Blackpool Council

Sustainability Appraisal

Blackpool Core Strategy

Sustainability Appraisal Report

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Sustainability Appraisal Report

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Appendices

Abbreviations

AAP	Area Action Plan
AMR	Annual Monitoring Report
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BC	Borough Council
cSAC	Candidate Special Area of Conservation
DPD	Development Plan Document
EA	Environment Agency
EH	English Heritage
GVA	Gross Value Added
HRA	Habitats Regulations Assessment
ICT	Information, Communication and Technology
IMD	Index of Multiple Deprivation
LDD	Local Development Document
LDF	Local Development Framework
LNR	Local Nature Reserve
LTP	Local Transport Plan
MAA	Multi-Area Agreement
NE	Natural England
NNR	National Nature Reserve
NVQ	National Vocational Qualification
ODPM	Office of the Deputy Prime Minister
pSPA	Proposed Special Protection Area
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SMR	Standard Mortality Rate
SOA	Super Output Areas
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage System
VAT	Value Added Tax

1   Introduction

1.1   Background to and Purpose of the Core Strategy

Blackpool Council is in the process of preparing its Local Development Framework (LDF), which is currently replacing the existing Blackpool Local Plan (adopted in June 2006). The LDF comprises a suite of Development Plan Documents (DPDs) which outlines its key development goals. It is mandatory that a Core Strategy is included as a DPD, setting out the long-term framework for the delivery of strategic development needs within the Borough.

The Blackpool Core Strategy will essentially act as the spatial representation of Blackpool Council's wider Sustainable Community Strategy (SCS)[1]. The SCS seeks to create a framework for a more prosperous and healthier Blackpool, whereas the Core Strategy will form the basis on which key strategic decisions about the development of the Borough in the future (to 2026) are made. The Core Strategy will particularly focus upon how proposed levels of housing and employment growth will be provided, together with how retail, resort and other developments' needs may be met in the future.

It is the intention to implement the Core Strategy in conjunction with the Fylde Borough Council (BC) and Wyre BC Core Strategies, to ensure transboundary development needs are addressed. The Core Strategy will include:

- A Spatial Vision;

- Spatial Objectives;

- The Preferred Option Policies and Development Proposals (including an Implementation Plan for delivering the Spatial Vision).

Blackpool Council issued their 'Core Strategy Draft Preferred Option' document in January 2010. The Final Blackpool Core Strategy Preferred Option incorporates a number of amendments and commentary to reflect the results of, and recommendations made within, this SA Report. The Final Blackpool Core Strategy Preferred Option will be used as a tool for further consultation, to obtain feedback and comments upon its scope and structure, e.g. the draft spatial strategy, strategic policies and development proposals for the delivery of the vision for Blackpool in 2026.

The document will draw on other strategies which have been adopted for the area, including the North West Regional Spatial Strategy (RSS) and the North West Regional Economic Strategy (and the emerging Regional Strategy), the Fylde Coast Multi Area Agreement (MAA), the Local Strategic Partnership and the Local Transport Plan (LTP).

1.2   Background to and Purpose of this Report

Blackpool BC is committed to preparing a Core Strategy that contributes to sustainable development. The Council wants to achieve a balance between economic growth, social progress and environmental quality. The principle of ensuring a better quality of life for everyone, now and in the future, lies at the heart of sustainable development.

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[1] 'Your Blackpool, Your Future': Sustainable Community Strategy for 2008 – 2028.

A Sustainability Appraisal (SA) (incorporating the requirements of the Strategic Environmental Assessment (SEA) Directive[2]) is being undertaken on the Core Strategy throughout its development. SA is an essential tool for ensuring that the principles of sustainable development are inherent throughout the preparation of the Core Strategy and that it broadly complies with the relevant planning guidance. The overarching aim of the process is to contribute to better decision-making and planning. SA is an iterative process and follows a series of prescribed stages (refer to Section 2.2) in which the elements of the Core Strategy are appraised against sustainability objectives, to encourage the selection of the most sustainable options and to ultimately improve the sustainability of the development that is brought forward.

This SA Report provides a summary of the SA process so far and presents the findings and recommendations of the assessment of the preferred option for the Core Strategy. The key aims are to:

- Provide information on the Core Strategy and the SA process;

- Present the key existing social, economic and environmental conditions of the Blackpool Borough, in the context of existing plans, programmes and environmental protection objectives, together with relevant baseline information;

- Identify, describe and evaluate the likely significant effects of the Core Strategy;

- Recommend measures to avoid, reduce or offset any potentially significant adverse effects; and

- Propose a monitoring framework that can be used to monitor the identified significant effects.

The SA Report will be used as a consultation document, issued to all statutory consultees and stakeholders for comment alongside the Final Draft Core Strategy, and will also be made available to the public. **It is essential that the Final Draft Core Strategy is read in conjunction with this SA Report**.

1.3   Structure of this Report

Table 1-1 provides an outline of the contents and structure of this SA Report.

Section of SA Report	Outline Content
Non Technical Summary (separate document)	Summary of the SA process and SA Report in plain English (a legislative requirement).
Abbreviations	Abbreviations used in this report.
1: Introduction	Provides the background to and purpose of the Core Strategy and this SA Report, and presents the structure of this SA Report.
2: The Sustainability Appraisal	This section outlines the legal requirements for the SA, including links with the SEA Directive. It outlines the key elements of the SA process and the adopted approach for appraising the effects of the Core Strategy (including the SA Framework), together with an overview of the consultation requirements. A summary of the SA process undertaken to date is also provided.

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

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Section of SA Report	Outline Content
	Furthermore, it introduces related assessments which are being undertaken in parallel.
	Details of how to comment upon this SA Report are also provided.
3: The Core Strategy and its Alternatives	Provides a summary of the structure and content of the Core Strategy, and outlines the development of alternative options that were considered and appraised as part of the development of the Core Strategy.
4: Appraisal of the Preferred Core Strategy	Presents the appraisal of the individual elements of the Core Strategy against the SA Framework. The completed matrices to accompany the appraisal are presented in Appendix F. Mitigation measures are proposed where relevant, to avoid, reduce or offset any adverse effects. Opportunities for enhancements to maximise beneficial effects are also proposed.
5: Monitoring Framework	Provides an outline of the proposed monitoring framework.
6: Next Steps	Identifies the next steps in the SA process, following consultation on this SA Report.
Appendix A	Presents the full analysis of relevant plans, programmes and environmental protection objectives and their relationship/conflicts with the Core Strategy and the SA.
Appendix B	Presentation of the full baseline data, a summary of which is presented in Chapter 2.
Appendix C	Presents the assessment methodology and explains how the SA Framework was developed.
Appendix D	SA Objective Compatibility.
Appendix E	Compatibility of SA Objectives and the Core Strategy Objectives.
Appendix F	Matrices for the Appraisal of the Preferred Option for the Core Strategy.

Table 1-1   Contents and Structure of the SA Report

2 The Sustainability Appraisal

2.1 Legal Requirements

It is a legal requirement that the Core Strategy is subject to SA, under the Planning and Compulsory Purchase Act 2004. This Act stipulates that the SA must comply with the requirements of the SEA Directive which was transposed directly into UK law through the SEA Regulations[3].

The aim of the SEA is to *'provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development'* (Article 1 of the SEA Directive).

The decision was taken that a combined SA and SEA would be undertaken (hereinafter referred to as SA), in accordance with good practice, as the Core Strategy has the potential to have a wide range of significant sustainability effects (both positive and negative). The SA has been undertaken in accordance with guidance from the Planning Advisory Service (http://www.pas.gov.uk/pas/core/page.do?pageId=152450). In addition, published Government guidance on SEA[4] (hereafter referred to as the Practical Guide) has also been followed to ensure compliance with the SEA Directive.

2.2 Stages in the SA Process

By combining the SA and SEA processes, this SA considers environmental, social and economic issues and their interactions, thereby ensuring the principles of sustainable development are integrated into the development of the Core Strategy. The aim of the appraisal was to ensure the Preferred Option for the Core Strategy is as sustainable as possible, by making recommendations for improvement to the plan-makers.

Although there are formalised approaches for both SA and SEA, only the latter has a legal obligation to perform certain activities as stipulated in the SEA Directive. These legal obligations have been adhered to throughout the SA process by following a series of prescribed stages, through which the elements of the Core Strategy have been appraised using sustainability objectives (Table 2-1 provides further detail). Figure 2-1 overleaf presents the stages in the SA processes alongside the parallel stages of the DPD preparation process.

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

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

DPD Preparation   **SA Preparation**

| Evidence Gathering. | ←→ | **Stage A:** Setting the context, establishing the baseline and deciding on the scope. | ← | Preparation of and consultation on the Scoping Report |

| Preparation of Draft Core Strategy (including development of alternative options) in consultation. | ←→ | **Stage B:** Developing and refining options and assessing effects. Includes assessment of the alternative options and the preferred option for the Draft Core Strategy. | ← | Preparation of and consultation on the Core Strategy Issues and Options Report |

| | ←→ | **Stage C:** Preparation of the SA Report. | ← | Preparation of and consultation on this SA Report |

| Public consultation on the Draft Core Strategy (i.e. the Preferred Option). | ←→ | **Stage D:** Consultation on the Draft Core Strategy and the SA Report, and assessment of the significant changes. | ← |

| Independent examination. |

| Preparation of the Final Core Strategy and adoption by Blackpool Council. | | An adoption statement will be prepared explaining how the SA has influenced the development of the Final Core Strategy. |

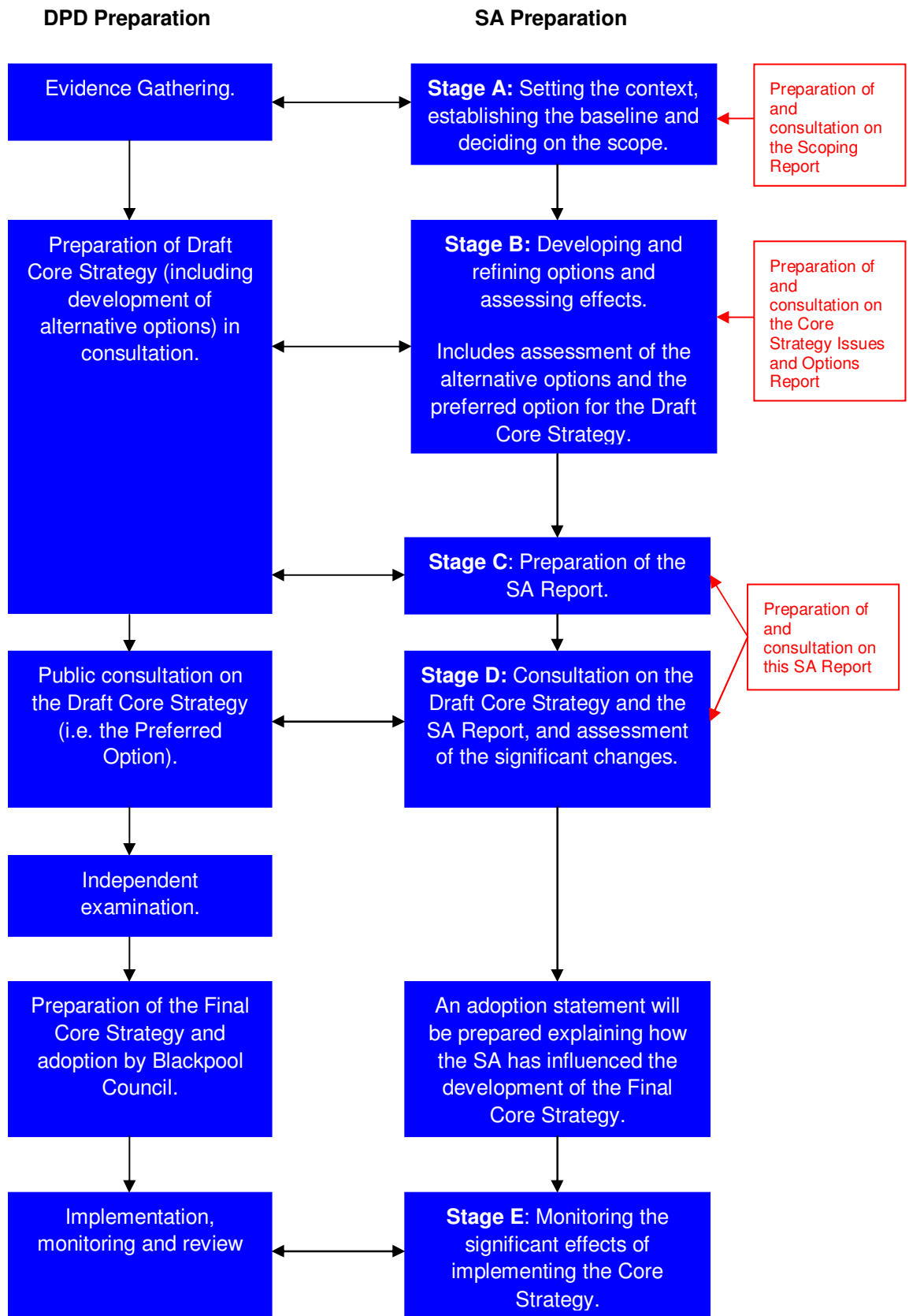| Implementation, monitoring and review | ←→ | **Stage E:** Monitoring the significant effects of implementing the Core Strategy. |

Figure 2-1   Key Stages in the Development of the DPD and the SA

Table 2-1 below presents a summary of the key stages of the SA process, together with the SEA Directive requirements for each stage. Reference is given to where the requirements have been addressed within this SA Report.

SA Stage	Key Elements of SA Stage	Key SEA Directive Requirements	Section of SA Report that Addresses Key requirements
A	Setting the context and objectives.	The environment report should provide information on: *'the relationship (of the plan or programme) with other relevant plans and programmes'* (Annex 1(a)) *'the environmental protection objectives, established at international (European) Community or 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'* (Annex 1(e))	A summary of the Plans, Policies and Environmental Protection Objectives is provided in Section 2.3.3. The full review is presented in Appendix A.
	Establishing the baseline.	The environment report should provide information on: *'relevant aspects of the current state of the environment and the likely evolution thereof without its implementation of the plan or programme'* and, *'the environmental characteristics of the areas likely to be significantly affected'* (Annex 1(b), (c)) *'any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC'* (Annex 1 (c))	A summary of the characterisation of the environmental and sustainability baseline is provided in Section 2.3.4. The full baseline review is presented in Appendix B.
	Deciding on the scope of the appraisal.	N/A	The scope of the appraisal is presented in Section 2.3.1.
B	Developing and refining options and assessing effects.	The environment report should consider *"reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme"* and give *"an outline of the reasons for selecting the alternatives dealt with"* (Article 5.1 and Annex I(h))	A very brief summary of the alternative options assessment is provided in Section 2.4.2. The full details can be found in Chapter 3 of this SA Report.
	Includes assessment of the preferred option for the Draft Core Strategy.	In the environmental report, *"the likely significant effects on the environment of implementing the plan or programme ... and reasonable alternatives ... are [to be] identified, described and evaluated"* (Article 5.1) Annex I (g) states that it should also include *"measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme..."*	A brief summary of the approach to the assessment is provided in Section 2.4.3. The results can be found in Chapter 4 of this SA Report. The full assessment matrices are presented in Appendix F.
C	Preparation of the SA Report.	Article 5.1 contains the requirement for an environmental report to be produced where an assessment is required. The environmental report *"shall include the information that may reasonably be required taking into account current*	The SA Report fulfils the requirements of this Stage.

SA Stage	Key Elements of SA Stage	Key SEA Directive Requirements	Section of SA Report that Addresses Key requirements
		knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process in order to avoid duplication..." (Article 5.2). Details of the information to be given in the Environmental Report are provided in Annex 1.	
D	Consultation on the Draft Core Strategy and the SA Report, and assessment of the significant changes.	Article 6 contains the requirements for the draft plan or programme and the environmental report to be made available to statutory authorities and the public. They should be given an '*early and effective opportunity within time frames to express their opinions*' (Article 6.2).	Arrangements for consultation are described in Section 2.6 of this SA Report.
E	Monitoring the significant effects of implementing the Core Strategy.	*"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) *The Environmental Report should provide information on "a description of the measures envisaged concerning monitoring"* (Annex I (i))	The monitoring framework can be found in Chapter 5 of this SA Report.

Table 2-1   Key SEA Directive Requirements

The following sections detail the activities that have been, and are proposed to be, undertaken at each stage of the SA process. This provides context and background to the SA to-date including its agreed scope, and also presents the methodology for the appraisal of the Core Strategy. Technical limitations to the appraisal are also provided and an introduction to the Habitats Regulations Assessment (HRA), which is being undertaken in parallel to the SA, is introduced.

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

2.3.1   Scope of the Appraisal

The SA process commenced in October 2007, with the preparation of an SA Scoping Report for the Blackpool Council LDF as a whole (Hyder Report Reference 001-NH50946-04). Part One of the report relates to the LDF as a whole, providing generic scoping information applying to all Local Development Documents (LDDs), particularly the Core Strategy. Part Two consists of a separate chapter providing additional scoping information relevant to the Foxhall Area Action Plan (AAP). The Scoping Report contained:

- Characterisation of the environmental, social and economic baseline within the Blackpool Borough as a whole;

- A review of relevant plans, programmes and environmental protection objectives that could influence the SA and the development of the Core Strategy;

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- ▪ Identification of key sustainability issues and opportunities, together with recommendations for mitigation where required; and

- ▪ The development of the SA Framework against which the elements of the Core Strategy have been assessed (refer to Section 2.4.1 for further details).

Geographical Scope of the Appraisal

The Scoping Report set out the scope and approach to the assessment of the Core Strategy. Geographically the scope of this SA comprises the whole of the Blackpool Borough. Transboundary effects within the Fylde and Wyre Boroughs are also considered, where relevant.

Temporal Scope of the Appraisal

The Core Strategy sets out the framework for the delivery of strategic development needs within the Blackpool Borough between 2010 and 2026.

Topics Covered in the Appraisal

The scope of the SA includes consideration of the environmental, social and economic effects of the Blackpool Core Strategy. The baseline characterisation has therefore reflected the required topics set out in the SEA Directive, but also considers relevant additional social and economic topics as recommended in the Planning Advisory Service SA guidance.

Table 2-2 identifies the topics covered, together with their relationship with the topics listed in Annex I of the SEA Directive.

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

Topics covered in the SA	Relevant topics listed in Annex I of the SEA Directive
Housing	Material Assets

Table 2-2   Topics covered in the SA and relevant SEA Directive topics

Annex I of the SEA Directive also requires an assessment of secondary, cumulative and synergistic effects, the results of which are provided in Section 4.6. In addition, an assessment of transboundary effects (in this case impacts upon the neighbouring Fylde and Wyre Boroughs) is required. Transboundary impacts are considered inherently throughout the assessment of the elements of the Core Strategy.

2.3.2   The Scoping Consultation

The Scoping Report was issued for public consultation in November 2007, for the statutory five week consultation period. The aim of this was to obtain comment and feedback upon the scope and level of detail of the SA.

It was issued to the three statutory consultees (the Environment Agency (EA), English Heritage (EH), Natural England (NE)) and other interested parties. Responses from all statutory bodies were received and duly incorporated into the SA process as appropriate.

2.3.3   Review of Plans, Policies and Environmental Protection Objectives

A review of plans, programmes and environmental protection objectives relevant to development in Blackpool as a whole was carried out in order to identify the relationship between them and the Core Strategy. The review included documents prepared at the international, national, regional and local level. These documents cover a broad range of issues, not all of which apply directly to the Core Strategy. The key principles of relevant plans, programmes and environmental protection objectives were taken forward to positively influence the direction of the Core Strategy. The full review is presented in Appendix A.

2.3.4   Establishing the Baseline

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

- Characterising the current state of the environment within the Blackpool Borough (including social and economic aspects as well as the natural environment); and

- Using this information to identify existing problems and opportunities which could be considered in the Core Strategy where relevant.

The baseline was characterised through the following methods:

- Review of relevant local, regional, national and international plans, policies and environmental protection objectives;

- Data gathering using a series of baseline indicators developed from the SEA Directive topics, the Planning Advisory Service guidance, and the data available for the Borough.

- Consideration of the scope and contents of the Blackpool Core Strategy.

A detailed description of the baseline characteristics of the Borough is provided in Appendix B, together with any identified data gaps and inadequacies. Obtaining these datasets would help

to further increase the knowledge of the areas and therefore the potential impacts of the Core Strategy. Such data gaps could potentially be overcome through the use of the monitoring framework.

The baseline data has been used to identify the key sustainability issues and opportunities within Blackpool, a summary of which is presented in Table 2-3. Although these have been grouped by broad sustainability theme, many are indirectly or directly linked and are therefore closely related.

SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
Environment	Greenfield development is constrained by the existence of Green Belt to the east. However, only 0.3% of the Borough's land is classified as derelict. There is a need to maintain a range of housing supply whilst maximising levels of brownfield development in preference to greenfield sites. Given Blackpool's constrained boundaries there is a need to consider accommodation of future development needs in the context of the Fylde coast as a whole.

Air quality in Blackpool is generally good. An Air Quality Management Area (AQMA) is designated in and adjoining the town centre as a result of traffic emissions. Blackpool's ambitions for town centre and resort regeneration are likely to increase traffic levels. The management of air quality needs to be fully considered in future development and traffic management proposals.

Coastal flooding should be given consideration in the development of the Core Strategy, as should the causes of and possible means to reduce localised flooding from surface watercourses.

Blackpool's status as a mass visitor destination poses a potential threat to environmentally sensitive sites unless managed appropriately.

Marton Mere's Special Site of Scientific Interest (SSSI) status requires protection and the maintenance of its favourable condition.

Due to the urban nature of much of the Borough, all sites of potential for nature conservation value are rare and should be afforded high levels of protection and enhancement.

Blackpool has 37 Listed Buildings, of which one is Grade I, 4 are Grade II* and the remainder Grade II. These structures and their settings require protection from inappropriate development.

In addition to preserving statutory sites, it is important to ensure that the wider historic townscape is protected and that cultural heritage issues are taken into consideration in all new developments.

The historic core and Conservation Areas need to be conserved and enhanced for marketing the area's image as a place to live and visit and for contributing to the quality of life of its residents. Enhancing urban greenspace is also important for this purpose.

Household waste production is high and recycling rates are lower than national and county averages, although they are improving. The majority of municipal waste is landfilled, which is not sustainable. | Brownfield sites should be remediated where possible. Potential contamination should be investigated and remediated where necessary in all developments. The biodiverse nature of brownfield sites must be acknowledged where relevant.

High standards of bathing water quality should be maintained and where possible improved to attain the Guideline Standards under the Bathing Water Directive in all locations. This has significant tourism implications.

Blackpool is the focus of water infrastructure improvements as part of United Utilities capital investment programme in the North-West. Opportunities should be taken to co-ordinate modernisation works in order to reduce disruption, and to promote high standards of water infrastructure in new developments.

The wide-ranging regeneration proposals within the Core Strategy provide an opportunity to promote the use of Sustainable Drainage Systems (SuDS) to reduce surface run-off rates.

The protection of the natural environment and urban greenspace has many positive implications for regenerating the Borough for local residents and visitors.

The Core Strategy should make a positive contribution to achieving BAP targets.

Many areas are considered to be run-down in appearance and their enhancement should form a key component of wider regeneration proposals.

The Core Strategy provides an opportunity to ensure that sustainable design principles are incorporated within all new developments to ensure that high levels of environmental performance are achieved. These include energy and water efficiency measures.

Sustainable sourcing and waste management principles should be promoted for all new developments that occur in the Borough. |
| Social | Following a steady decline over the last 50 years, Blackpool's population is expected to increase by 14.2% in the period 2006-2031. Accommodating | Raising educational attainment should be a priority as it remains a driver for personal and professional development as well as overall community |

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SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
	these additional numbers will be a challenge in a small and already densely populated Borough. Blackpool has a higher proportion of both children and elderly residents than regional or national averages. This skewed population structure has implications for health care, employment and the provision of services. Educational attainment is below national and regional averages. Education and skills deprivation is high, with eight wards having SOAs in the bottom 10% nationally. Health and life expectancy in Blackpool is poor compared to national and regional averages and shows little sign of improvement. All Super Output Areas (SOAs) are in the bottom 40% most deprived nationally, with many in the bottom 10%, and even 1%. The proportion of the population who can be considered to lead a healthy lifestyle is low, and is a contributory cause of other adverse health indicators. Alcohol and smoking-related illness is a particular concern. The high percentage of the population with a long-term limiting illness has potential impacts on the labour force and consequently the Borough's economy. Levels of teenage pregnancy are high and are linked to large numbers of economically disadvantaged and vulnerable people and low aspirations. Levels of violent crime are high, are focused in the town centre and are often related to alcohol. Alcohol related crime is often related to criminal damage. Substance misuse is also an issue with drug possession and dealing rates being above the county and regional average. This has links to fear of crime and acquisitive crime. Access to services in Blackpool is generally good due to its small size and urban character, although there are issues relating to quality living environments as there are 13 wards with SOAs in the bottom 10% nationally for Living Environment Deprivation. Blackpool's large stock of poor quality, cheap, private rented accommodation particularly within its inner areas attracts deprived and vulnerable individuals perpetuating and exacerbating housing and social problems. The lack of supply of affordable housing is a major issue. Overcrowding is an issue and a large proportion of houses are in multiple occupation.	improvement The Core Strategy provides an opportunity to address many of the underlying causes of crime. A partnership approach with other agencies, including the police, is likely to be the most successful approach to tackling crime. Ensuring that principles of designing out crime are included within all new developments will help to reduce crime levels, especially in the town centre. A key priority for the Borough is the diversification of its housing stock. There is a need for an expansion in the numbers of high quality, low-density homes orientated towards families and those in professional and managerial occupations. By setting the spatial planning framework, the Core Strategy will be vital for identifying the possible locations of new developments and for ensuring that they can be delivered in the most sustainable manner.

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SA Topic	Key Sustainability Issues	Key Sustainability Opportunities
	A high proportion of houses do not have central heating.	
Economic	There is low diversity in the local economy, which is dominated by the tourism sector. Seasonal unemployment is a consequent issue. There is a large volume of tourist accommodation although this is generally low quality. Visitor numbers are steadily declining as competition increases from cheap foreign destinations. Overnight visitor numbers have declined at a faster rate than day-trippers. Earnings in Blackpool are low and the percentage of claimants of Job-Seekers Allowance is higher than national averages. Productivity (GVA) is low compared to county, regional and national averages partly as a result of the over-representation of service jobs such as distribution, hotels and restaurants. There is a large number of small companies which require support. The wholesale and retail sector is the largest category of VAT registrations. These have remained fairly static since 1999 but have fallen overall since the early 1990s.	It is vital that the tourism sector is developed sustainably and focuses on quality of product and visitor offer. All aspects of the visitor experience need to be made more responsive to visitors' needs, both at present and into the future, as far as can be foreseen. Regeneration initiatives may stimulate new investment in Blackpool, both in the tourism sector, but also in a range of other industries and services that would help to diversify the economic base. Employment opportunities should focus upon local labour. The airport is a major opportunity for bringing in business and tourist expenditure, especially if combined with regeneration proposals. There is an opportunity to strengthen Blackpool's role as a sub-regional hub for the Fylde, particularly with regard to retail, leisure and education services.
Transport	Blackpool's coastal location means that main roads tend to be orientated north-south. Links could be greatly improved from the north, north-east and south of the Borough and particularly within the town itself. Localised congestion and associated adverse air quality is an issue.	Sustainable modes of transport should be promoted. Opportunities to enhance pedestrian and cyclist provision (and safety), and also connectivity within the Borough and between Blackpool and adjacent communities, should be promoted Tram improvement proposals are a major opportunity. Blackpool Airport is a major opportunity for economic growth and the marketing of Blackpool and its surrounding sub-region. This does pose potential environmental issues, particularly in terms of its expansion. The bus system is extensive and well used, although there are opportunities to enhance this further. Particular improvements could relate to the new M55 Hub development, the development of Quality Bus Corridors and a new interchange at Blackpool North station

Table 2-3   Summary of Key Sustainability Issues and Opportunities

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2.4 Stage B: Developing and Refining Options and Assessing Effects

2.4.1 The SA Framework

The SA Framework was developed as part of the Scoping Report. It underpins the assessment methodology and comprises a series of 22 aspirational objectives (SA Objectives) and associated sub-objectives, against which the Core Strategy has been assessed. To ensure a consistent approach, the SA Objectives are common to all the SAs conducted for elements of the LDF. They address the full cross-section of environmental, economic and social sustainability issues within the Blackpool Borough.

The SA Objectives and sub-objectives are presented in Table 2-4 below. A more detailed description of the appraisal methodology and how the SA Framework was developed is provided in Appendix C, together with the indicators and targets associated with each of the SA Objectives.

SA Objective		Sub-Objectives
1	To reduce crime, disorder and fear of crime	*To reduce levels of crime*
		To reduce the fear of crime
		To reduce alcohol and drug misuse
		To reduce levels of anti-social behaviour
		To encourage safety by design
2	To improve levels of educational attainment and training for all age groups and all sectors of society	*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
3	To improve physical and mental health for all and reduce health inequalities	*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
4	To ensure housing provision meets local needs	*To reduce the number of unfit homes*
		To reduce multi-occupancy and improve the quality of rented accommodation
		To increase the availability of decent quality affordable housing for all
		To reduce levels of homelessness
5	To protect and enhance community spirit and cohesion	*To improve relations between all social groups*
		To develop opportunities for community involvement
6	To improve access to basic	*To improve access to cultural and recreational facilities*

SA Objective		Sub-Objectives
	goods, services and amenities for all groups	*To maintain and improve access to essential services and facilities*
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
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
9	To promote economic inclusion	*To reduce levels of unemployment in areas most at need*
		Improve household earnings
10	To deliver urban renaissance	*Improve vitality and vibrancy of town centres*
		To improve access to public transport in urban areas
11	To develop and market the Borough as a place to live, work and do business	*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
12	To protect and enhance biodiversity	*To protect and enhance designated sites of nature conservation importance*
		To protect and enhance wildlife especially rare and endangered species
		To protect and enhance habitats and wildlife corridors
		To provide opportunities for people to access wildlife and open green spaces
13	To protect and enhance the Borough's landscape and townscape character and quality	*To protect and enhance landscape character and quality*
		To protect and enhance townscape character and quality
		To promote sensitive design in development
14	To protect and enhance the cultural heritage resource	*To protect and enhance historic buildings and sites*
		To protect and enhance historic landscape/townscape value
15	To protect and enhance the quality of water features and resources	*To protect and enhance surface water quality*
		To protect and enhance groundwater quality
		To protect and enhance coastal waters
16	To guard against land contamination and encourage the	*To reduce the amount of derelict, contaminated, and vacant land*

SA Objective		Sub-Objectives
	appropriate re-use of brownfield sites	*To encourage development of brownfield land where appropriate*
		Maintain and enhance soil quality
17	To limit and adapt to climate change	*To reduce or manage flooding*
		To reduce greenhouse gas emissions
		To encourage the inclusion of SuDS in new development
18	To protect and improve air quality	*To protect and improve local air quality*
19	To increase energy efficiency and require the use of renewable energy sources	*To increase energy efficiency*
		To increase the use of renewable energy
		To reduced the use of energy
20	To ensure sustainable use of natural resources	*To reduce the demand for raw materials*
		To promote the use of recycled and secondary materials in construction
21	To minimise waste, increase re-use and recycling	*To increase the proportion of waste recycling and re-use*
		To reduce the production of waste
		To reduce the proportion of waste landfilled
22	To promote the use of more sustainable modes of transport	*To reduce the use of private car*
		To encourage walking, cycling and the use of public transport
		Encourage the uptake of Information and Communications Technology (ICT)

Table 2-4   SA Objectives and Sub-Objectives for the Blackpool Core Strategy

2.4.2   Treatment of Alternatives

Following consultation on the Scoping Report, the alternative Strategic Options for the Core Strategy were developed by Blackpool Council, as set out in the 'Blackpool Core Strategy Issues and Options' report (June 2008). The aim of this document was to determine the most appropriate path for the development of Blackpool, by exploring the complex relationship between growth and regeneration.

The six alternative Strategic Options (including the 'Business as Usual' scenario), together with the other key elements of the Core Strategy, were appraised against the SA Framework. The aim of this was to inform the selection of the Preferred Option for the Core Strategy. The results of this exercise, together with recommendations for improvement, were presented in an Assessment of Strategic Options Report (002-NHR-NH51129-05). This report was subsequently issued for consultation alongside the Core Strategy Issues and Options report, the aim of which was to involve key stakeholders in the determination of the Preferred Option.

Details of the assessment of the alternative Strategic Options are documented in Chapter 3.

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2.4.3 Appraising the Impacts of the Core Strategy

The findings of the alternative Strategic Options assessment were fed back to the plan-makers. The Strategic Options were subsequently developed and refined, to inform the Preferred Option for the Core Strategy.

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

- The Spatial Vision;

- The Spatial Objectives;

- The Core Strategy Preferred Option Policies and Development Proposals, which are set out under the following headings

  ➢ The Spatial Strategy: Regeneration Diversification and Growth

  ➢ Town Centre and Resort Renaissance

  ➢ M55 Hub Growth Point

  ➢ Balanced Healthy and Greener Blackpool.

This element of the Core Strategy also contains an Implementation Plan for delivering the Spatial Vision. This will not be subject to appraisal against the SA Framework. However, the information contained in it will be used to inform the proposed monitoring framework (refer to Chapter 5 for full details).

Assessment of the Spatial Vision

Good practice guidance recommends that the key aims and principles of the plan should be assessed against the SA Objectives, in order to test their compatibility and to determine whether they accord with broad sustainability principles.

The Spatial Vision has therefore been reviewed against the SA Objectives, and a summary of the key strengths, weaknesses and recommendations have been identified (as presented in Section 4.1). Recommendations are made to offset or alleviate any adverse impacts that have been predicted, or to enhance any opportunities that have been identified.

Assessment of the Spatial Objectives

It is also recommended that the goals of a plan should be assessed against the SA Objectives. The compatibility between the SA Objectives and the Spatial Objectives of the Core Strategy has been undertaken using a compatibility matrix. Recommendations to offset or alleviate any potential conflicts are provided in Sections 4.1, and the complete compatibility assessment is presented in Appendix E.

Assessment of the Preferred Option Policies and Development Proposals

The Preferred Option for the Core Strategy has been assessed against the SA Framework. The assessment has been undertaken using a series of assessment matrices. The assessment notations used in the assessment, together with their definition are presented in Table C2 in Appendix C. When undertaking the assessment, the symbols assigned in the matrix were justified in the commentary box along with any uncertainties.

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The assessment has been split up as follows:

- **The Spatial Strategy: Regeneration Diversification and Growth:** One matrix has been used to assess the Spatial Strategy and its eight supporting policies.

- **Town Centre and Resort Renaissance:** Three separate matrices have been used to assess the Vision and its four supporting policies, the 'Blackpool Town Centre' strategy and its seven supporting policies, and the 'Promoting Wider Resort Neighbourhood Regeneration' strategy and its nine supporting policies.

- **M55 Hub Growth Point:** One matrix has been used to assess the Vision and its seven supporting policies.

- **Balanced, Health and Greener Blackpool:** One matrix has been used to assess this strategy and its eleven supporting policies.

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

A summary of the assessment of the preferred option for the Core Strategy is provided in Section 4.2. The complete results of the assessment are presented in Appendix F.

Mitigation

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

As the Core Strategy has been developed in parallel to SA process, mitigation measures have been incorporated on a continual basis.

Cumulative Effects

As previously stated, the SEA Directive requires consideration of potential secondary, cumulative and synergistic effects as a result of the plan. The Practical Guide[4] sets out the following definitions for these terms:

- Secondary or indirect effects comprise effects which do not occur as a direct result of the proposed activities, but as a result of complex causal pathway (which may not be predictable).

- Cumulative effects arise from a combination of two or more effects, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the plan or programme have a combined effect.

- Synergistic effects – synergy occurs where the joint effect of two or more processes is greater than the sum of individual effects.

The potential for cumulative, synergistic or secondary or indirect effects as a result of the Core Strategy has been inherently considered within the appraisal, the findings of which are presented in Section 4.6.

Transboundary Effects

An assessment of transboundary effects is also required. Potential transboundary impacts, for example upon the neighbouring Fylde Borough, have been considered throughout the appraisal

of the Core Strategy. Potential impacts are identified inherently throughout the assessment of the elements of the Core Strategy.

Technical Limitations and Uncertainties

During the assessment of the Preferred Option for the Core Strategy, there has sometimes been considerable uncertainty when predicting the potential effects. Where this has occurred, the uncertainty is identified within the appraisal matrices and accompanied by recommendations to mitigate such impacts.

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

Finally, the Core Strategy essentially acts as a guidance document for the future spatial development of the Blackpool Borough. There is therefore reliance upon future decision-makers to ensure sustainable development is ensured.

2.5   Stage C: Preparation of the SA Report

This SA Report presents the findings of the SA and documents the entire SA process.

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

Following finalisation of the SA Report, an internal Blackpool Council review process was conducted. As a result, the Final Blackpool Core Strategy Preferred Option has incorporated a number of amendments and commentary to reflect the results of, and recommendations made within, the SA. Further amendments will be considered and incorporated as appropriate following public consultation.

2.6   Stage D: Consultation on the Final Draft Core Strategy and the SA Report

The SA process for the Core Strategy is currently at Stage D. This Final SA Report has now been issued for consultation alongside the Final Blackpool Core Strategy Preferred Option to all key stakeholders (including statutory consultees and the public) for comment, in accordance with Blackpool Council's Statement of Community Involvement[5]. Both the SA and Core Strategy will be updated as necessary following the consultation period, and subsequently adopted.

The Final Blackpool Core Strategy Preferred Option and the SA Report may be viewed at the address below:

Blackpool Council
Municipal Building
Corporation Street
Blackpool
FY1 1NF

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[5] Local Development Framework for Blackpool Statement of Community Involvement, Adopted June 2007

Alternatively they can be viewed at Blackpool Council's Planning website:
www.blackpool.gov.uk/EnvironmentandPlanning/PlanningPolicy.

The Non-Technical Summary of the SA Report and the Executive Summary of the Core Strategy are also available for public inspection free of charge during normal opening times at all libraries within the Borough.

2.7 Stage E – Monitoring the Significant Effects of Implementing the Core Strategy

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

Monitoring will be undertaken following adoption of the Core Strategy. The monitoring framework is presented in Chapter 5.

2.8 Habitats Regulations Assessment

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

The southern boundary of the Blackpool Borough lies adjacent to the Ribble & Alt Estuaries SPA and Ramsar site. In addition, the northern boundary of the Borough is situated approximately 2.5 km from the Morecambe Bay Ramsar and SPA, and approximately 4.5km from the Morecambe Bay SAC. As a result, it is considered that the provisions of the Core Strategy (either in isolation and/or in combination with other plans or projects) has the potential to generate an adverse impact upon the integrity of a Natura 2000 site, in terms of its conservation objectives and qualifying interests. Blackpool Council is therefore ensuring that the Core Strategy is subject to HRA.

3 The Core Strategy and its Alternatives

3.1 Introduction

The Core Strategy is a mandatory DPD which sets out the long-term framework for the delivery of strategic development needs within the Blackpool Borough. It will form the basis on which key strategic decisions about the development of the Borough in the future are made, particularly focusing upon how proposed levels of housing and employment growth will be provided, together with how retail, resort and other developments' needs may be met in the future. The Core Strategy comprises a Spatial Vision, Spatial Objectives, and the Preferred Option Policies and Development Proposals.

3.2 The Preferred Option for the Core Strategy

The Preferred Option for the Core Strategy comprises a number of Policies and Development Proposals to deliver the Council's vision for Blackpool in 2026 (refer to Section 4.1 for further details of the Spatial Vision and Spatial Objectives).

The four Spatial Objectives guide the development of individual policies and set out strategic priorities for the Core Strategy. They are:

- Sustainable regeneration, diversification and growth
- Maximising regeneration
- Providing supporting growth
- A balanced, healthier and greener Blackpool

The strategic direction of the Core Strategy is focussed on two key initiatives – firstly, the regeneration of Blackpool town centre and its inner resort neighbourhoods, and secondly, a sustainable urban extension on Marton Moss to provide new housing and economic development.

The Policies and Development Proposals are then set out under the following headings:

- The Spatial Strategy: Regeneration Diversification and Growth (comprising eight supporting policies)
- Town Centre and Resort Renaissance (comprising three separate strategies with a total of sixteen supporting policies)
- M55 Hub Growth Point (comprising eight supporting policies)
- Balanced Healthy and Greener Blackpool (comprising eleven supporting policies)

The Core Strategy also contains an Implementation Plan for delivering the Spatial Vision.

A summary of the general content of the Policies are presented in Section 4.2, with a complete list provided within Appendix F.

3.3 Strategic Alternatives

3.3.1 Identification of Reasonable Alternatives

2008 Alternatives Assessment

Six alternative Strategic Options were initially identified for the Core Strategy, each one focusing on a different approach to development within the Blackpool Borough:

1   Urban Concentration / Intensification. Target growth as far as possible to the existing urban area, and maximise opportunities to re-utilise any vacant or underused land. Supported by development in inner areas and at Marton Moss.

2   Inner Area Regeneration. Target more growth to central Blackpool to assist the regeneration of the town centre and resort core and inner neighbourhoods. Supported by development at Marton Moss.

3   Suburban Expansion. Potential wider expansion beyond the existing urban area to develop remaining lands along its eastern boundary between Blackpool and Carleton, Blackpool and Staining and in south-east Blackpool. Supported by inner area development.

4   Marton Moss Urban Extension. Potential expansion beyond its existing urban area, but more singularly focussing growth on Marton Moss. Supported by an inner area development.

5   Wider M55 Hub Growth Point. Potential wider focus for expansion around the M55 junction hub on the edge of Blackpool (in conjunction with the choices set out in the Fylde Core Strategy Issues and Options Report) to meet Blackpool and Fylde's respective housing and employment needs. Supported by inner area development.

6   Market Driven Approach. Wider consideration of all the options by assessing what would be likely to happen without a planning framework. (This was considered to be the 'Business as Usual Scenario', and provided a benchmark against which the performance of other options was judged).

In addition to the assessment of alternative Strategic Options, the following activities were also undertaken at this stage:

▪   Appraisal of the Spatial Vision for the Core Strategy; and

▪   Appraisal of the Goals of the Core Strategy (shared by the Sustainable Community Strategy).

2010 Alternatives Assessment

During the development of the Policies that form part of the Preferred Option for the Core Strategy, a number of alternative options were considered. The full wording of the alternative Policies can be referred to in the Draft Core Strategy.

Policy R10: Former Central Station / Promenade Strategic Town Centre Site

This Policy is located within the Blackpool Town Centre section of the Town Centre and Resort Renaissance strategy. Its main theme is to radically restructure and redevelop the former Central Station and adjoining Promenade frontage with major new landmark attractions which provide compelling new reasons to visit Blackpool.

Three alternative Options were identified for this Policy, which are summarised below:

▪   **Alternative Policy R10A: Former Central Station Site / Adjoining Promenade Frontage.** This alternative Policy would retain the Local Plan focus for the main

development of the site as a new national conference / exhibition centre as part of a multi-use leisure complex.

- **Alternative Policy R10B: Former Central Station Site / Adjoining Promenade Frontage.** This alternative Policy reflects Blackpool's declining visitor numbers and has a narrower 'town centre' focus on the former central site. It proposes retaining and enhancing the Golden Mile frontage for leisure development. In addition, the Central Station site would remain a major element of Blackpool's gateway parking provision at the southern edge of the town centre, and be partially redeveloped for retail and mixed use development to support the town centre shopping offer.

- **Alternative Policy R10C: Former Central Station Site / Adjoining Promenade Frontage.** This alternative Policy would extend the boundary for the site northwards to incorporate the Coral Island and the Palatine Centre. This wider site would potentially facilitate a more radical restructuring to create a prestigious and impressive transition between the report and the town centre, focusing on both major new leisure attractions and town centre development.

Policy R19: Main Holiday Accommodation Areas

This Policy provides that Council's focus for the future marketing and development of holiday accommodation off the Promenade will be to enhance the holiday environment and support the long-term future of the main holiday areas (The Cliffs, Lord Street, Town Centre, Foxhall Village, South Beach and the north and south Pleasure Beach). Within these areas the focus will be to safeguard and promote new or improved accommodation of a high standard that contributes to neighbourhood regeneration.

Two alternative Options were identified for this Policy, as summarised below:

- **Alternative Policy R19A: Main Holiday Areas.** The basic approach to enhance and improve the holiday areas and support their long-term future would remain with the six areas identified within Policy R19. However, no clear boundaries would be defined through Supplementary Planning Documents (SPDs), and no specific focus would be given 'to safeguarding holiday accommodation'.

- **Alternative Policy R19B: Main Holiday Areas.** This alternative Policy does not identify any specific main holiday areas. The approach would still be to enhance and improve the holiday environment by focusing on the replacement of low quality older housing accommodation with new or improved accommodation of a high standard, that contributes to neighbourhood regeneration.

3.3.2 2008 Alternatives Assessment

Appraisal of the Spatial Vision

The Spatial Vision was reviewed against the SA Framework to determine the extent to which they would contribute to sustainable development. The key strengths and weaknesses were identified, together with recommendations for improvement.

The Spatial Vision has not been reproduced in this section, as it is essentially the same as the current Spatial Vision and is therefore set out in Section 4.1 of this SA Report.

It was considered that the Spatial Vision was generally sound, and positively contributed to the majority of SA Objectives. However, recommendations were made in order to strengthen it to ensure protection and enhancement of the natural environment (including open space and biodiversity) where possible, and adaptation to the effects of climate change particularly in relation to flooding.

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Appraisal of the Goals

The Goals of the Core Strategy were also reviewed against the SA Objectives, using a matrix based approach to determine their compatibility. Again, recommendations for improvement were made.

The Goals of the Core Strategy have since been replaced by the Strategic Objectives, and are therefore presented below.

The Goals were to:

- Improve prosperity for our population

- Develop a safe, clean and pleasant place

- Improve skills levels and educational attainment

- Improve the health and well-being of the population

It was considered that the Goals as a whole positively contribute to the SA Objectives. Although no significant omissions were identified, it was recommended that the goals were either strengthened to directly address the important sustainability issues of housing, the economy and the environment, or new separate goals were added.

Appraisal of Alternative Strategic Options

Each of the six options were assessed against the SA Objectives within a matrix, using assessment symbols, in order to highlight the key strengths and weaknesses, identify areas for improvement, and determine the Preferred Option (i.e. the most sustainable). Recommendations were also made to offset or alleviate any adverse impacts that were predicted, and to enhance any opportunities that were identified. The assessment notations used in the assessment, together with their definition (i.e. how a positive score was assigned) are presented in Table C2 in Appendix C.

The assessment of options considered Blackpool's requirements for around 4-5000 new homes, and 40 hectares of employment land, together with all other supporting land uses, services, facilities and recreational opportunities needed for balanced and healthy local communities. It focused upon the primary elements of each option, i.e. without any associated supporting development, in order to bring out the key differences between them.

Table 3-1 overleaf presents a summary of the results of the assessment of alternative Strategic Options. Table 3-2 presents a summary of the key sustainability strengths and weaknesses of each of the alternative spatial options. It also includes the recommendations and mitigation measures for each option.

The options that were recommended to be taken forward, from a sustainability perspective, as the Preferred Option are identified below Table 3-2, together with associated key recommendations made. Further details of the assessment results can be obtained from the Assessment of Strategic Options Report[6].

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[6] Hyder Report No.002-NHR-NH51129-05, 'Assessment of Strategic Options', April 2008

SA Objective	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6
To reduce crime, disorder and fear of crime	+	++	?	?	?	?/+
To improve levels of educational attainment and training for all age groups and all sectors of society	?	+	?	?	?	?
To improve physical and mental health for all and reduce health inequalities	+/-	+	-	-	?	+/-
To ensure housing provision meets local needs	+	+	+	+	+	+
To protect and enhance community spirit and cohesion	?	+	-	-	+	?
To improve access to basic goods, services and amenities for all groups	++	++	?	+	+	+
To encourage sustainable economic growth and business development across the Borough	+	+	+/-	+	++	+
To promote sustainable tourism	0	++	0	0	0	?
To promote economic inclusion	+	++	+	+	+	+
To deliver urban renaissance	+	++	0	0	0	?
To develop and market the Borough as a place to live, work and do business	+	++	+/-	+/-	+	+/-
To protect and enhance biodiversity	+/-	0/+	- -	-	+	-
To protect and enhance the Borough's landscape and townscape character and quality	+/-	+	-	-	-	+/-
To protect and enhance the cultural heritage resource	+/-	+/-	?	0	0	?
To protect and enhance the quality of water features and resources	?	0	-	-	-	-
To guard against land contamination and encourage the appropriate re-use of brownfield sites	++	+	-	-	-	-
To limit and adapt to climate change	+/-	+/-	-	-	-	+/-
To protect and improve air quality	+/-	+/-	-	-	-	-
To increase energy efficiency and require the use of renewable energy sources	?	?	+/-	+/-	+	?
To ensure sustainable use of natural resources	-	-	-	-	+/-	-

SA Objective	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6
To minimise waste, increase re-use and recycling	+/-	+/-	-	-	+/-	?
To promote the use of more sustainable modes of transport	++	++	-	-	- -	+/-

Table 3-1   Summary of Alternative Strategic Option Assessment Scores

NB: The assessment notations used in the assessment, together with their definition are presented in Table C2 in Appendix C.

Core Strategy Strategic Option	Key Strengths and Weaknesses	Key Mitigation Measures / Recommendations
Option 1 Urban Concentration / Intensification – Seeks to target growth as far as possible to the existing urban area, and maximise opportunities to re-utilise any vacant or underused land.	Option 1 performs well against many of the SA objectives, most notably because it focuses development in urban areas that on the whole would benefit from some form of regeneration, and are already well served by transport infrastructure and essential services. Impacts are likely to be realised in the wider borough, e.g. in terms of crime and economic growth. The option also focuses development on Brownfield and underused land. However, whilst there may be numerous benefits associated with this, the actual extent of benefits may be limited principally because the option is likely to result in only very small scale development spread thinly across the urban area. It may not therefore be possible to target this into areas most at need of regeneration. It is likely that the option would only contribute several hundred dwellings out of the 4000-5000 actually required and hence a significant sub-urban extension at Marton Moss, and potentially within inner urban areas, would also be needed which could result in adverse impacts of its own. The analysis of Option 4 outlines the issues associated with such an extension. Furthermore, a key weakness of Option 1 is the likelihood that areas of urban open space may be lost in order to accommodate new development, or at least requirements for the provision of public open space in new developments may need to be reduced. Although this is as yet undecided, this may also extend to the loss of some existing shopping facilities, tourist accommodation and small businesses all of which would be detrimental. The loss of open space could also generate adverse impacts upon biodiversity and townscape. If the negative effects of reduced public open space can be overcome, the principle of some level of urban intensification on Brownfield sites should be taken forward in conjunction with other proposals.	The key negative impacts of this option could be mitigated through the following measures: ▪ The protection and enhancement of open space provision should be integral to this option. ▪ The removal of businesses should be mitigated e.g. through relocation and targeting new employment at local people. ▪ The tourism sector should be developed sustainably, as part of the options, to ensure a high quality of visitor offer. There should be an appropriate balance between residential and tourism development in the area. ▪ It should be ensured that employment development creates opportunities for local people, where possible. ▪ It is recommended that all development should consider the potential for biodiversity, including in Brownfield sites, and implement appropriate mitigation measures where necessary. ▪ The character, quality and setting of the Town Centre Conservation Area and other cultural heritage features should be protected and where possible enhanced. All developments should be encouraged to use high quality design that fits in with the existing character of the townscape. ▪ New development should not result in the loss of floodplain or increased flood risk. ▪ Suitable traffic assessments and air quality modelling, if necessary, should be conducted when appropriate. ▪ Energy efficiency and the use of renewables should be promoted in all developments. ▪ The use of sustainable natural resources should be encouraged in all new developments, and standards such as the Code for Sustainable Homes should be considered. ▪ It is essential that sustainable waste management is incorporated within all developments. *Key recommendations relating to Marton Moss are presented through Option 4.*
Option 2 Inner Area Regeneration – Looks to target more growth to Central Blackpool to assist the regeneration of the town centre and resort core and inner neighbourhoods.	Option 2 performs very strongly against many of the SA objectives, notably because it focuses development into the areas most at need of regeneration, in areas that could potentially spearhead wider regenerative efforts given its central location at the heart of the town, and also in areas that are well serviced by public transport and essential services. There is potential for cumulative benefits associated with wider regeneration proposals. However, it is essential that growth in this area provides sufficient balance between residential growth and growth in the tourism industry. Inner areas are central within the Blackpool resort and could therefore stimulate wider regeneration of the tourist offer. It should also be noted that there are significant other regeneration proposals in and around this area which would assist both residential and commercial regeneration. With the above in mind, it is important to also consider that only around 1000 dwellings could be provided through this option, with the remainder requiring	

Core Strategy Strategic Option	Key Strengths and Weaknesses	Key Mitigation Measures / Recommendations
	a substantial suburban extension at Marton Moss which could generate adverse impacts of its own. The analysis of Option 4 outlines the issues associated with such an extension. The principle of developing in the inner urban areas along with other regeneration schemes should be taken forward, although the balance between residential and tourist development must be retained. Further development outside these areas will also be required.	
Option 3 Suburban Expansion – Looks to develop remaining lands along its eastern boundary between Blackpool and Carleton, Blackpool and Staining and in south east Blackpool.	This option would generate benefits associated with developing residential land closer to potential sources of employment in eastern Blackpool. The option also includes for some growth in the inner regeneration areas which could lead to some of the positive effects identified in Option 2 above although not as strongly. The key concerns with this option relate to a less well developed transport infrastructure in the east and the cumulative loss of a number of small areas of urban fringe open space, which may also lead to an encroachment on Green Belt and possible settlement coalescence. A number of environmental SA objectives could be adversely affected by this option, the main issues being landscape, biodiversity and potential flood risk. Potentially, 5000 dwellings could be provided through this option, with the remainder provided within inner areas. However, it could also be considered that with the exception of Marton Moss, these small extensions may not have the critical mass to support a sustainable community and may in fact result in increased pressure on existing local services. It is not recommended that this option is carried forward into the preferred strategy.	The key negative impacts of this option could be mitigated through the following measures: ▪ All developments should be encouraged to consider safety by design. ▪ Greenfield land should be maintained and enhanced where possible. Any loss of open space should be replaced. ▪ Employment development should be located within close proximity to adequate transport links, to ensure support for overall economic development across the borough. ▪ It should be ensured that tourism related developments are located within close proximity to the transport network, to enable efficient links to the central tourist attraction locations. ▪ It should be ensured that employment development creates opportunities for local people, in order to ensure a reduction in economic inequalities. ▪ In order for some town centre benefits to be realised, suburban developments should be located within close proximity to public transport links to allow connectivity and to promote use of sustainable transport measures. ▪ It is recommended that all areas with biodiversity potential, particularly important designated areas, are safeguarded and where possible enhanced. Any loss of open space should be replaced. ▪ Suburban extensions should maximise opportunities for the creation of green corridors, providing connectivity between the more urban areas and open space. ▪ The character, quality and setting of the Stanley Park Conservation Area and other cultural heritage features should be protected and where possible enhanced. ▪ All development should be in-keeping with the existing character and quality of the townscape / landscape. ▪ The use of Brownfield land should be encouraged, and all
Option 4 Marton Moss Urban Extension – Similarly looks to what extent the town can meet its expansion needs beyond its existing urban area, but more singularly focusing growth on Marton Moss.	Option 4 consists of a major new sub-urban expansion at Marton Moss. This option has only limited provision for supporting development in the inner urban regeneration areas so the benefits realised there would be smaller. There are few significant environmental constraints to development in this area and whilst 'greener' areas would be lost, they do not represent the same character and quality of the more rural locations identified in Option 3. This option could potentially provide 5000 dwellings. There are however uncertainties as to whether it could create a truly sustainable community. It has sufficient critical mass to become more self-sufficient and sustainable transport proposals have been suggested. However, the layout and former uses for the site suggest that employment provision could be limited which is a significant weakness. It is expected that supporting shops, community facilities and services would be provided and a range of housing to meet local needs would also be inherent. This option would perform significantly better against the SA objectives if	

Core Strategy Strategic Option	Key Strengths and Weaknesses	Key Mitigation Measures / Recommendations
	there was a strong commitment to it being developed and designed as a sustainable community following principles associated with the Growth Point proposal in Option 5 and also the Best Practice in Urban Extensions and New Settlements guidance from the Department of Communities and Local Government (DCLG). Without such a commitment, it is considered that this option should not be taken forward, as it would not be in the best interests of delivering a sustainable Blackpool.	developments need to consider the potential for contaminated land, and implement remediation measures if necessary. ▪ New development should not result in the loss of floodplain or increased flood risk. The implementation of SuDS should be encouraged. ▪ Suitable traffic assessments and air quality modelling, if necessary, should be conducted when appropriate.
Option 5 Wider M55 Hub Growth Point – Looks (in conjunction with the choices set out in the Fylde Core Strategy Issues and Options Report) to what extent Blackpool and Fylde's respective housing and employment needs could best be met by a wider focus for expansion around the M55 junction hub on the edge of Blackpool.	Option 5 has significant strengths and weaknesses. As with Options 3 and 4, it has only limited provision for supporting development in the inner urban regeneration areas, so the benefits realised there would be smaller. It would also be situated on primarily Greenfield land with associated landscape and environmental disadvantages and would mark a significant focus of development away from the existing urban area. This could be perceived in the long-term as a precursor to further urban infill between this and the existing urban areas in the south east of Blackpool. Although the site is Greenfield, there are no significant environmental designations and it could be considered that the landscape value has already been degraded by the presence of the M55 and existing development. Whilst the efficient motorway access is beneficial it may also result in higher car dependence and vehicle movements. The main strengths with this option relate to the commitments through growth point development, aiming to create sustainable communities with all the environmental enhancements and mitigation measures that are inherent with this. There would be close proximity between jobs and homes, the easy access to the M55 would be very positive in terms of employment land investment potential and the development would meet a wide range of housing needs not just for Blackpool but also Fylde. If all the elements of a sustainable community are encouraged, this option should be taken forward in conjunction with other recommended proposals, as a supporting development.	▪ Energy efficiency and the use of renewables should be promoted in all developments. ▪ The use of sustainable natural resources should be encouraged in all new developments, and standards such as the Code for Sustainable Homes should be considered. ▪ It is essential that sustainable waste management is incorporated within all developments. ▪ It should be ensured that new development is located near to public transport links / facilities to encourage sustainable transport modes. Developments should consider the promotion of sustainable travel e.g. through implementation of Green Travel Plans.
Option 6 Market Driven Approach – Informs wider consideration of all the options by assessing what would be likely to happen without a planning framework. (i.e. Do-Nothing Approach)	The key concern with this option is the lack of certainty that a market driven approach would bring. It is possible that many of the projects identified in Options 1-5 together with their identified benefits and disbenefits could still be brought forward under this option, or indeed they may not. This uncertainty leads to an inability to plan strategically in a way that would enable benefits to be maximised and adverse impacts controlled and reduced. It is not considered that such an uncoordinated approach to development would be in the best interests of delivering a sustainable Blackpool.	The key negative impacts of this option could be mitigated through the above mentioned recommendations and the following additional measures: ▪ It is essential that housing provision meets local requirements, e.g. in terms of affordable housing and a mix of tenures. ▪ New development should be accessible to existing facilities, or adequate facilities should be implemented in conjunction. Developments should be located within close proximity to public transport links to allow connectivity.

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Table 3-2   Strategic Options Assessment Summary

It was considered that Option 1 should be taken forward into the Preferred Option, as long as the potentially adverse impacts upon open space could be mitigated.

It was suggested that Option 2 should also be carried forward in conjunction with Option 1, providing that a balance between residential and tourist development was ensured.

It was recommended that further development outside these areas included within Options 1 and 2 (i.e. urban and inner area regeneration) would be required in order to accommodate housing needs, which could be met by taking either forward Option 5 as a supporting development, as long as all the elements of a sustainable community are considered, or Option 4 if there was a strong commitment to it being developed as a sustainable community.

Options 3 and 6 were not considered to be in the best interests of delivering a sustainable Blackpool.

3.3.3   2010 Alternatives Assessment

The following alternative options were considered during the development of the Policies that form part of the Preferred Option for the Core Strategy.

Alternative Options for Policy R10:

- **R10A: Former Central Station Site / Adjoining Promenade Frontage,** which relates to continued allocation for the new national conference centre.

- **R10B: Former Central Station Site / Adjoining Promenade Frontage,** which relates to wider retail and mixed use redevelopment of the site.

- **R10C: Former Central Station Site / Adjoining Promenade Frontage,** which relates to an expanded leisure site.

Alternative Options for Policy R19:

- **R19A: Main Holiday Areas,** where no detailed boundaries of holiday areas are defined.

- **R19B: Main Holiday Areas,** where there are no defined Main Holiday Areas.

The full wording of the alternative Policies can be referred to in the Draft Core Strategy.

Alternative Options for Policy R10

Alternative Policy R10A: Former Central Station Site / Adjoining Promenade Frontage.

It is considered that this alternative policy would positively contribute to many of the SA Objectives, although not to the same extent as the preferred policy. This alternative option would positively contribute to sustainable tourism and the townscape of the area as a result of its regeneration provisions, thereby also contributing to urban renaissance and an enhanced image. Indirect benefits upon community spirit and crime would be realised through the creation of a high quality new resort attraction.

Although some economic benefits would be realised with the development of a national conference centre, there remains major cost and market viability issues in the absence of the previously proposed Regional Casino. In addition, there would be too much competition from other national conference centres for the development to support a sustainable economy. In addition, although the local community would benefit from potential new employment associated with the conference centre, benefits to local businesses would not be as significant as likely through the preferred policy.

Without specific retail provision, this alternative policy would not contribute to improved access to services etc like the preferred policy would. It is likely that potential negative impacts upon air quality, through the generation of greenhouse gas emissions, would be realised as a result of increased visitors to the area.

Alternative Policy R10B: Former Central Station Site / Adjoining Promenade Frontage.

This alternative policy is likely to generate similar impacts as Alternative Policy R10A.

This alternative policy is not tourism focussed, and although would contribute to sustainable economic growth through the creation of leisure and retail development that supports the town centre, it would not be as significant as identified in relation to the preferred option as there would be no overall consolidation and enhanced connectivity between the site and the town centre. However, this alternative option would ensure economic inclusion for local businesses

by retaining and enhancing the Golden Mile for leisure development and partially redeveloping the former Central Station site for retail and mixed-use development that supports the town centre.

It is considered that this alternative objective directly conflicts with the SA Objective relating to sustainable transport, through its provisions to use part of the former Central Station site as car parking provision.

Alternative Policy R10C: Former Central Station Site / Adjoining Promenade Frontage.

This alternative option is likely to generate indirect benefits upon health and wellbeing through enhanced connectivity to areas surrounding the site area (e.g. Coral Island and the Palatine Centre) and the town centre.

The radical restructuring of the site and its surrounding area has the potential to generate both adverse and beneficial impacts upon community spirit and also the townscape character of the area. However, this alternative policy would positively contribute to the image of the area and therefore urban renaissance.

The provisions of this alternative policy would contribute to sustainable economic growth and sustainable tourism with new leisure attractions and town centre development. However, negative impacts would be generated for other local landowners within the area.

Alternative Options for Policy R19

Alternative Policy R19A: Main Holiday Areas.

The overall aim to enhance and improve the holiday areas, through the replacement of low quality with higher quality accommodation, would positively contribute to an improved image and townscape. Indirect benefits upon health, crime and community spirit would potentially be realised through an overall improved environment. Conversely, potential negative impacts upon community spirit could be generated if there is less clarity between holiday areas / holiday accommodation and residential properties.

This alternative policy may positively contribute to the SA Objective relating to housing, as it contains no provisions for safeguarding holiday accommodation and would hence offer increased flexibility for the provision of high quality and appropriate residential development.

However, in comparison to the preferred policy, this alternative option is not likely to fully contribute to the creation of a sustainable economy and sustainable tourism, as some of the focus of regeneration would be switched from improved holiday accommodation to residential provision. There would be no specific long-term focus for a new high quality holiday offer through this alternative policy.

Alternative Policy R19B: Main Holiday Areas

This alternative policy is likely to generate similar impacts as Alternative Policy R19A.

This alternative would be led by an emphasis on managing a transition to high quality accommodation, whether in holiday or increasingly in residential use. The criteria for change of use could be relaxed or left to market forces entirely. It is likely, through this approach, a continuation of the current baseline trends would occur in the short-term. This reactive approach to development would be without a forward thinking, sustainable planning strategy in place, and would depend upon market forces, thereby resulting in sustainability impacts being highly uncertain. Without pro-active intervention, the aims of sustainable social, economic and environmental regeneration are unlikely to be given enough impetus to be realised.

4   Appraisal of Preferred Core Strategy

This section presents the findings of the assessment of the individual elements of the Core Strategy, summarising the key strengths and weaknesses of each assessment. Recommendations are made to offset or alleviate any adverse impacts that have been predicted or to enhance any opportunities that have been identified.

Only those impacts that are deemed to be significant have been discussed, given their scale of impact and the sensitivity of the social, economic and physical environment that they may affect. Any cumulative or synergistic impacts that have been identified are also summarised.

4.1   SA Objective Compatibility

The SA Objectives have been tested against each other to identify any potential areas of internal incompatibility. This is represented by the compatibility matrix shown in Appendix D.

4.2   Appraisal of Spatial Vision and Spatial Objectives

4.2.1   Introduction

The Spatial Vision and Spatial Objectives of the Core Strategy have been reviewed to determine their compatibility with the SA Framework, the findings of which are presented in the following sections.

4.2.2   Spatial Vision

The wider Spatial Vision to be delivered by the Core Strategy is presented below and within Chapter 3 of the Core Strategy.

> **Blackpool will be the main civic, cultural, retail and educational centre of the Fylde Coast, serving 350,000 local residents. It will be recognised as a unique, year-round 21st Century visitor experience, offering escapism and fun with high quality attractions, and state of the art conferencing facilities, accommodation and hospitality.**
>
> **The New Blackpool will attract new visitors, businesses and residents, creating the market and conditions for a wider and improved housing offer, and for higher value employment and growth. It will have a stable and growing population, offering a full range of educational provision, giving its people the skills and aspirations to succeed.**
>
> **New homes and jobs will be provided in sustainable locations to meet the community's needs and support regeneration. Neighbourhoods will be enhanced in appearance with good access to shopping, health, recreation, open space and other facilities to meet community needs. Inner Blackpool will be transformed into a place offering a mix of aspirational and affordable housing within mixed, attractive neighbourhoods, with access to quality local services.**
>
> **Higher quality developments will promote pride in the town and provide focus within a visually attractive, safe urban environment. An integrated transport system will provide safe, healthy and easy access across Blackpool and the Fylde Coast. Areas of urban or natural quality throughout the New Blackpool will be conserved and enhanced.**

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Sustainability Comments

The Spatial Vision has not changed a great deal since the initial review at the assessment of Alternative Options stage. The Spatial Vision offers a view of a 'New Blackpool' that seeks to focus primarily on economic and social regeneration of the town. The continued promotion and development of Blackpool as a resort 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 the Sustainability Objectives relating to enhanced community spirit and cohesion, the delivery of urban renaissance, the development of Blackpool as a place to live, work and do business, and the promotion of sustainable tourism.

The social and economic Sustainability Objectives would also be supported by the aim of creating a wider and improved housing offer, particularly including affordable housing, together with higher value employment and growth. The Spatial Vision aims to provide new homes and 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 out-migration of younger adults.

The Spatial Vision aims to deliver a range of educational provision, thereby helping to increase skills and aspirations. It also directly seeks to ensure that the enhancement of neighbourhoods considers access to basic services and open space, which can have consequent benefits for health, well-being and community cohesion.

By encouraging higher quality developments within the town, the Spatial Vision will help to promote a visually attractive and safe urban environment, thereby meeting the Sustainability Objectives relating to urban renaissance and a reduction in crime. Environmental Sustainability Objectives relating to the protection and enhancement of biodiversity, the townscape / landscape and cultural heritage features are also addressed through the aim to conserve and enhance areas of urban and natural quality.

Development of an integrated 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.

Recommendations

The Spatial Vision is largely unchanged from that presented at the Strategic Options stage. As such, it continues to have its main focus on social and economic regeneration. Whilst the aims expressed would benefit the sustainable development of the town, there remains scope for the Spatial Vision to identify additional opportunities for environmental enhancements.

In particular, it is recommended that the Vision should be strengthened in terms of the protection of open space and biodiversity features. 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.

It may also be beneficial for the Vision to refer to the necessity of adapting to the effects of climate change, particularly in relation to coastal flooding. 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.

4.2.3   Spatial Objectives

The Core Strategy contains four Spatial Objectives that the Council will seek to achieve by 2026. Good practice guidance recommends that these should be assessed for their compatibility with the SA Objectives. The aim of this is to test whether or not they accord with sustainability principles. The full compatibility assessment is presented in Appendix E.

An initial appraisal of the original Core Strategy Goals was undertaken, and presented in the Assessment of Strategic Options report (refer to Section 3.3 for further details). However, the Goals have since been changed to the current Strategic Objectives, which have been drawn from the Spatial Vision and form the basis for the Preferred Option of the Core Strategy.

The Spatial Objectives for the Core Strategy, together with an explanation of what they mean, are illustrated in Table 4-1, and are also presented in Chapter 3 of the Core Strategy.

Spatial Objective	What the Spatial Objective Means
Spatial Objective 1: Sustainable regeneration, diversification and growth.	An agenda for fundamental physical, economic and social change.
	A balanced approach to Blackpool's regeneration, growth and development of homes, jobs, supporting facilities and services.
	Well designed places and spaces for people to live, work and enjoy.
	Promoting integrated transport, travel, and communications across Blackpool.
Spatial Objective 2: Maximising regeneration.	Promoting and encouraging investment into Blackpool.
	Creating a successful and vibrant town centre to make Blackpool the natural first-choice destination of the Fylde Coast Sub-Region.
	Restructuring and re-inventing a 21st century resort offer, providing the statutory planning framework for development of new attractions and facilities.
	Remodelling the inner areas to provide new landmark residential development and a new and better inner Blackpool housing offer.
Spatial Objective 3: Providing supporting growth.	Phasing and linking the delivery of change on the edge of Blackpool with the process of comprehensive regeneration, to create better balanced housing and employment markets.
	Promoting distinctive strong and vibrant new neighbourhood communities that are fully integrated and harmonious with their surroundings, and developed to meet best practice standards.
	Providing the supporting infrastructure investment to give residents sustainable choices to access work, shopping, education, leisure and services.
Spatial Objective 4: A balanced, healthier and greener Blackpool.	Securing a better quality of life.
	Meeting needs and aspirations of residents for new services and facilities
	Providing a choice of quality homes for everyone's needs
	Conserving and enhancing natural and built environmental assets.
	Meeting sports and recreational needs and enhancing the green environment.
	Addressing climate change issues and embracing sustainable energy measures

Table 4-1   Core Strategy Spatial Objectives

Compatibility Results

The Compatibility Matrix presented in Appendix D shows that the Spatial Objectives are generally compatible with the Sustainability Objectives. All four Spatial Objectives help to support the sustainability targets related to economic and social improvement. In particular, they focus on delivering sustainable economic growth, urban renaissance and public services that meet the needs of the population. Through commitments in the supporting text to well-designed developments that are integrated with their surroundings, the Spatial Objectives support the enhancement of landscape / townscape. In addition, by emphasising regeneration as a priority, three of the Spatial Objectives also indicate support for the productive re-use of brownfield sites across the town.

Spatial Objective 4 is wide-ranging in its scope in relation to social, economic and environmental issues, and therefore performs positively against all of the Sustainability Objectives.

The compatibility matrix identifies one area where a potential conflict may occur, and a number of others where uncertainty was noted, 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. Table 4-2 provides further commentary on the outcomes of the compatibility assessment.

Core Strategy Spatial Objective	Potential Areas of Uncertainty or Conflict with SA Objective
Spatial Objective 1: Sustainable regeneration, diversification and growth.	SA Objectives 12, 14-15, 17-21 – The word 'sustainable' implies that due consideration will be given to the natural environment but this is not explicit in the accompanying notes to this Spatial Objective. Regeneration, and especially growth, have the potential to adversely affect natural processes and environments. Impacts on climate change cannot be ascertained. This Objective could also lead to an increase in the consumption of resources and volume of waste generated. Despite the aim to promote sustainable transport, growth has the potential to increase traffic volumes and potentially cause an increase in air pollution. However, such impacts are uncertain.
Spatial Objective 2: Maximising regeneration.	SA Objectives 12, 14-15, 17-22 – Similar to the first Spatial Objective, the focus on regeneration supports many of the SA Objectives. However, potential impacts on the natural environment are less easy to define as no specific mention is made in the accompanying notes of the benefits of supporting 'green' as well as 'grey' developments. Transport is not specifically mentioned, and impacts on the air quality and sustainable transport objectives are therefore also uncertain.
Spatial Objective 3: Providing supporting growth.	SA Objectives 12, 14-21 – Mention of growth in this Spatial Objective is supportive of all of the social and economic-based SA Objectives. Impacts on the environmental SA Objectives are mostly uncertain as it is not clear from such a high level of statement where the growth will be located and to what environmental standards it will be constructed. Growth does suggest traffic increases which suggest a possible incompatibility with the air quality SA Objective. Furthermore, mention of growth at the edge of Blackpool in the accompanying notes suggests that maximum use may not be made of brownfield regeneration sites within the existing urban area. Support for this SA Objective therefore remains uncertain.
Spatial Objective 4: A balanced, healthier and greener Blackpool.	No conflicts or areas of uncertainty

Table 4-2   Core Strategy Objectives and SA Objective Compatibility Results

Recommendations

The identification of the potential for conflicts does not necessarily mean that objectives need to be changed; rather these tensions should be taken into consideration at later stages in the SA process.

The proposed Core Strategy Spatial Objectives together positively contribute to all the SA Objectives in some way. Spatial Objectives 1, 2 and 3 are generally focussed on growth and regeneration and, as such, perform well against the social and economic SA Objectives. Although these Spatial Objectives therefore have the potential to adversely impact upon the natural environment, Spatial Objective 4 specifically aims to conserve and enhance natural and built environmental assets. Greenspaces provide many services for nearby communities, including recreation, climate amelioration, flood attenuation and visual appeal. They also help to mitigate the impacts of climate change and can have a positive impact upon property prices when recognised and improved as part of regeneration initiatives.

4.3 Appraisal of the Preferred Option for the Core Strategy

The aim of this appraisal was test whether or not the Preferred Option for the Core Strategy accords with sustainability principles. The Preferred Option is divided across four Strategy areas:

- The Spatial Strategy: Regeneration Diversification and Growth (comprising eight supporting policies)

- Town Centre and Resort Renaissance (comprising three separate strategies with a total of sixteen supporting policies)

- M55 Hub Growth Point (comprising seven supporting policies)

- Balanced Healthy and Greener Blackpool (comprising eleven supporting policies)

The Core Strategy also contains an Implementation Plan for delivering the Spatial Vision.

The assessment notations used in the assessment, together with their definition are presented in Table C2 in Appendix C.

The completed assessment matrices for the assessment of the Preferred Option are presented in Appendix F. Summaries of the assessments are presented in the following sections.

4.3.1 Appraisal of the Spatial Strategy

What the Core Strategy Says

This section of the Core Strategy sets out the preferred Spatial Strategy for Blackpool up to 2026. The Spatial Strategy is a hybrid of alternative Strategic Options carried forward from the previous assessment of Alternative Strategic Options. It summarises the key locations targeted for regeneration and growth, and provides a précis of the overall aims of future development within the Borough. Further detail is then brought out in the supporting policies set out in the other main sections of the Core Strategy. The main context of the policies that make up the Spatial Strategy include:

- Focused regeneration and growth within the town centre and the M55 Hub, which includes Marton Moss.

- Restructuring and reinvigoration of the town centre, resort core and its inner area and residential offer.

- The housing and employment needs and allocations within the Borough.
- An enhanced quality of place, together with consideration of adaptation to climate change and sustainable development.
- Improved transport connectivity within the Borough.

Full policy details are provided in Appendix F, and can also be referred to in Chapter 4 of the Core Strategy.

Summary Matrix

Table 4-3 presents the results of the assessment of Policies S1-S8. The full assessment is contained in Appendix F.

SA Objective	Spatial Strategy Supporting Policies							
	S1	S2	S3	S4	S5	S6	S7	S8
1 Crime	+	+	0	+	+	+	0	+
2 Education	++	0	0	0	+	0	0	+
3 Health	+	+	0	+	+	+	+	+
4 Housing	+	+	++	++	0	+	0	0
5 Community Spirit/Cohesion	+	+	+	+	+	++	+	+
6 Access to Services etc	+	+	+	+	+	0	0	++
7 Economic Growth	+	+	0	0	++	+	0	+
8 Tourism	++	++	0	0	+	++	0	+
9 Economic Inclusion	+	+	0	0	++	0	0	+
10 Urban Renaissance	++	++	+	+	+	++	0	+
11 Marketing the Borough	++	+	+	+	+	+	0	+
12 Biodiversity	+/-	+	+/-	+/-	+/-	++	+	-
13 Landscape/Townscape	+/-	+	+/-	+/-	+/-	++	+	0
14 Heritage	+	+	?	?	?	++	+	+
15 Water	+/-	0	0	0	0	++	++	0
16 Contaminated Land	+/-	+	+/-	0	+/-	+	+	0
17 Climate Change	+/-	+/-	+/-	+/-	+/-	+	++	+/-
18 Air Quality	+/-	+	+/-	+/-	+/-	+	0	+
19 Energy	+/-	0	0	0	0	+	++	0
20 Natural Resources	+	+	+	0	+	+	++	0
21 Waste	-	-	-	-	-	0	+	0
22 Transport	+/-	+	+/-	+/-	+/-	0	0	++

Table 4-3   Summary of Assessment of Core Strategy Policies S1-S8

Discussion of Significant Effects

The Blackpool Core Strategy Preferred Spatial Strategy, together with its supporting policies, performs strongly against the majority of SA Objectives. The overall aims for regeneration and growth within the town centre and resort core (through Policies S1 and S2) would ensure development is located close to existing services and facilities, and also existing transport infrastructure. This could generate a wide range of benefits in relation to crime, health, urban renaissance, accessibility and community spirit, which would be supported by specific provisions within supporting policies e.g. that seek to ensure safety. In addition, the development of sustainable communities at the M55 Hub, which aim to provide good quality housing close to local services, jobs and transport links. Positive impacts upon community spirit and cohesion could therefore be realised through the creation of self- supporting local communities which comprise local centres and community gardens etc. However conversely, conflicts could be generated with the surrounding more rural areas.

Health benefits would also be realised through the provisions for an overall improved quality of place through Policy S6, which include the creation of high quality public realms, the provision of enhanced cycle and pedestrian networks and new and improved green infrastructure for all.

As the Blackpool housing market currently provides a low quality offer and limited choice, the strengths of the Preferred Spatial Strategy also lie in its aims to provide a phased approach to a balanced housing market to address inequalities associated with housing affordability, tenure and unfit homes, in sustainable locations within inner urban areas and at the M55 Hub. The provisions of the Spatial Strategy seek to ensure that the housing requirements set out in the North West Regional Spatial Strategy (RSS) would be met. The M55 Hub proposals seek to deliver excellence in living standards, helping to meet housing growth needs and prevent overcrowding in the inner urban areas. Outer neighbourhoods would not be missed, as the Spatial Strategy aims to provide higher quality housing within areas such as Grange Park, Mereside and Kincraig. Policy S6 identifies that housing would be built to high standards of design. There are uncertainties in relation to funding programmes which may disrupt the phased approach to housing delivery.

SA Objectives relating to the promotion of sustainable tourism, sustainable economic growth, economic inclusion, improved skills and increased educational attainment would be positively fulfilled in the long-term. The focus of the Spatial Strategy to for regeneration of key town centre areas (such as Winter Gardens, the Former Central Station and the Talbot Gateway) and the resort core (including key resort cores such as North and South Beach and Foxhall) as the main focus for Blackpool's future growth, development and investment, would positively contribute to a sustainable economy through enhancement of tourism related businesses (including the provision of new attractions and shops, and measures to address the current declining holiday accommodation sector) and new development, investment and economic diversification within the town centre. Targeted employment development at the M55 Hub and existing employment sites outside of the main urban areas is also promoted through the Core Strategy, located within sustainable locations, would also directly help to support new investment and sustainable economic growth. It is noted that the progress of the M55 Hub relies upon the provisions of the Fylde Borough Core Strategy.

Residential and employment development within inner urban areas and at the M55 Hub would bring jobs and homes closer together and would make the most of existing transport infrastructure (including public transport) to ensure access to existing and new employment opportunities and educational facilities. In addition, targeted regeneration and employment development within the inner areas would indirectly ensure job opportunities in the areas in most need, which could help to reduce unemployment. The Spatial Strategy seeks to retain existing and promote new employment development to meet the needs of the local communities, thereby ensuring economic inclusion. In addition, Policy S5 specifies that

business skills, training and mentoring would be ensured to guide business growth and ensure small businesses survive. This would indirectly help to improve skills and educational attainment within the Borough, together with the provision of a new education establishment at Rigby Road and a new school to support new communities at Marton Moss.

Although development within brownfield sites can generate adverse impacts upon biodiversity, clear provisions are made for its protection within the Borough (including the quality of surface and coastal water quality). In addition, targeted development in the urban areas would ensure that protected and sensitive sites in the more open areas are indirectly protected. However, as areas around the M55 Hub have potential for protected species presence, development has the potential to result in a loss of biodiversity and also potentially generate contaminated land. In addition, the creation of new transport routes within the Borough (as specified within Policy S8) also has the potential to adversely impact upon sites with biodiversity importance.

The Spatial Strategy focuses on regeneration of the town centre and resort core, which would generate positive impacts upon the townscape character (and the setting of heritage features), through an overall enhanced environment. In addition, targeted development in the urban areas would ensure that the high quality landscapes in the more rural areas are indirectly protected. Policy S6 aims to enhance townscape and landscape to ensure high quality and distinctive landscapes, protect the environmental quality of the promenade, seafront and coast, and ensure the heritage and important buildings are protected and enhanced. Benefits would therefore be realised upon the local townscape character, and also in terms of increased visitor attraction. Although new housing and employment development has the potential to adversely impact upon townscape, the provisions of Policy S3 and S6 directly aim to ensure that all development positively contributes to the image of the Borough, uplifts and enhances building and townscape quality, and are of a high standard of design.

Development at Marton Moss provides opportunities to deliver high quality environments and innovation in urban design. The Vision for the M55 Hub seeks to ensure that development safeguards the wider countryside and respects the separate identifies of Fylde and Blackpool, and aims to ensure a natural and organic extension of the existing areas. In addition, Policy M1 highlights the important character of Marton Moss, and states that development would reflect the existing character and ensure integrated development. However, potential negative impacts could be experience within the more rural areas adjacent to the M55 Hub, through increased visual intrusion.

The Spatial Strategy clearly promotes the use of public transport links within the Borough, including walking and cycling. Policy S8 specifically seeks to improve access within the Borough, predominantly through sustainable modes of travel. In addition, targeting growth within urban areas, and also through sustainable communities around the M55 Hub, would bring jobs and homes closer together, thereby potentially reducing the need to travel. However, overall resort and town centre regeneration, together with development at the M55 Hub, could contribute to increased private car use, which could generate implications upon local air quality in the long-term.

Although increased development and population has the potential to increased pressure upon water and energy resources, collectively the Spatial Strategy Policies contain provisions to ensure sustainable development and design, including the use of Sustainable Urban Drainage Systems (SuDS), incorporation of energy efficiency measures, the use of renewable energy and the prudent use of natural resources. All new development has the potential to generate increased waste production as a result of increased population, construction and demolition activities.

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Although Policy S7 specifically seeks to ensure that all developments minimise flood risk, development in some inner areas lie within flood risk zones. There is therefore potential for new development to have adverse flood risk impacts.

Mitigation

The following measures are suggested to further improve the sustainability performance of the Spatial Strategy.

- It should be ensured that Policy S6 encourages all developments to consider security by design.

- To ensure comprehensiveness, Policy S6 (or alternatively one of the housing policies) could provide a cross reference to Policy G4 and its provisions to ensure compliance with relevant standards.

- It is recommended that Policy S1 is strengthened to specifically note that development at the M55 Hub and Marton Moss would be supported by services etc that meet the local needs.

- It is recommended that the provisions for neighbourhood regeneration (e.g. within Queenstown and Mereside) should be specifically referenced within Policy S1.

- It is recommended that Policy S5 is strengthened to specifically relate to tourism related development.

- It is considered that this section of the Core Strategy could further promote the importance of biodiversity enhancement within the M55 Hub development.

- Although Policy S6 outlines a commitment to sustain and enhance the biodiversity of protected species and habitats, it is recommended that its supporting text is strengthened to ensure that all development considers the potential for biodiversity, and implements appropriate mitigation measures where necessary.

- It is recommended that the supporting text to Policy S6 is strengthened to contain provisions that ensure sensitive development that maintains the integrity of the existing Marton Moss character and the wider areas. A cross reference to the Vision for the Hub and Policy M1 could be made.

- It is recommended that the supporting text to Policy S6 should be strengthened to ensure that the character, quality and setting of the Town Centre Conservation Area is protected and where possible enhanced.

- The heritage of Marton Moss, and the Core Strategy's aims to protect and enhance it, where possible, should be specifically referenced in the supporting text to Policy S6. A statement specifying that the most notable buildings for heritage value will be protected could be made.

- Consultation with United Utilities should take place, in relation to potential pressure upon water resources as a result of future housing growth.

- Opportunities exist to encourage the uptake of water minimisation measures, for example grey water recycling. This could be highlighted further within the supporting text to Policy S7.

- The supporting text to Policy S7 should make clear provisions to ensure that all development considers the use of SuDS. Cross reference should be made to Policy M5.

- It is considered that Policy S7 could be strengthened to contain wording that encourages all developments to consider the potential for contaminated land, and implement remediation measures if necessary.

- It is essential that any development should be focussed away from the flood risk areas. New development should not result in increased flood risk. In order to strengthen Policy S7, its accompanying text could ensure that all development within flood risk zones are accompanied by a Flood Risk Assessment in accordance with the EA policy.

- Cumulative traffic assessments should be undertaken and air quality effects should be monitored such that remedial measures can be implemented as necessary.

- It is recommended that Policy S8 could be strengthened to encourage all employment developments to use Green Travel Plans. This would be particularly beneficial in employment sites that are located outside of the main urban areas.

- To ensure comprehensiveness, Policy S7 could include a cross reference to Policy G4 and Policy G9 (relating to compliance with relevant standards such as the Code for Sustainable Homes, and the promotion of renewable and low carbon energy installations).

- In order to strengthen Policy S7, its supporting text could seek to ensure that sustainable waste management is incorporated within all developments, and encourage the use of recycled and secondary materials in the construction of new buildings.

- In addition, Policy S7 could specifically encourage the uptake of recycling and re-use schemes.

- It is essential that potential transport implications as a result of development are considered for areas that are likely to experience large growth into the future.

4.3.2 Appraisal of Town Centre and Resort Renaissance Policies

What the Core Strategy Says

This section of the Core Strategy addresses issues related to Blackpool's tourism infrastructure and strategy. These are intimately linked with wider spatial planning across the town centre and inner neighbourhoods, including Foxhall, North Beach and South Beach, and Policies R1-R20 therefore also focus on broad regeneration issues. The policies are divided into three groups:

- R1-R4: The Vision, relating to overall strategy and principles and including aspects of resort renaissance, heritage, the arrival experience and events;

- R5-R11: Blackpool Town Centre, covering the strategy for this area and site specific policies for different zones within the centre; and

- R12-R20: Promoting Wider Resort Neighbourhood Regeneration, in which a spatial planning framework is set out for the inner areas comprising enhancements to the tourist infrastructure and wider neighbourhood renewal.

These policies directly support the overall Vision of the Core Strategy. They include measures to improve the visitor experience and support the benefits of tourism, and also to reinforce Blackpool's position as the main civic, cultural, retail and educational centre of the Fylde Coast.

Full policy details are provided in Appendix F, and can also be referred to in Chapter 5 of the Core Strategy.

Summary Matrix

Table 4-4 presents the results of the assessment of Policies R1-R20. The full assessment is contained in Appendix F.

| SA Objective | Town Centre and Resort Renaissance Supporting Policies | | | | | | | | | | | | | | | | | | | |
| | Vision | | | | Blackpool Town Centre | | | | | | | Wider Resort Neighbourhood Regeneration | | | | | | | | |
	R1	R2	R3	R4	R5	R6	R7	R8	R9	R10	R11	R12	R13	R14	R15	R16	R17	R18	R19	R20
1 Crime	0	0	0	0	+	0	0	+	0	0	0	+	+	+	+	+	+	+	+	+
2 Education	0	0	0	0	0	0	0	0	0	0	0	0	++	0	0	0	0	0	0	0
3 Health	0	0	0	0	0	0	0	0	0	0	0	+	+	+	+	+	+	+	+	+
4 Housing	+	0	0	0	0	0	0	+	0	0	0	+	+	++	++	++	+	+	0	++
5 Community Spirit/Cohesion	+	0	0	0	+	+	0	?	0	0	0	+	0	+	+	+	0	0	0	++
6 Access to Services etc	0	0	0	+	+	+	0	+	+	0	0	0	+	+	+	+	0	0	0	0
7 Economic Growth	++	++	+	+	++	++	++	++	+	++	++	+	+	+	+	+	+	+	+	0
8 Tourism	++	++	++	+	+	+	+	+	0	++	+	+	0	+	+	0	+	+	+	+
9 Economic Inclusion	+	0	0	+	+	+	+	+	+	+	+	0	+	+	+	+	0	0	0	0
10 Urban Renaissance	++	++	+	+	++	++	+	+	+	++	+	+	+	+	+	+	+	+	+	+
11 Marketing the Borough	++	++	+	+	++	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+
12 Biodiversity	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
13 Landscape/Townscape	+	+	++	+	++	++	+	+	+	+	+	+	+	+	+	+	+	+	+	+
14 Heritage	+	+	++	0	+	0	+	0	0	0	0	0	0	0	0	0	0	+	+	0
15 Water	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
16 Contaminated Land	+	0	0	0	+	+	+	++	0	+	+	0	+	0	+	+	+	0	0	0
17 Climate Change	0	0	0	+/-	+/-	+/-	0	+/-	0	+/-	0	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-
18 Air Quality	?	0	0	+	+/-	+/-	0	+/-	0	+/-	0	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-
19 Energy	0	0	0	0	+/-	+/-	+/-	+/-	+/-	+/-	0	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-
20 Natural Resources	0	0	0	0	+/-	+/-	+/-	+/-	+/-	+/-	0	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-
21 Waste	0	0	0	0	0	0	0	0	0	0	0	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-	+/-
22 Transport	?	?	0	++	+	0	0	0	+	0	0	0	0	0	+	0	0	0	0	0

Table 4-4   Summary of Assessment of Core Strategy Policies R1-R20

Discussion of Significant Effects

This section of the Core Strategy places tourism at the heart of Blackpool's future. Spatial policies either promote tourism-related developments in certain parts of the town, predominantly the town centre and Promenade, or they discourage further tourism growth and instead promote a diversification in land uses in the resort neighbourhoods – Foxhall, North Beach and South Beach. The creation of revitalised mixed communities in these inner areas of Blackpool is one of the two key spatial objectives in the Core Strategy, along with the M55 Hub proposals.

The Core Strategy's focus for tourism development is on the mass tourism market that has been the mainstay of Blackpool's economy for the last 150 years. The long term sustainability of this form of tourism will depend to a large extent on the ability of service providers and tourists themselves to operate in a less energy and resource-intensive manner. However, the considerable socio-economic benefits of maintaining Blackpool's position as an attractive year-

round destination are considered to outweigh these possible concerns that largely lie outside of the scope of the Core Strategy. It will be vital to the long term sustainability of the town that the Council and other relevant organisations recognise the fluid and ever-evolving demands of the tourist industry. Many problems current to Blackpool and similar resort towns have arisen from a slow response to changing markets and the difficulty of adapting attitudes and physical infrastructure accordingly. The Core Strategy should be viewed as part of a flexible and proactive approach to tourism management.

The policies in this section reinforce Blackpool Town Centre's primacy for current and planned retail and leisure uses related to the regeneration of the resort. Major new developments are allocated for the Talbot Gateway (Policy R8) and the site of the former Central Station (Policy R10), the latter for a prime attraction, possibly a 'snowdome'. Elsewhere the heritage value of existing buildings, such as the Winter Gardens (Policy R7), is recognised with proposed enhancements. This concentration of development in the town centre is central to the regeneration of the Borough as a whole and therefore performs well against SA Objectives related to economic growth, sustainable tourism and urban renaissance. The policies also indicate a positive impact on Blackpool's townscape, with enhancements to streets and public realm proposed and new or refurbished buildings likely in many inner areas and the town centre itself. High standards of design will be required in order that new developments complement the existing townscape and its notable heritage features.

A key element of the Core Strategy is the focus on resort renaissance and the need to make Blackpool's tourist accommodation offering more responsive to the quality, range and location required by overnight visitors. This requires a rationalisation in the supply of poor quality tourist accommodation. Transforming inner resort neighbourhoods characterised by boarding houses and small private hotels into mixed residential neighbourhoods is a significant challenge, but also a major opportunity for Blackpool to build new sustainable communities. AAP's for Foxhall and South Beach have already been developed, and a similar document for North Beach is in production. Recommendations are provided below, but important for the success of these regenerated areas will be connectivity to the town centre, both physically and also in terms of access to new employment opportunities. The relocated Blackpool and Fylde College (Policy R13) and revitalised inner area district centres (Policies R15 and R17) will increase the availability of local services and help to stimulate further improvements.

This section does not directly address environmental issues such as biodiversity, water quality, the use of natural resources or waste. These are covered elsewhere in the Core Strategy and in other local and regional planning policy. However, the ambitious regeneration agenda set out within Policies R1-R20 provides an excellent opportunity to integrate sustainable design principles into new developments. These may include, for example, the provision of multi-functional green space, the use of SuDS, promotion of micro-scale renewable energy or the use of recycled or sustainably-sourced materials. Building homes and communities for the future requires that a holistic view is taken of sustainability issues, including the natural as well as the human environment. Policies in Chapter 4 (The Spatial Strategy) and Chapter 7 (Balanced, Healthier and Greener Blackpool) set out more detailed environmental policies that would apply in the town centre and inner areas, and the Core Strategy should be read as a single document.

Mitigation

The following measures are suggested to further improve the sustainability performance of this section of the Core Strategy.

- High standards of design will be required in new developments to enhance the existing townscape and incorporate sustainable design principles. Policies S6 and S7 would apply to inner area regeneration, but R5 could contain some additional wording to this

effect. Well planned, sensitive designs will also help to protect and enhance heritage resources.

- Care should be taken when redeveloping brownfield sites to guard against potential contamination. Blackpool has few former industrial sites, but both the Rigby Road and former Central Station redevelopment sites may require remediation prior to comprehensive redevelopment.

- Opportunities should be taken during neighbourhood regeneration to enhance biodiversity in what is an intensely urban environment. New open spaces and green links have multiple regeneration benefits as part of public realm improvements.

- Policies in the Vision could do more to promote a modal shift in transport away from the private car. Those relating to the town centre could emphasise the sustainability benefits of creating a pleasant and safe environment for the promotion of walking and cycling routes into and within this area. Policy R15 contains the aim of improving connectivity between South Beach and Blackpool town centre, using the former railway line corridor and similar aims could be contained within Policies R14 and R16 related to Foxhall and North Beach respectively.

- Regeneration in Foxhall, South Beach and North Beach is actively involving community consultation and this should be continued.

- Proposals for Blackpool town centre could take the opportunity to address crime and alcohol-related disorder which is a significant problem in some central areas. Neighbourhood regeneration initiatives should be developed in consultation with the police and community safety teams. Guidance on designing out crime should be followed when planning redevelopment and could be referred to in Policies R1, R5, R8 and R14-R16.

- The Core Strategy should clarify its position on the development of apartments. These appear to form an integral part of the Talbot Gateway redevelopment and are also likely to be proposed when remodelling surplus tourist accommodation in accordance with Policies R14-15 and R19-20. However, Policy G4 would appear to discourage the construction of new flats due to the existing over-supply.

- It must be ensured that new residential developments help to meet the identified demands for larger, higher quality, single-family units.

4.3.3   Appraisal of M55 Hub Growth Point Policies

What the Core Strategy Says

The proposals for substantial development near the terminus of the M55 motorway have been developed in conjunction with neighbouring Fylde Borough Council. The policies in the Blackpool Core Strategy apply only to the area of this 'M55 Hub' within the Borough, although it is recognised that the form and nature of the growth point as a whole will be determined to an extent by policies in the still-emerging Fylde Core Strategy.

Policies in this section cover the following areas:

- Allocations of land and the phasing of development at Marton Moss and Whyndyke Farm;

- Guidance on the mix, style, character and affordability of housing, and for the provision of community facilities; and

- An extension to the Green Belt.

These policies address statements in the overall Core Strategy Vision related to high quality housing and improving access to services. However, there would appear to be a potential conflict with the aim of conserving 'natural quality'.

Full policy details are provided in Appendix F, and can also be referred to in Chapter 6 of the Core Strategy.

Summary Matrix

Table 4-5 presents the results of the assessment of Policies M1-M7. The full assessment is contained in Appendix F.

SA Objective	M55 Hub Supporting Policies						
	M1	M2	M3	M4	M5	M6	M7
1 Crime	?	?	0	+	+	0	0
2 Education	0	0	0	+	0	0	0
3 Health	+	0	0	+	+	0	0
4 Housing	++	++	++	0	0	0	0
5 Community Spirit/Cohesion	+	+	+	+	+	0	0
6 Access to Services etc	+	0	0	+	+	+	+
7 Economic Growth	0	0	+	+	0	0	+
8 Tourism	0	0	0	0	0	0	?
9 Economic Inclusion	+	+	0	+	0	0	0
10 Urban Renaissance	+	+	+	+	+	+	+
11 Marketing the Borough	+	+	+	+	+	+	+
12 Biodiversity	-	0	0	0	+	+	0
13 Landscape/Townscape	-	0	0	0	+	+	0
14 Heritage	-	0	0	0	0	0	0
15 Water	-	0	0	0	+	+	0
16 Contaminated Land	?	0	0	0	0	+	0
17 Climate Change	?	0	0	0	+	0	+
18 Air Quality	-	0	0	0	0	0	+
19 Energy	-	0	0	0	0	0	0
20 Natural Resources	-	0	0	0	0	0	0
21 Waste	-	0	0	0	0	0	0
22 Transport	-	0	0	0	0	0	+

Table 4-5   Summary of Assessment of Core Strategy Policies M1-M7

Discussion of Significant Effects

This section of the Core Strategy contains the greatest number of policies that are potentially in conflict with the SA Objectives. These conflicts occur in relation to Policy M1 that allocate land for development in Blackpool's rural-urban fringe, indicating that it is the overall concept of the M55 Hub being developed in this area, rather than any particular guidance, that may cause a

problem. In fact, the majority of policies are positive on balance, although there is uncertainty related to the precise form of new housing and the impacts it may have on the environment.

Policy M5 states that development on Marton Moss is to be appropriate to the existing character of the area, and to respect existing boundaries and land uses. Developing pockets of housing within a pattern of boundary vegetation and whilst retaining some existing horticultural (glass houses) land uses is clearly preferable to wholescale clearance, but it must be recognised that 2,700 new dwellings cannot be constructed without some permanent adverse impacts on the natural environment. These would include effects on air quality, resource consumption and waste generation. Changes to biodiversity and water features are less easy to predict, but initial disturbance is likely and recovery will depend on the design and density of new housing. With regard to biodiversity, an extended Phase 1 Habitat Survey undertaken for the M55 Hub proposals in July 2009 recognised the major opportunity for a well designed development to contribute to biodiversity in the long term. Pockets of valuable habitat currently exist but are not well connected. Inclusion of features such as reedbeds, wetlands and native species planting would enhance wildlife corridors and improve the biodiversity value of the site.

The landscape character of this area will change from predominantly enclosed mossland and smallholdings to an urban environment. Some open land will be lost, but unsightly horticultural sheds and glasshouses would also be screened, and to some extent, replaced by high-quality planned development with green linkages and sensitive landscaping.

It is stated within the preamble and in several policies that the aim of the M55 Hub is to '*support the fundamental priority for inner resort and town centre regeneration*', and it will therefore be ensured that the release of housing sites is closely linked with the progress of regeneration sites within the inner areas. In this way, the M55 Hub development would help to provide the new higher quality homes that the Borough needs, whilst the primacy of inner area regeneration is a continuing theme throughout the Core Strategy. It is considered that there is sufficient provision to ensure that the M55 Hub serves a specific need, rather than representing a general preference for urban edge development. The most sustainable long term outcome for the Borough is for the existing urban area to be a place where people want to live and which provides a high quality environment for sustainable economic activity.

Policy M2 specifically states that housing development will be carefully phased in order to support the identified need for housing growth and the regeneration needs of the inner areas of Blackpool. The Core Strategy will therefore ensure that the level of growth is appropriate to settlement size, meets needs at the time, and is also evenly spread across the Borough, which would contribute to the creation of a better balanced and sustainable housing market and communities. However, there are uncertainties in relation to funding programmes, which may mean that the phasing of housing development may not occur as desired. In addition, potential issues could arise if housing development is phased before the related provision of services etc. It is therefore important that appropriate services are provided at each phase, if necessary.

As a result of the proposed phased approach to housing, the likely sustainability impacts identified as a result of housing development would also occur incrementally as opposed to all at once. This could generate benefits in terms of landscape, biodiversity (and potentially other environmental factors e.g. in relation to potential pressure upon water resources) and community spirit / cohesion, as change would be experience a little at a time and existing residents would be given time to become used to the changes.

There is an opportunity to actively promote sustainable design methods in the development of the M55 Hub. SuDS are mentioned within Policies M2 and M5, but the environmental sustainability of new residential properties would also benefit from energy efficiency methods, recycling and composting facilities, secure cycle storage and other such features. More ambitious schemes such as district heating and on-site renewable energy generation could also

be considered. Policies relating to environmental design are included elsewhere in the Core Strategy, but it may also be worth emphasising high standards and promoting innovation within this section, given the size of the M55 Hub development.

It is recognised that the Core Strategy only sets a policy framework of development at the M55 Hub. Further detailed studies have been, and will continue to be, undertaken to ensure that the development meets local needs but maximises opportunities to create a mixed, sustainable community. Whilst the concept of building on open land at the urban edge appears initially at odds with several sustainability objectives, the impact of the M55 Hub proposals will ultimately depend on the rigour with which best practice sustainable design solutions are implemented. These include integrating green infrastructure, incorporating energy and water efficiency measures into new buildings, promoting waste management in line with the waste hierarchy, providing viable sustainable transport options and reducing the need to travel to access services.

Mitigation

A number of recommendations have been made to either mitigate potentially adverse impacts of Policies M1-M7, or to maximise their sustainability in relation to social, economic and environmental parameters:

- More detailed masterplanning must highlight the provision of particular services, and the planning framework should contain triggers requiring their delivery at defined stages of the project (i.e. number of housing units completed). This would ensure that adequate service levels are maintained and that the need to travel is minimised.

- A biodiversity strategy for the site should be implemented to ensure that due care is given to biodiversity throughout the development process. This should include appropriate ecological surveys and mitigation measures to safeguard protected habitats and species. In addition to '*ecological green corridors*', Policy M5 could specifically propose habitat creation, possibly linked to SuDS features in places.

- The requirement for additional sustainable design measures could be included within this section. These could relate to neighbourhood-wide measures or the features of buildings such as water efficiency measures (e.g. meeting Code for Sustainable Homes and Lifetime Homes standards).

- It should be ensured that housing development is supported by appropriate service provision, if necessary, at each phase.

4.3.4 Appraisal of a Balanced, Healthy and Greener Blackpool Policies

What the Core Strategy Says

This section of the Core Strategy is focussed on housing, services and environmental improvements. Policies G1-G11 address the following issues:

- Neighbourhood regeneration and improvements to the supply, diversity, quality and affordability of housing;

- The provision of public and commercial services;

- Protection and enhancement of green spaces; and

- Requirements for energy and resource efficiency.

These themes link directly to statements in the Core Strategy Vision concerning housing, regeneration, education and the conservation of 'natural areas'.

Full policy details are provided in Appendix F, and can also be referred to in Chapter 7 of the Core Strategy.

Summary Matrix

Table 4-6 presents the results of the assessment of Policies G1-G11. The full assessment is contained in Appendix F.

SA Objective	Balanced, Healthy and Greener Blackpool Policies										
	G1	G2	G3	G4	G5	G6	G7	G8	G9	G10	G11
1 Crime	+	0	0	+	0	0	0	0	0	0	0
2 Education	+	0	++	0	0	0	0	0	0	0	0
3 Health	+	0	+	0	0	0	+	+	0	0	0
4 Housing	+	0	0	++	++	+	0	0	0	0	0
5 Community Spirit/Cohesion	++	+	+	+	+	0	+	+	0	0	0
6 Access to Services etc	+	++	+	+	+	+	+	+	0	0	0
7 Economic Growth	+	+	0	0	0	0	0	0	0	0	0
8 Tourism	+	0	0	0	0	0	+	+	0	0	0
9 Economic Inclusion	0	0	+	+	+	0	0	0	0	0	0
10 Urban Renaissance	++	+	+	+	+	0	+	+	+	+	+
11 Marketing the Borough	+	+	+	++	+	0	+	+	0	0	0
12 Biodiversity	0	0	0	0	0	0	+	+	0	0	?
13 Landscape/Townscape	++	+	+	+	+	0	+	+	0	0	?
14 Heritage	0	0	0	0	0	0	+	+	0	0	0
15 Water	0	0	0	0	0	0	+	+	0	0	0
16 Contaminated Land	+	+	+	+/-	0	0	+/-	0	0	0	0
17 Climate Change	0	+	0	0	0	0	+	+	+	+	+
18 Air Quality	+/-	+	0	0	0	0	+	+	0	0	0
19 Energy	0	0	0	0	0	0	0	0	++	++	++
20 Natural Resources	0	0	0	?	0	0	0	0	0	+	0
21 Waste	0	0	0	0	0	0	0	0	0	0	0
22 Transport	0	+	0	+	0	0	0	0	0	0	0

Table 4-6   Summary of Assessment of Core Strategy Policies G1-G11

Discussion of Significant Effects

This section of the Core Strategy proposes policies that relate to the entire Borough and can be seen to act as mitigation for many of the more development-orientated policies in other sections of the document. Those policies related specifically to housing and regeneration are likely to have the greatest impact on Blackpool's core intervention areas, but no specific geographical locations are identified. The overall performance of Policies G1-G11 against the SA Objectives

is very positive. All SA Objectives, with the exception of 21 – Waste, are supported to a greater of lesser extent by the policies in this section.

The beneficial impacts of policies in this section could occur in one of two ways. Direct benefits will occur where policies specify particular targets or planning criteria to achieve enhanced sustainability outcomes. An example is the requirement in Policy G9 for a 15% reduction in carbon emissions and the inclusion of energy efficiency measures in new developments. Other indirect benefits will occur as a result of the promotion of a more attractive living environment, including accessibility to services, the quality of the built environment and the creation of urban green spaces. The impacts of these changes are less certain and will often be site-specific.

The greatest sustainability benefits would occur in areas related to regeneration, neighbourhood renewal and improvements to housing. These would comprise physical changes, such as improved streetscapes, new buildings, and new and refurbished schools, but also more long-term improvements related to the social and economic well-being of the Borough. The programme to rebuild all of Blackpool's schools over the life of the plan shows a commitment to raising educational attainment, which is in itself an SA Objective, but which would contribute towards wider regeneration over time as skill levels and aspirations amongst young people improve.

As a heavily urbanised borough, a large proportion of development in Blackpool will inevitably take place on previously-developed land, but Blackpool has green spaces, including Green Belt, that are important and should be preserved if urban sprawl is to be contained. Allocations of land for urban fringe development at the M55 Hub in Policies M1-M7 are appraised separately, but this development can be regarded as a strategic response to specific housing needs rather than a general preference for urban edge over brownfield development. The Core Strategy as a whole takes a balanced approach, allocating land for lower density development around the M55 Hub, but concentrating primarily on regeneration in inner urban areas. It should be borne in mind that brownfield sites within and close to inner regeneration areas may be less attractive for some forms of residential development, and less financially viable given the potential remediation costs.

Mitigation

A number of recommendations have been made to either mitigate potentially adverse impacts of Policies G1-G11, or to maximise their sustainability in relation to social, economic and environmental parameters:

- Crime reduction could be made a more specific aim of Policy G1.

- Policy G1 could refer to a requirement for developments to meet local needs, as identified in part through community consultation.

- Policy G1 could be strengthened to promote regeneration that is sensitive to heritage assets and their setting, e.g. in Foxhall.

- Existing locations are the most accessible, but Policy G2 could include the need for new developments to be specifically accessible by public transport, to reduce the need for private car use.

- Policy G4 could consider the remodelling of existing buildings as well as the construction of new buildings.

- Policies G4 and G5 could express a preference for brownfield locations to be used for new housing, and specifically require the remediation of contaminated sites.

- Suggestions of how green spaces could be enhanced could be given in Policies G7 and G8 or their accompanying text and they could also show a commitment to supporting BAP habitats and species in particular.

- The role of green spaces for providing valuable infiltration capacity and reducing flood risk in such a heavily-urbanised area could be emphasised in the accompanying notes to Policies G7 and G8.

- References to 'wild space' in Policy G8 could be clarified as meaning those areas where human interference is reduced and biodiversity is promoted.

- Policy G8 could include encouragement for planting street trees which provide benefits to streetscapes at relatively low cost.

- Policy G8 could promote the use of linear green infrastructure for developing walking and cycling routes across the Borough.

- Policy G10 could be strengthened by requiring new developments to incorporate SuDS and water efficiency measures.

- Policy G10 could refer explicitly to a need to incorporate waste minimisation and recycling principles into the design of new developments and to promote the use of recycled materials.

- High quality design is included within some of the accompanying text, but could be worked into several policies (e.g. G1, G2, G4 and G5) to ensure that new developments enhance the existing townscape.

- The allocation of development sites should consider climate change issues, particularly current and future flood risks.

- There is the potential within several of the policies to address the issue of implementing energy efficiency measures in the current housing stock, as well as for new stock, as part of regeneration initiatives.

4.4   Appraisal of Cumulative Effects

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

Table 4-7 summarises the cumulative and synergistic impacts as a result of the Core Strategy. All elements of the Core Strategy have been taken into account within this assessment. The combined impacts as a result of other initiatives proposed within and around Blackpool, such as the Fylde Borough Core Strategy and the Wyre Borough Core Strategy have been considered. It is assumed that the Fylde Borough Core Strategy would promote the development of the M55 Hub Masterplan, including provision of new employment and residential development etc. The approach identifies receptors, for example the economy or the townscape, that may be affected by cumulative impacts. It also acknowledges where uncertainty has influenced the assessment.

Other initiatives such as individual AAPs (e.g. for Foxhall) and SPDs (e.g. for South Beach), Blackpool Sustainable Community Strategy 2008 – 2028, Achieving Perfect Vision 2004-2020 – The Local Strategic Partnership, Lancashire and Blackpool Visitor Economic Strategy 2006-2016, Fylde Coast Housing Strategy (2009), are considered likely to contribute to potential cumulative impacts. As the Core Strategy has been developed with these in mind, they have already been taken account of with the main assessment.

Receptor	Cumulative/Synergistic Effect	Causes	Potential Direction of effect (Positive, negative or 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. Security by design should be encouraged within all developments.	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. In addition, proposals for a Higher Educational Facility at Rigby Road, together with a new school within Marton Moss would contribute to this. Development at the M55 Hub within the Fylde Borough would also comprise new school facilities.	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 public realms, and provide a new mental health hospital at Whyndyke Farm. 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, and throughout the M55 Hub as a whole, would encourage increased physical activity and healthier lifestyles.	Positive
Housing Provision	Housing will be provided for local needs, and would contribute to Borough and sub-regional targets.	The Core Strategy specifically provides for an increased range, quality and affordability of housing to meet current and future needs. The creation of sustainable communities at the M55 Hub, which includes the provision of housing development within both the Blackpool and Fylde Boroughs, would support housing growth.	Positive
Community Spirit in the Borough	Community spirit has the potential to improve within the inner areas of the Blackpool Borough. Potential negative impacts upon community cohesion could occur within the M55 Hub area.	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. Positive impacts upon community spirit and cohesion could be realised through the creation of self- supporting local communities at the M55 Hub, both within the Blackpool and Fylde Boroughs. However, conflicts could be generated with the surrounding more rural areas.	Positive and negative
Access to goods and services in the Borough	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. In addition, appropriate services and facilities would be provided within the sustainable communities at the M55 Hub. Improved connectivity	Positive

Receptor	Cumulative/Synergistic Effect	Causes	Potential Direction of effect (Positive, negative or neutral)
		within the Borough is a key feature 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. The creation of self-contained communities at the M55 Hub would also contribute to this.	Positive
		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 at the M55 Hub, expanding upon existing employment development already there.	
		Furthermore, expansion to outer area employment sites would also contribute to sustainable economic growth and help to diversify employment opportunities within the Borough.	
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.	Positive
		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.	
Biodiversity	The Core Strategy seeks to endure protection of biodiversity resources within the Borough. However, potential negative impacts could occur as a result of development at the M55 Hub / within Marton Moss.	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.	Positive and negative
		However, development within Marton Moss and around the M55 Hub has the potential for loss of biodiversity, as does the development of new transport infrastructure.	
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 Hub.	The regeneration of the resort core and the town centre would generate benefits upon the townscape through an enhanced environmental and built quality.	Positive and negative
		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.	
		In addition, development at Marton Moss provides opportunities to deliver high quality environments and innovation in urban design. Development at the M55 Hub 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	

Receptor	Cumulative/Synergistic Effect	Causes	Potential Direction of effect (Positive, negative or neutral)
		impacts could be experienced within the more rural areas (within the Fylde and Blackpool Boroughs) adjacent to the M55 Hub, through increased visual intrusion.	
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.	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 Hub, would bring jobs and homes closer together, thereby potentially reducing the need to travel. 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. 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. 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. All new development has the potential to increase pressure upon water and energy resources, and generate increased waste production.	Positive and negative

Table 4-7   Cumulative and Synergistic Impacts

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5 Monitoring Framework

5.1 Introduction

The SEA Directive requires that the plan is monitored to test the actual significance of effects of implementing the plan against those predicted through the assessment. This section provides an outline monitoring framework and advice for monitoring the significant effects of implementing the Core Strategy. Monitoring is an ongoing process integral to the implementation of the Core Strategy, and can be used to:

- Determine the performance of the plan and its contribution to objectives and targets

- Identify the performance of mitigation measures

- Fill data gaps identified earlier in the SA process

- Identify undesirable sustainability effects

- Confirm whether sustainability predictions were accurate

5.2 Approach

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

- The objectives, targets and indicators that were developed for the SA Framework

- Features of the baseline that will indicate the effects of the plan

- The likely significant effects that were identified during the effects assessment

- The mitigation measures that were proposed to offset or reduce significant adverse effects

Where relevant, the indicators and targets have been updated since publication of the Scoping Report in October 2007. A number of indicators have been aligned with those in the Implementation Plan within the Core Strategy.

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

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

5.3 Existing Monitoring Programmes

A fundamental aspect of developing the monitoring strategy is to link with existing monitoring programmes and to prevent duplication of other monitoring work that is already being undertaken. The Blackpool Council Annual Monitoring Report (AMR) (2009), the Blackpool Council Planning Department Housing Monitoring Report (2009) and the Spatial Planning in Lancashire: Annual Monitoring Report (April 2008) all identify a series of indicators that can be used to monitor progress.

5.4   Proposed Monitoring Framework

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

- The potentially significant impact that needs to be monitored or the area of uncertainty

- A suitable monitoring indicator

- A target (where one has been devised)

- The potential data source

- The frequency of the monitoring

For some of the SA objectives, for example those relating to townscape character and quality, it will be necessary for baseline characteristics and contextual information to be reviewed. The indicators written in italics highlight current data gaps which will be reviewed and additional information gathered where possible. The indicators are presented in dark blue bold text and targets are in pale blue text.

It is intended that the Core Strategy will be submitted to Government later in 2010, and adopted in 2011. The principles in the Core Strategy will lead to new development across the Borough until 2026, therefore monitoring should be ongoing during this timeframe. The targets identified in Table 5-1 will therefore need to be reviewed and updated as new ones are developed and existing ones are modified. In addition new or more appropriate indicators may also be developed as more information is gathered and the SA process and Core Strategy develops further.

It should be noted that benefits would be realised from monitoring at different geographical scales, for example, as this is a strategic assessment, it is important to consider the overall changes to the Blackpool Borough as a whole, as well as considering changes within individual wards. It should be noted that identifying changes in individual towns may be difficult as information may not be available at this small scale. Nonetheless, it is important when considering Borough wide monitoring data to attempt to establish how the Core Strategy has contributed to this, where possible.

Table 5-1 focuses upon indicators which are relevant to the monitoring of the likely significant effects within Blackpool as a result of the Core Strategy.

SA Objective	Effect to be Monitored	Indicator and Target (Including Source where Relevant)	Review Frequency
1 Crime	Provisions of Core Strategy have potential to lower crime and fear of crime in the Borough through regeneration benefits.	**Crime levels per 1,000 population (Blackpool Community Safety and Drugs Partnership Plan 2008–2011)** Reduce the rate of increasing levels of recorded crime (2009 Annual Monitoring Report (AMR)) **Number of wards with SOAs in the bottom 20% for crime deprivation (IMD)[7]** To reduce number of wards with SOAs in the bottom 20% for crime deprivation (IMD) on a rolling basis. **Percentage of people feeling 'at risk' of crime** No specific targets have been developed for fear of crime although overall target should be to reduce fear of crime. Targets are to be established by AMR New targets could be developed in conjunction with the Community Safety and Drugs Partnership Plan.	Every 3 years
2 Education	Indirectly, skills and training may improve as a result of the provisions for employment land use in the Core Strategy. It also aims to provide training and mentoring opportunities to guide business growth In addition, a new Higher Education University style campus would be proposed.	**Percentage of resident population aged 16-74 with no qualifications** Reduce to 18% by 2010 and ensure future annual reductions (AMR). Improve educational achievement and aspirations of Blackpool's children and young people up to 2028 (Sustainable Community Strategy) To have the same proportion of the population with no qualifications as the England average, and to eliminate major sub-regional variations and variations between key groups by 2026 (NW Regional Economic Strategy 2006). **Number of wards with SOAs in the bottom 20% for education, skills and training deprivation** To reduce number of wards with SOAs in the bottom 20% for education, skills and training deprivation (IMD) on a rolling basis. **Percentage of people aged 16-74 achieving NVQ level 4/5** No specific target identified. Increase on a rolling basis.	Every 3 years
3 Health	Provisions of Core Strategy have potential to improve levels of health and wellbeing as part of wider regeneration benefits, improved employment opportunities and improved living environment.	**Number of wards with SOAs in the bottom 20% for health deprivation and disability** Reduce number of wards with SOAs in bottom 20% for health deprivation and disability (IMD) on a rolling basis. **Life expectancy for males/females** To increase life expectancy to at or above national levels over the plan period **Percentage of the population considered to be in good health** New targets could be developed in conjunction with the Sustainable Community Strategy.	Every 3 years

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

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SA Objective	Effect to be Monitored	Indicator and Target (Including Source where Relevant)	Review Frequency
		Percentage of population with a long-term limiting illness. New targets could be developed in conjunction with the Sustainable Community Strategy.	
4 Housing	Provisions of Core Strategy would ensure the provision of a greater choice and quality of housing, to ensure all needs are met, and will contribute to affordable housing targets.	**Number of unfit dwellings** The proportion of vulnerable private sector households in decent condition homes should be above 70% by 2010-11 and 75% by 2020-21 (AMR). **Number of wards in the bottom 25% for Living Environment Deprivation (IMD)** Reduce number of wards with SOAs in bottom 20% for living environment deprivation (IMD) on a rolling basis. **Proportion of vacant housing** Reduce the number of vacancy houses to a maximum of 3.5% of total stock by 2016, in Lancashire (Lancashire Council). **Affordable dwellings completed as a percentage of all new housing completions** Deliver 100 (gross) affordable homes per year by 2012 and 2019 (Fylde Coast Housing Strategy 2009).	Annual (although the IMD is reviewed every 3 years)
5 Community Spirit/Cohesion	Provisions of the Core Strategy may promote improved community spirit and cohesion through regeneration.	**Percentage of people who feel their local area is a place where people of different backgrounds can get on well together** Target to be established through AMR. **Percentage of people expressing satisfaction with their local neighbourhood** Target to be established through AMR. **Percentage of residents who think that for their local area, over the past three years, that community activities have got better or stayed the same.** Local opinion surveys may need to be established.	Every 3 years
6 Access to Services etc	The Core Strategy would promote accessible development, which should have positive impacts upon accessibility. In addition, it promotes improved connectivity within and around the Borough.	**Percentage of usually resident population within 1km of 5 basic services** By 2016, the proportion of the population within 1km of 5 basic services (GP, primary school, food shop, post office, bus stop) to be maintained to at least the 1996 level of 73%. (Lancashire County Council) **Number of wards in the bottom 20% for Barriers to housing and services (IMD)** To reduce number of wards with SOAs in bottom 20% for levels of barriers to housing and services (IMD) on a rolling basis. **Access to recreational space** Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes (Lancashire County Council).	Every 3 years
7 Economic Growth 9 Economic Inclusion	Provisions of the Core Strategy would encourage new employment development and contribute to economic inclusion,	**Percentage employment in different sectors e.g. manufacturing, retail etc.** To diversify the local economy and attract more skilled jobs (AMR) **Number of wards in bottom 20% for Employment and Income Deprivation**	Every 3 years

SA Objective	Effect to be Monitored	Indicator and Target (Including Source where Relevant)	Review Frequency
	which would improve the attractiveness of the Borough for inward investment.	To reduce number of wards with SOAs in bottom 20% for employment and income deprivation in wards (IMD) on a rolling basis. **Number of VAT registrations** 12% net increase in total VAT registered stock by 2010 (AMR) **GVA per head** AMR target is out of date. *GVA per capita for key sectors* To close the gap with the England average in the North West for GVA growth by 2026 (NW Regional Economic Strategy) **Percentage of the total working age population with unemployment related benefits** Have only 32.6% of working age people claiming out of work benefits in the worst performing neighbourhoods (Fylde Coast Housing Strategy 2009) **Percentage unemployed** To achieve a regional employment rate of 80% by 2020, and eliminate major sub-regional variations and variations between key groups (NW Regional Economic Strategy) **Percentage economically active** Suitable targets could be developed with Blackpool Council.	
8 Tourism	The Core Strategy would promote sustainable tourism through its provisions for regeneration of the resort core and the town centre.	**Visitor volumes** To increase visitor numbers by 30% to 85 million by 2016 (Lancashire and Blackpool Visitor Economic Strategy). **Visitor Spend** To increase visitor spend by 20% to £3billion (Lancashire and Blackpool Visitor Economic Strategy). **Proportion of jobs in the tourism sector** To increase numbers of jobs by 30% to 70,000 (Lancashire and Blackpool Visitor Economic Strategy 2006-2016) To maintain jobs (AMR target)	Every 3 years
12 Biodiversity	Provisions of the Core Strategy should help to protect and further enhance biodiversity and also improve connectivity with the biodiversity resources.	**BAP habitats and species** Maintain level of LBAP species and habitats (AMR). **Number of designated sites and area** No net loss of designated sites or loss of area. **Condition of Special Sites of Scientific Interest (SSSIs)** Bring 95% of all SSSIs in Lancashire into favourable condition by 2010 (LCC). (NB this is now out of date. In the absence of updated targets this target should be maintained over the next 5 years.) **Accessibility to greenspace** Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes (Lancashire County Council).	Every 5 years Annual for BAP
13 Landscape/Townscape	The Core Strategy would help to protect	**Contextual information based upon landscape and townscape character assessments**	Every 5 years

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SA Objective	Effect to be Monitored	Indicator and Target (Including Source where Relevant)	Review Frequency
14 Heritage	and enhance the local landscape, townscape and heritage features.	**Number and size of Conservation Areas** No decline in Conservation Area size (LCC) (NB this is now out of date. In the absence of updated targets this target should be maintained over the next 5 years.) Ensure full protection of CAs from inappropriate development and seek to improve the character and appearance of the area where possible. (AMR). **Number of listed buildings on at risk register** Ensure no Listed Buildings are put on the at risk register. No Grade 1 or II*, II buildings to be lost. (LCC) (NB this is now out of date. In the absence of updated targets this target should be maintained over the next 5 years.)	
15 Water	All development has the potential to impact upon water quality and resources. However, the provisions of the Core Strategy seek to ensure no adverse impacts upon water quality are generated.	**Compliance with Bathing Water Directive** To achieve compliance with Directive's Guideline Standard at all monitoring points (EU Bathing Water Directive) - maintain annually	Annual
16 Contaminated Land	The Core Strategy could help to remediate contaminated land through targeted development within inner areas, and encouraged use of brownfield sites. However, there is potential for the creation of contaminated land as a result of development outside of the urban area.	**Percentage of new homes built on brownfield sites** The indicative target proportion of housing provision to use brownfield land and buildings is at least 65% in Blackpool (NW Regional Spatial Strategy). **Percentage of land stock derelict.** ***Percentage of land stock vacant*** To reduce the percentage of vacant/derelict land on a rolling basis.	Every 3 years
17 Climate Change 18 Air Quality 19 Energy 22 Transport	The Core Strategy encourages sustainable transport use although it also allows for increased vehicular access within the Borough which would have contrasting effects on climate change and air quality. The Core Strategy seeks to ensure that all developments are designed to the highest quality, to ensure efficiency and adaptation to climate change.	**Number of planning applications permitted contrary to EA advice on flooding** No planning applications permitted contrary to EA advice on flooding (EA) **Number of AQMAs in Blackpool** No increase in number of air quality management areas **Journey to work by mode** To reduce the percentage of journeys made by private car. ***Percentage of energy use from renewable sources*** By 2010 at least 10% (rising to at least 15% by 2015 and at least 20% by 2020) of the electricity which is supplied within the Region should be provided from renewable energy sources. (NW RSS) New non residential developments above a	Every 3 years

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SA Objective	Effect to be Monitored	Indicator and Target (Including Source where Relevant)	Review Frequency
	All development would consider the potential for flood risk.	threshold of 1,000m² and all residential developments comprising 10 or more units should secure at least 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources (NW RSS). **Total CO_2 emissions (kg) per household per year** Reduction of UK carbon emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels (Climate Change Act). **Annual Average Air Quality measurements for Nitrogen Dioxide and Particulates in town centres of principal urban areas and AQMAs** Annual Average Air Quality measurements for Nitrogen Dioxide and Particulates in town centres of principal urban areas and AQMAs to be at least 10% better than national standards by 2016 It is important that new local targets relating to renewable energy and carbon emissions are developed.	
20 Natural Resources	The Core Strategy promotes sustainable resource use.	***Number of new dwellings meeting EcoHomes standards of Good, Very Good and Excellent*** ***Quantity of secondary and recycled materials used in construction.*** Increase use of secondary and recycled materials in construction. Achieve a regional target of 25% of construction aggregates to be from secondary or recycled sources by 2021. (NW RSS).	Annual
21 Waste	Although increased development would increase waste production, the Core Strategy seeks to ensure waste is minimised.	**Percentage of household waste recycled** **Percentage of household waste composted** Recycle and compost 56% of household waste by 2015. (LCC) **Household and business waste arisings** **Percentage of household waste landfilled** Reduce the total quantity of biodegradable municipal waste going to landfill from the current 85% to 20% by 2010. (LCC)	Annual

Table 5-1   Proposed Monitoring Framework

5.5   Management & Responsibilities

The monitoring data needs to be collated in a structured manner so that patterns and trends can be identified and remedial action implemented. It is recommended that the data be collated in a tabular format and records the following:

- The SA Objective
- The indicator being used
- The data recorded
- The trend i.e. is the situation improving or deteriorating
- The need for remedial action
- The remedial action to be taken

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- The date for the implementation of remedial action

Table 5-2 provides a framework to be used to record responsibilities and results of monitoring.

Monitoring Activity	Responsible Body	Dates and frequency	Format of Results	Status Issues Encountered

Table 5-2   Monitoring Responsibilities

6 Next Steps

6.1 Next Stages in the SA Process

This SA Report has been published for consultation alongside the Final Blackpool Core Strategy Preferred Option. As part of this consultation we would particularly appreciate your feedback on the following questions:

- Do you agree with the findings of the SA?

- Do you agree with the mitigation proposed?

- Do you agree with the proposed monitoring framework?

Feedback received from consultees will be reviewed, and if necessary the Core Strategy will be amended accordingly. Refer to Section 2.6 for details of how to comment upon these documents.

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