

**Sustainability Appraisal of the Residential Extensions and
Alterations Supplementary Planning Document**

SCOPING REPORT

June 2006

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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 Residential Extensions and Alterations 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 of the Emerging SPD

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 Residential Extensions and Alteration SPD

Croydon's current Residential Extensions Supplementary Planning Guidance (SPG) and Residential Alterations SPG are being reviewed and a joint Residential Extensions and Alterations Supplementary Planning Document (SPD) will replace them.

1.8 The SPD will supplement and enhance policies in Croydon's Adoption Replacement Unitary Development Plan (UDP, June, 2006) and inform policies to be included in the Local Development Framework (LDF) including the core strategy that will replace the UDP. Furthermore, the SPD will be used by the Council as a material consideration when determining planning applications on residential extensions or alterations.

1.9 The Draft Residential Extensions and Alterations SPD will seek to prompt and encourage innovation and creativity whiles concurrently promoting the opportunities for wider benefits that the extension or alteration of residential properties can offer. It will encourage applicants to consider the environmental impacts and long term sustainability and adaptability of their proposals which could improve the performance and efficiency of homes.

1.10 It is anticipated that the SPD will provide a framework for promoting a better designed built environment that meets the needs of Croydon’s residents and at the same time results in an attractive, well designed and interesting built environment that will provide long term benefits (energy efficiency, spatial capacity, adaptability, cost saving, environmental sustainability etc) .

1.11 Methodology

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

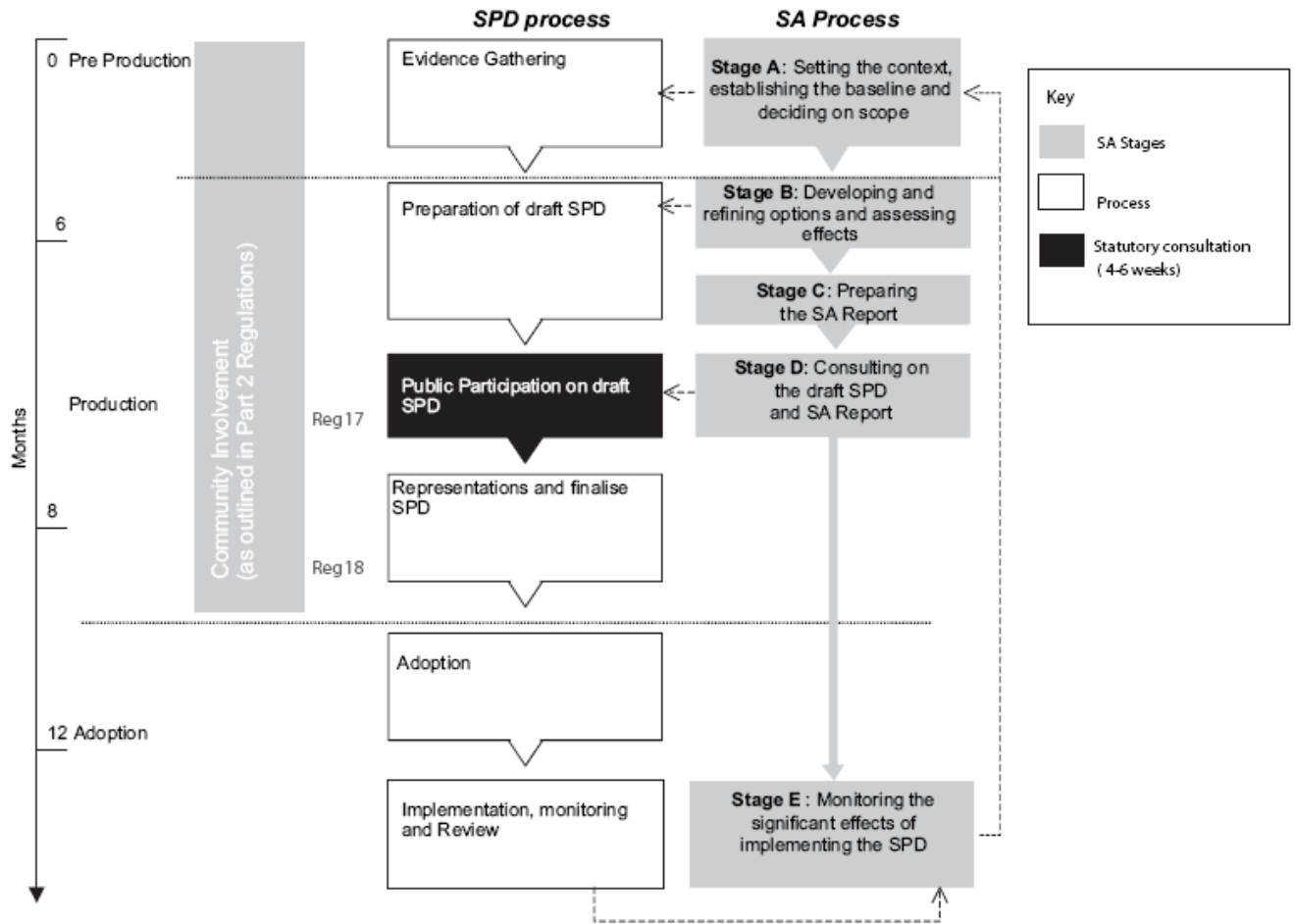
SPD Stage 1 - pre-production and evidence gathering.

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

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

Figure 1 - SPD Process



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

2.1 The Residential Extensions and Alterations 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 Residential Extensions and Alterations 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 Residential Extensions and Alterations 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 Draft Residential Extensions and Alterations 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 list 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 Draft Residential Extensions and Alterations 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 Residential Extensions and Alterations 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 Residential Extensions and Alterations 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 diversity of residential areas. The residential neighbourhoods comprise distinct communities that focus on established centres.

3.6 House Prices

Similar to other areas in the South East of England, house prices are beyond the reach of many 1st time home buyers and middle income households. A large residential population and high percentage of owner-occupied dwellings and high house prices means there is pressure to extend and adapt.

3.7 Extensions in Croydon

Currently, approximately 1500 householder applications for extensions and alterations to individual houses are received per annum and these comprise around 50% of all applications in numerical terms although not in construction value.

3.8 Restrictions on Development:

Open Land

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.

3.9 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 archeological interest.

3.10 Local List

The Council has also produced a Local List of approximately 900 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 of different ages and types, all being substantially unaltered and retaining most of their original features.

3.11 Conservation Areas

Croydon has 12 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
- Kenley Aerodrome

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.

3.12 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

- 3.13** Croydon's Replacement UDP 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 Replacement UDP aims to provide for high quality, high density residential development in locations highly accessible to services and public transport.

3.14 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 part of the new 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 Residential Extensions and Alterations SPD. It is an opportunity to define key issues for the SPD. They include:

- The need to enhance the appearance of Croydon's built environment, in particular its residential neighbourhoods
- 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.
- Promoting environmentally sound measures and long term sustainability and adaptability of the proposals which could improve the performance and efficiency of homes as well as improving the function, usability and the overall enjoyment residential properties.
- Ensuring properties are appropriately adapted whilst accommodating the changing needs of households.
- Encouraging the use of contemporary design where they offer innovative and creative solutions.
- Promoting safety and security.
- Protecting the appearance of the original dwelling and seeking to minimise detrimental effects on the street scene
- Avoiding unacceptable impacts on privacy and amenities of neighbouring properties. (e.g. overlooking)

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. It is, in effect, the tools used to appraise the Residential Extensions and Alterations SPD.

5.2 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 Residential Extensions and Alterations SPD makes in advancing them.

5.3 Sustainability Appraisal Framework for Croydon's Residential Extensions and Alterations SPD

Theme	Draft Objective	Draft Indicators	Draft Appraisal Criteria
Environmental	To promote a high standard of design in all development, complementing nearby buildings and activities and improving the quality of Croydon's built environment.	- Number of extensions constructed in accordance with the principles of good urban design	Will the SPD safeguard the character and appearance of existing residential areas?
	To conserve, protect and enhance important species and habitats of International, National and local significance, including sites of geological interest and to encourage biodiversity when opportunities arise	- Number of extensions which do not result in a net loss of trees	Will the SPD encourage biodiversity and the respect for wildlife habitats?
Energy and Climate Change	To preserve or enhance buildings and areas of special historic interest or those having recognised and valued architectural character.	- Number and area (sq.m) of Conservation Areas, Areas of Special Local Character, Listed buildings. - Number of extensions affecting such areas or buildings.	Will the SPD ensure that development respects the local character and enhances the urban landscape quality?
	To promote good environmental practices that minimise significant harmful environmental effects and to	Number of SUD principles in extensions	Will the SPD lead to increased developments constructed

	promote the sustainable use of resources (e.g. Promote sustainable urban drainage).		according to SUD principles?
	To reduce the generation of waste and promote recycling	Number of new extension developments incorporating space for recycling	Will the SPD reduce household waste arisings?
	Reduce running costs and energy use of buildings	Number of designs which incorporate energy efficiency principles	Will the SPD lead to an increased proportion of energy needs from renewable sources?
	To promote sustainable methods of building i.e. re-use of construction materials.	Number of extension developments which have allowed for the use of renewable and non-renewable resources	Will the SPD lead to increased developments using sustainable methods of building
Social	To reduce crime and disorder and the fear of it.	% of residents feel safe at night in their own neighbourhood. Number of extension proposals designed in accordance with Secure by Design	Will the SPD reduce actual crime, fear of crime or anti-social behaviour?
	To promote healthy lifestyles	Number of extensions which do not cause a significant detrimental impact on neighbouring properties.	Will the SPD prevent a significant loss of daylight and sunlight caused by inappropriate extensions.
Housing	To increase the amount of floor space for existing dwellings so as to promote sustainable lifestyles and sustainable communities.	Number of house extensions	Will the SPD encourage residential extensions to be built.
Economic	To regenerate the borough - making Croydon an economically prosperous place	Number of extension constructions resulting in new employment	Will the SPD encourage extensions to be built?

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 expressed an interest in Residential Extensions and Alterations. Appendix 2 lists the consultees for the Scoping Report of SPD2.

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 draft sustainability 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 must respond in writing by answering the consultation questions above and sending it by FREEPOST to the address below. You may also wish to 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 Jennifer Lee, Urban Design Officer: 020 8686 4433
ext 62251

Appendix 1 - Other plans, policies, strategies and guidance influencing SPD

International / European plans and programmes:

- The Johannesburg Declaration on Sustainable Development
- The Kyoto Agreement
- European Union 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
- EU 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

PPS 15 -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, CUBE & 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 (2005-2008)

Draft SCI (2006)

LDS (2005)

The following table illustrates policies have informed the production of the Residential Extensions and Alterations SPD:

Policy	Details
SP1	The Council expects all development to be sustainable
UD1	Planning permission will be granted for development proposals that are of a high quality, inclusive and sustainable design.
UD7	The Council will expect development proposals to be designed with ease of access for all users as a prime consideration, such as level or ramped access provision, and for internal space and layout to be designed to meet requirements relating to aspects of disability such as wheelchair use and sensory impairment.
UD8	The Council will have regard to specific factors (see paras 4.44-4.49) when considering proposals for new residential development including extensions and alterations to existing buildings.
UD15	New development, and the conversion of properties, will only be permitted if it provides temporary storage space for refuse which is generated by the development and which is adequately screened and conveniently located.

Appendix 2 - Consultees

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

Residents Associations

Housing Associations

Relevant Council Officers, including:

Members and Relevant Council Officers, including:

Environment Health, Countryside

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

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	There has been a decrease in the number	Overall decreasing crime incidences.	To ensure crime does not continue to rise

	27.4 offences per 1000 (April - June 2004) (Crime Statistics for England and Wales (Home Office))	population: 25.5 (April - June 2005)	of offences per 1000 population. Croydon's crime rate is also below the national average. Favourable situation.		within the Borough.
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.