-style-type: none"> To reduce number of wards with LSOAs in bottom 10% for employment and income deprivation (IMD) 	Every 3 years
10. Urban renaissance	The Plan will help to improve the vitality and vibrancy of town centres as well as access to public transport in urban areas.	<ul style="list-style-type: none"> Amount (sqm) of completed other town centre uses and percentages completed in the defined Town Centre, District Centres and Local Centres The number of areas with LSOA values below 10% for all deprivation areas within the town centre The percentage of residents who travel to work by public transport rather than drive. Town Centre pedestrian flows/footfall State of the Town Centre environmental quality 	<ul style="list-style-type: none"> To expand the role of Blackpool town centre as the principal retail centre of the Fylde Coast 	Every 3 years

SA Objective	Effect to be monitored	Indicators	Targets (Source)	Frequency
11. Market the Borough	The Plan will help to promote Blackpool as a destination for short- and long-term visitors and new residents and to enhance the Borough's image as an attractive place to do business.	<ul style="list-style-type: none"> Position of Blackpool Town Centre in the National (UK) retail rankings (linked to the number of national multiple retailers) The number of wards with LSOA values in the bottom 10% for economic deprivation. Number of vacant retail units in the Town Centre 	<ul style="list-style-type: none"> To expand the role of Blackpool town centre as the principal retail centre of the Fylde Coast To reduce number of wards with LSOAs in bottom 10% for employment and income deprivation (IMD) 	Every 3 years
12. Biodiversity and geodiversity	The Plan will help to enhance the biodiversity value or many brownfield sites in the Borough but there are some greenfield sites where local biodiversity value could be diminished. No significant effects on a biodiversity designation are likely.	<ul style="list-style-type: none"> Number of green spaces managed to 'Green Flag' award standard Amount (sqm) of public open space lost to other uses Amount (£) invested in Green Infrastructure and where Percentage of new development providing open space (or developer contributions for off-site provision) in accordance with the Council's approved standards Tree canopy in the Borough Change in the areas and populations of biodiversity importance including: I. Change in the priority habitats and species by type II. Change in the priority habitats and species for their intrinsic value, including sites of international, national, regional and sub-regional significance Condition of Sites of Special Scientific Interest 	<ul style="list-style-type: none"> Review Management Plan for SSSI/ Local Nature Reserve every 5 years. Prepare Management Plans for all Council owned sites of designated conservation value within 5 year (AMR) Ensure that there is at least one 20ha natural green space site within 2km of people's homes (as per Lancashire County Council and in line with Natural England's 'Nature Nearby') (AMR) Achieve consistent net gains in tree canopy. In 2016, the tree canopy of Blackpool was calculated at 4.4%, the second lowest in the UK behind only Fleetwood at 4.3% (which sits just north of Blackpool). May require new Tree Canopy Reports prepared by the Council. Achieve steady net increase in total tree canopy in Blackpool. 	Every 5 years
13. Landscape and townscape	New development in Blackpool will help to protect and enhance the townscape character of the Borough.	<ul style="list-style-type: none"> Number of Planning Permissions refused on poor design grounds Amount of public realm improved (ha) 	<ul style="list-style-type: none"> All development > 1ha to provide open space on site. 24 sqm. open space per person (AMR) 	Every 5 years
14. Cultural heritage	New development in Blackpool will help to protect and enhance the setting of the Borough's historic environment.	<ul style="list-style-type: none"> Number of Conservation Areas Number of: I. Listed Buildings II. Locally listed buildings of architectural and/or historic interest Number of Listed Buildings on the 'At Risk' register 	<ul style="list-style-type: none"> Protect Conservation Areas from inappropriate development, and seek improvements to the character and appearance of the area wherever possible (AMR) 	Every 5 years
15. Water and flooding	New development in Blackpool would be likely to led to a net increase in the consumption of water. New development is	<ul style="list-style-type: none"> Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds or water quality 	<ul style="list-style-type: none"> Avoid permitting any development contrary to EA advice To achieve compliance with Directive's Guideline Standard at all monitoring 	Annual

SA Objective	Effect to be monitored	Indicators	Targets (Source)	Frequency
	unlikely to alter local flood risk and new residents are likely to be situated away from land at risk of flooding.	<ul style="list-style-type: none"> Compliance with the standards of the EU bathing water directive Number of planning permissions granted that incorporate Sustainable Drainage Solutions (SuDS) Number and type of Sustainable Drainage Systems (SuDS) approved by the SuDS Approval Body (including retro fitted SuDS) 	points (EU Bathing Water Directive) - maintain annually	
16. Land resource	The Plan will make a relatively efficient use of land by situating the majority of new development on previously developed land	<ul style="list-style-type: none"> Proportion of gross completions on Previously Developed Land (PDL) and Greenfield sites 	<ul style="list-style-type: none"> To reduce the amount of vacant floor space (AMR) Continue to focus on re-using previously developed land (PDL) 	Every 3 years
17. Climate change	The Plan would be likely to lead to an increase in GHG emissions due to the proposed development	<ul style="list-style-type: none"> Number of planning permissions granted for developments that incorporate renewable and low-carbon energy into their schemes Total carbon dioxide (CO₂) emissions per capita per year. 	<ul style="list-style-type: none"> Reduction of UK carbon emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels 	Every 3 years
18. Air quality	The Plan could contribute towards a reduction in air quality in some locations of the Borough due to an increase in local congestion.	<ul style="list-style-type: none"> Number and distribution of AQMAs. Combined Air Quality. 	<ul style="list-style-type: none"> To reduce the percentage of journeys made by private car To ensure no new AQMAs needed 	Every 3 years
19. Energy	The Plan could help to ensure new development is relatively energy efficient and that there is an increasing generation and use of renewable energy	<ul style="list-style-type: none"> Number of new non-residential development over 1,000m² completed to BREEAM 'very good' standard or above Number of renewable and low carbon energy generation schemes installed and operational Annual average domestic gas and electricity consumption per consumer 	<ul style="list-style-type: none"> Reduction of UK carbon emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels 	Every 3 years
20. Natural resources	The scale of development proposed in the Plan will lead to a net increase in the use of resources	<ul style="list-style-type: none"> Number of new non-residential development over 1,000m² completed to BREEAM 'very good' standard or above Incorporation of secondary and recycled materials in new development projects. 	<ul style="list-style-type: none"> Increase use of secondary and recycled materials in construction 	Annual
21. Waste	The scale of development proposed in the Plan could lead to a net increase in the generation of waste sent to landfill	<ul style="list-style-type: none"> Levels of composting and recycling achieved. Amount of household waste landfilled. 	<ul style="list-style-type: none"> Recycle and compost 61% of household waste by 2020 (Lancashire Waste Management Strategy 2008 - 2020) 	Annual
22. Transport	The Plan will help to ensure new and existing residents can travel sustainably to access services,	<ul style="list-style-type: none"> Percentage of new residential development within 30 minutes public transport time of a GP, primary 	<ul style="list-style-type: none"> To reduce the percentage of journeys made by private car 	Every 3 years

SA Objective	Effect to be monitored	Indicators	Targets (Source)	Frequency
	facilities, homes and places of employment	school, secondary school, major health centre and employment area/site <ul style="list-style-type: none"> • Number and type of transport improvements including extensions and enhancements to cycle and pedestrian routes (length of new dedicated routes) • The percentage of residents who travel to work by public transport rather than drive. • Journey to work by mode, 		

9. Next Steps

9.1 Stage E

- 9.1.1 Following the adoption of the Plan, the Council would be expected to monitor the impacts of the plan and report on their findings. This would typically occur by adopting the Monitoring Framework proposed in the SA Report and incorporating it into the Authority Monitoring Report.