

**Sustainability Appraisal of the Local List of
Buildings of Architectural or Historic Interest
SPD**

SCOPING REPORT

June 2006

Contents

1.0	Background, Introduction and Purpose	2
2.0	A1 Relationship to other plans, policies, strategies and guidance influencing the SPD	6
3.0	A2 Baseline Information	9
4.0	A3 Identifying Sustainability Issues	12
5.0	A4 Developing a Sustainability Appraisal Framework	13
6.0	A5 Consultation	14

Appendices

1.	Appendix 1	16
2.	Appendix 2	18
3.	Appendix 3	19

Figures and Tables

1.	SPD Process	5
-----------	--------------------	----------

1.0 Background, Introduction and Purpose

1.1 The Scoping Report

This report has been prepared for consultation on the scope and level of detail that should be included in the Sustainability Appraisal (SA) of the emerging Draft the Local List of Buildings of Architectural or Historic Interest Supplementary Planning Document (SPD). This Scoping Report is the first stage of a Sustainability Appraisal. It identifies the issues that Croydon is seeking to address through this SPD in order to achieve sustainable development in the Borough.

1.2 The Sustainability Appraisal

Sustainability Appraisals are now an integral part of producing planning documents under the Planning and Compulsory Purchase Act 2004 (the Act). Under Section 39(2) of the Act, Local Authorities are required to produce a Local Development Framework (LDF) to replace the Unitary Development Plan (UDP). SA is mandatory for all new or revised Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).

1.3 SA is undertaken to assess and improve the SPD's contribution to the sustainable development of the area it affects. The most widely accepted definition of sustainable development is: "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland Report 1987).

1.4 The main purpose of a Sustainability Appraisal is to appraise the social, environmental and economic effects of plan strategies and policies from the outset of the preparation process so that decisions can be made which accord with the objectives of sustainable development. The Government has produced several pieces of guidance on how to carry out an appraisal, drawn from the statutory regulations relating to the European Directive 2001/42/EC on the 'assessment of the effects of certain plans and programmes on the environment' (the Strategic Environmental Assessment' or SEA Directive). The most recent guidance is 'Sustainability Appraisal of Regional Spatial

Strategies and Local Development Documents' published by the Office of the Deputy Prime Minister (ODPM) in November 2005. This guidance will inform the preparation of the Sustainability Appraisal.

1.5 The Strategic Environmental Assessment

This Scoping Report seeks to meet the requirements of the SEA Directive and ODPM guidance mentioned in paragraph 1.4 above. The SEA Directive focuses on environmental assessments but a Sustainability Appraisal takes a broader perspective and also examines the social and economic implications of emerging plans and programmes.

1.6 Government guidance on undertaking SAs incorporates the requirements of the SEA Directive. Therefore, for the purpose of simplicity, the combined SA and SEA will hereafter be referred to as SA.

1.7 The Purpose of the Local List of Buildings of Architectural or Historical Interest SPD

The Council has produced a revised Local List of approximately 1000 buildings which, although not of sufficient quality to merit statutory listing, are of local significance and make a valuable contribution to Croydon's townscape. The list includes a wide range of buildings including churches, houses and public houses of different ages, all being substantially unaltered and retaining most of their original features.

1.8 The Local List currently forms Schedule Three of Appendix One of the Unitary Development Plan (UDP) but as this is due to be replaced this year, there is a need to review and update the current List. The opportunity was taken to remove the Local List from the UDP altogether and publish it as its own dedicated Supplementary Planning Document that can subsequently be updated at more regular intervals.

- 1.9** The Local List is also due to be published online and will be fully accessible to the public and have the capacity to be searched by street name or by ward. It will include building names, addresses, photographs and architectural descriptions.
- 1.10** Once adopted, the SPD will become planning guidance that will supplement policies in Croydon’s UDP and inform policies to be included in the Local Development Framework (LDF) that will replace the UDP over the next 3 years. Furthermore, once adopted, the SPD will be used by the Council, as a material consideration when determining planning applications.
- 1.11** The guidance seeks to preserve and protect the historic townscape of the borough. It is anticipated that the guidance will provide a drive towards promoting a better protected built environment that meets the needs of Croydon’s residents.
- 1.12 Methodology**

Figure 1 outlines the tasks involved in the preparation of the SA and Local List SPD, and places the Scoping Report in proper context (i.e. stage A)

SPD Stage 1 - pre-production and evidence gathering.

The SPD and SA are prepared simultaneously. The scoping report is the first stage of the SA (Stage A). The following table explains the different stages and tasks for the scoping report.

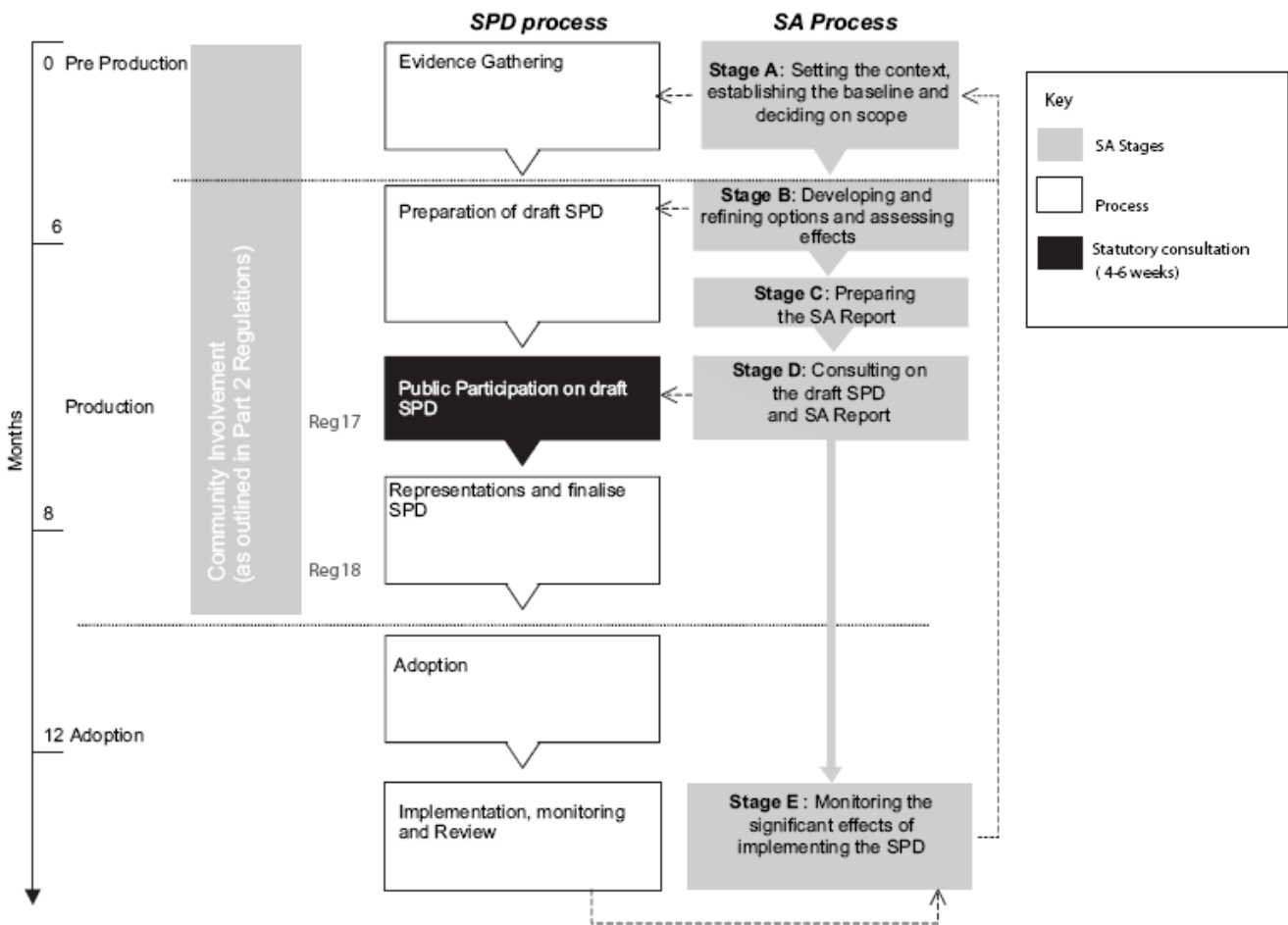
Stage A - Setting the context and objectives, establishing the baseline and deciding on the scope.	
A1	Identifying other relevant policies, plans and programmes, and sustainable development objectives.
A2	Collecting baseline information
A3	Identifying sustainability issues and problems
A4	Developing the SA framework

A5

Consulting on the scope of the SA

1.13 Stages B-E will take place after consultation of stage A and will form the Sustainability Appraisal. See diagram below:

The following stages and tasks explain what was to be completed in order to write the Scoping report for the Local List SPD:



2.0 A1 Relationship to other plans, policies, strategies and guidance influencing the Supplementary Planning Document

2.1 The Local List SPD will be influenced in various ways by other plans, programmes, initiatives policies and legislation operating on a number of levels (e.g. European, national, regional and local) The relationships between these and the Local List SPD are identified in order to exploit potential synergies and so that any inconsistencies and constraints can be addressed.

2.2 International

In most cases, international / European plans and programmes do not have an immediate or direct impact on the Local List SPD. However, their objectives and requirements are reflected in lower order plans and programmes, particularly at the national level and regional level. Their requirements will therefore filter down through these documents and indirectly influence the Local List SPD.

2.3 At the Rio Earth Summit in 1992, Governments around the world made a commitment to Agenda 21, a global plan of action for sustainable development. The UK government was the first to produce a national strategy in 1994 and this followed, In 1999, with the government outlining its proposals to deliver sustainable development in “A Better Quality of Life”. This strategy set out a vision of simultaneously delivering economic, social and environmental outcomes as measured by a series of headline indicators. Since 1999, progress has been measured every year against these indicators.

A review of other international / European plans and programmes which influence the SPD is shown in Appendix 1.

2.4 National

The Government sets out national policy in Planning Policy Guidance Notes

(PPGs) which are currently being replaced by Planning Policy Statements, (PPSs). The Government also produces Circulars and Best Practice Guides in order to provide advice to local planning authorities, to encourage a consistent approach to planning across the country. The relevant PPGs and PPSs are listed in Appendix 1. For further information on PPGs and PPS refer to the ODPM website www.odpm.gov.uk (Now The Department for Communities and Local Government (DCLG))

2.5 Regional

Regional planning policy for London is set out in the Mayor's Spatial Development Strategy for London - **The London Plan** (2004). The London Plan provides the Regional Spatial Framework within which Local Development Documents of the Local Development Framework (LDF) will be prepared. The London Plan forms part of the statutory development plan alongside the Development Plan Documents of the LDF.

2.6 The London Plan provides particular emphasis on the importance of design in accommodating London's growth within its boundaries, while creating better quality, distinctive and sustainable environments in areas close to public transport. The Plan also identifies the need to maximize the City's benefits by preserving and improving the quality of the environment, quality of life and historic character.

For more information please refer to the Greater London Authority website at:

www.london.gov.uk

2.7 Local

The review of the Unitary Development Plan (UDP) is nearing completion with the view to adoption of its replacement in summer 2006. The replacement UDP will also influence the direction of the draft SPD. Under the Planning and Compulsory Purchase Act 2004 the replacement UDP will be part of the Borough's Local Development Framework which will be replaced over the next 3 years.

Croydon's Local Development Scheme sets out the timetable and work programme for the Local Development Framework.

The Local List SPD will build on the design criteria set out in Policies in Croydon's Replacement UDP.

See Appendix 1 for a list of programmes and also for policies in the Replacement UDP which could influence the Local SPD.

Croydon's Sustainable Community Strategy for improving quality of life (2005-2008) which informed the UDP will also influence the production of the SPD.

3.0 A2 Baseline Information

3.1 The baseline is effectively information which outlines the current and likely future state of Croydon that could be influenced by adoption of a Local List SPD.

3.2 Baseline information for the Borough has been prepared by drawing upon a wide range of environmental, social and economic data. The baseline information is set out in Appendix 3. There are some gaps in the information which could be useful data to collect in the future should resources permit and thereby further quantify the Borough's progress towards achieving sustainability. The baseline data has been assessed to identify sustainability issues by identifying trends and comparing local data with regional or national averages. The data will also be used to assess the impact of the options when these are being prepared.

3.3 Baseline information is collected using indicators. (See Appendix 3) If indicators are monitored over time, the resulting data can reveal trends in performance (i.e. whether the situation is getting better or worse). Indicator performance can also be gauged in relation to wider geographical areas (e.g. counties or regions) if comparable data is available, and can be assessed in relation to targets, where these exist.

3.4 It may be necessary to revisit the collection of baseline information during the SA process as new information and issues emerge. The Council will therefore revisit the baseline information at appropriate instances in the future.

3.5 Population

Croydon has one of the highest populations of all the London Boroughs with a wide variety of residential areas. The residential neighbourhoods comprise distinct communities that focus on established centres.

3.6 The Borough has extensive areas of open land. Over one quarter of the Borough is designated as Metropolitan Green Belt and a further 3% is Metropolitan open land.

3.7 Listed Buildings

The Borough has some 400 statutory listed buildings and structures interspersed throughout (Grade I, II and II*) which are of special historic or archaeological interest.

3.8 Conservation Areas

Croydon has 11 designated Conservation Areas with special architectural or historic interest. They are as follows:

- Addington Village
- Bradmore Green
- Central Croydon
- Church Road Upper Norwood
- Harold Road
- Parish Church
- South Norwood
- The Waldrons
- The Webb Estate
- Upper Wood Cote Village
- Upper Norwood Triangle

Conservation Areas contain many heritage features and listed buildings which are well preserved and attractive. The street scene in conservation areas is dictated by the built form and inherited road and path layouts.

3.9 Local Areas of Special Character

There are many older areas of the Borough which, although unlikely to meet the criteria for designation as Conservation Areas, possess sufficient architectural, townscape and environmental quality to make them of significant local value. The Council has designated 24 Local Areas of Special Character. Croydon's plan advocates that good quality design is key to achieving the Council's aim of meeting the Borough's targets for housing provision in a sustainable way without harming the existing residential environment. In particular, the plan aims to provide for high quality, high density residential development in locations highly accessible to services and public transport.

3.10 Local List

Croydon's plan seeks to prevent the loss in the identity of different parts of the Borough. UC12 states that:

In considering schemes affecting buildings on the Local List, which do not enjoy the full protection of statutory listing, substantial weight will be given to the benefit of protecting and conserving the particular interest that accounts for their designation.

3.11 Difficulties with Data Collection

The Council has experienced problems in sourcing and accessing appropriate data. This is primarily because the process of Scoping reports and SA in relation to SPDs is new to the planning system. A particular problem has been gathering information at the local level as data is not often available at smaller geographic levels. The Council will continue to include relevant data as and when it becomes available.

4.0 A3 Identifying Sustainability Issues

4.1 This section defines sustainability issues the Council has identified in the Borough in relation to the Local List SPD. It is an opportunity to define key issues for the SPD. They include:

The main sustainability issues in relation to the Local List are as follows:

- Encouraging the retention and conservation of locally listed buildings and structures.
- The need to enhance the appearance of Croydon's built environment.
- Avoiding, wherever possible, in whole or in part the demolition of a locally listed building as a result of development proposals.
- Ensuring that proposals for extensions or alterations to buildings on the local list preserve their special local architectural or historic interest.
- Preserving or enhancing the special local historic interest and character of locally listed buildings
- Preserving and/or enhancing the character and/or appearance of Croydon's Conservation Areas, preserving its Listed Buildings and sites and features of archaeological importance.

5.0 A4 Developing a Sustainability Appraisal Framework

5.1 The SA framework provides a way in which sustainability effects can be described, analysed and compared. The process of undertaking a SA involves the identification of sustainability objectives and indicators which are used to measure and monitor the success of the SPD. Below, the sustainability objectives are set out, drawn from international, national, regional and local objectives, particularly the Council's first Annual Monitoring Report (November 2005). The work undertaken in the previous tasks have helped to inform the development of these objectives. These objectives will be used in later stages of the SA to test the contribution the Local List SPD makes in advancing them

5.2 Sustainability Appraisal Framework for Croydon's Local List SPD

Draft Objective	Draft Indicators	Draft Appraisal Criteria
To improve the quality of the built environment	Number of buildings added to the local list	Will the SPD safeguard character and appearance of the borough?
Protection of the historic environment, the cultural heritage and diversity of the borough	Number and area of Conservation Areas, Local Areas of Special Character, listed buildings, locally listed buildings Number of developments affecting such areas or buildings.	Will the SPD ensure that development respects the local character and enhances the urban landscape quality?
To enhance the identity and sense of place of the borough	Number of buildings added to the local list	Will the SPD safeguard character and appearance of the borough?
To make better use of our resources	Number of people logging onto the site	Will the SPD promote better access to planning?

6.0 A5 Consultation

6.1 The Government (through the Environmental Assessment Regulations for Plans and Programmes 2004) has designated the **Environment Agency**, the **Countryside Agency**, **English Nature**, and **English Heritage** as “authorities with environmental responsibilities“. These agencies must be consulted by plan making authorities on the content of the Scoping Report and SEA requirements.

6.2 The regulations also specify that the consultation bodies are to be given a period of 5 weeks to respond from the date that they receive the Scoping Report.

6.3 The Scoping Report will also be sent to other stakeholders who have expresses an interest in the Local List. Appendix 2 shows the consultee list for the Scoping Report of the SPD.

6.4 Consultation Arrangements

The Council welcomes any general comments, but would particularly value your views on the specific consultation questions raised below.

Consultation Questions

- 1. Are there any other plans, programmes or strategies that should have been considered?**
- 2. Do you have or know of any further data that should have been considered in establishing the baseline?**
- 3. Are there any other sustainability issues that should have been considered?**
- 4. Are the objectives and indicators suitable? Should there be any additional?**

- 6.5** The Consultation will run for 5 weeks from **23rd June 2006 to 28th July 2006**.
To make your comments you can either respond in writing to the address
below or email comments to LDF@croydon.gov.uk

FREEPOST RLYG-JCCY-UELK

Planning LDF

Policy and Strategy

Croydon Council

Taberner House

Park Lane

CR9 1JT

For further information call Claire Hamilton: 020 8686 4433 ext 63872

Appendix 1

International / European plans and programmes:

- The Johannesburg Declaration on Sustainable Development
- European Sustainable Development Strategy
- European Directive 92 / 43 EEC (&97/62/EC) on the conservation of natural habitats and of wild fauna and flora
- European Directive 2001 / 42 / EC (SEA Directive)
- European Directive 79 / 409 / EEC
- European Directive 2000 / 14 / EC
- European Directive 96 / 62 EC
- European Directive 2000 / 60 EC (Water Framework Directive)
- EU Landfill Directive
- EU Nitrates Directive
- EU Community Biodiversity Strategy
- European Spatial Development Perspective

National

Relevant Policy Guidance and programmes.

PPS1 Delivering Sustainable Development- 2005 ODPM

PPS9 Biodiversity and Geological Conservation 2006 ODPM

PPS12 - Local Development Frameworks - 2004 ODPM

PPS15 -Planning for the Historic Environment - 1994 – ODPM

Town and Country Planning (General Permitted Development Order) 1995.

Planning and Access for Disabled People - A good practice guide

Planning and Compulsory Purchase Act 2004

Disability Discrimination Act

Part M building regulations 2004

By Design: Urban Design in the Planning System - Towards better practice
2001

The Value of Urban Design - DETR, CABE & UCL - 2001

Regional

Draft Sub-regional Development Framework (SRDF)

Local Plans and Programmes

Unitary Development Plan (due to be adopted Summer 2006)

Croydon's Sustainable Community Strategy 2005-08

Draft SCI 2006

Extract from the Adoption Draft Replacement UDP, June 2006:

Buildings on the Local List

UC9 In considering schemes affecting buildings on the Local List, which do not enjoy the full protection of statutory listing, substantial weight will be given to the benefit of protecting and conserving the particular interest that accounts for their designation.

5.33 There are a large number of individual buildings or groups of buildings, throughout the Borough that, although not of sufficient quality to warrant statutory listing, are worthy of inclusion on the Local List. All locally listed buildings should satisfy at least two of the following criteria:

- **Authenticity:** Buildings and groups selected for the local list should be substantially unaltered and retain the majority of their original features;
- **Architectural significance:** Buildings which are of good architectural quality or are good examples of a particular building type;
- **Historical significance:** Buildings which represent specific architectural and social building periods or which are associated with, local historical events, the development of Croydon, well known people or noted designers; and
- **Technical significance:** Buildings that display exceptional innovation and craftsmanship.
- **Townscape Value:** Buildings and/or groups of buildings which due to their form, massing, appearance and positive role in the streetscene, such as key corner buildings, local landmarks, uniformly designed terraces.

5.34 Although these buildings lack the protection afforded by statutory listing the Council acknowledges their value in terms of design, interest or townscape value. In order to enable the Council to keep the list under review and either add or delete buildings to it at more regular intervals; the list now forms the basis for separate supplementary planning guidance. From time to time the Council will refer Local List buildings that it finds to be of greater quality to the Department of Culture, Media and Sport so that consideration can be given to whether they should be statutorily listed. It should be noted that the reference to buildings also includes structures such as milestones, horse troughs and post boxes.

5.35 The Council will endeavour to protect buildings on the local list, because their loss would be detrimental to the appearance, character and townscape quality of the borough. Where demolition is proposed, it should be demonstrated that all reasonable attempts have been made to retain the building. Where retention proves impractical, the Council will require that a photographic record of the building is made prior to demolition and submitted to the Council for record purposes.

5.36 In addition to the intrinsic qualities of buildings on the local list, their setting may also enhance the appearance of the building. The Council will consequently seek to protect the character and setting of such buildings.

Appendix 2

The four statutory environmental bodies to be consulted throughout the process are:

The Environment Agency
The Countryside Agency
English Heritage
English Nature

In addition the following organisations will also be consulted:

Relevant Council Officers, including:

Members

Environment Health, Countryside

Management, Transport, Access Officer and Planning and Waste and Recycling.

Residents Associations

Housing Associations

Neighbourhood Partnerships

Neighbouring Local Authorities

Lambeth Borough Council

Bromley Borough Council

Merton Borough Council

Reigate and Banstead Borough Council

Tanbridge Borough Council

Sutton Borough Council

Appendix 3 Baseline Data

Indicator	Quantified data (figures in bracket refer to data source)	Comparators and targets	Trend	Issue Identified	Action/Issues for Plan/SA
Population and Human factors					
Population	336,688 The population has risen 6% in the past 20 years. (census data 2001)	Population in London in 2001 is 7,172. It has risen by 5.4% in the past 20 years. (Census data 2001)	Population is rising		N/A
Overcrowding	11.5% of houses are overcrowded in Croydon	7% of homes in England are overcrowded. 17% in London	No trend available		To ensure that people living in overcrowded homes are aware of the benefits of residential extensions and alterations.
Climatic Factors					
Housing energy efficiency	Information not available at present	England and Wales 2004 30% of houses are fuel poor	The no of households categorised as fuel poor is below/above national targets		To ensure that 'fuel poor' households remain low and minimal in number.
Cultural Heritage and landscape					
No. of buildings archaeological risk	Croydon, Listed Building: 400 Archaeological sites:	N/A	The number of buildings at risk has increased/decreased		To ensure the heritage of buildings and sites in Croydon are identified and preserved as necessary.
Social factors					
Recorded crime per 1,000 population	25 offences per 1000 (Jan - March 2005)	Offences per 1000 England/Wales population: 25.5 (April -	There has been a decrease in the number of offences per 1000	Overall decreasing crime incidences.	To ensure crime does not continue to rise within the Borough.

	27.4 offences per 1000 (April - June 2004) (Crime Statistics for England and Wales (Home Office))	June 2005)	population. Croydon's crime rate is also below the national average. Favourable situation.		
Housing affordability	Average overall house Price 220,070 (Source Halifax House price survey of London Boroughs)	England and Wales 182,000 2006 (Office of National Statistics)	The average price of a home in Croydon increased by 207% between 1996 and 2006 Unfavourable situation.	Increasing average house prices.	Ensuring provision of affordable housing. Offering an easy to follow guide to extending your existing property
Ecological Factors					
Recycling rate	Information not available at present	England 14% 40% to be achieved by 2006 [16]	Recycling rates have been steadily increasing Favourable situation.		To ensure that recycling rates rise in the future.