

**GUILDFORD BOROUGH LOCAL DEVELOPMENT
FRAMEWORK 2004-2016**



**THE SUSTAINABILITY APPRAISAL AND
STRATEGIC ENVIRONMENTAL ASSESSMENT**

SCOPING REPORT

**FOR DEVELOPMENT PLAN DOCUMENTS AND
SUPPLEMENTARY PLAN DOCUMENTS**

January 2005

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1. INTRODUCTION

Context

- 1.1 Guildford Borough Council is reviewing its adopted Local Plan (January 2003) in light of changes made to the planning system by the Planning and Compensation Act 2004, which came into effect on 28th September last year. Work has begun on preparing a Local Development Framework (LDF), a folder of documents, which will guide land use and development in the Borough from 2004 - 2016.
- 1.2 Guildford Borough's LDF will comprise a range of documents, prepared according to a phased programme (called the Local Development Scheme). In the first three year phase the Council will produce Development Plan Documents (DPDs) for a Core Strategy, Housing Site Allocations, a Statement of Community Involvement, Area Action Plans for Guildford Town Centre and for the Slyfield area. Supplementary Planning Documents (SPDs) will also be produced on subjects including Sustainable Development, Infrastructure and Conservation Area Appraisals. The current timetable for the development plan documents is shown below:

Table 1: Timetable for production of Development Plan Documents

Stage	Date
Consultation (Issues and Options Paper) & <i>publish Initial Sustainability Appraisal Report</i>	March - June 2005
Consultation (Preferred Options & Proposals) & <i>publish Sustainability Appraisal Report</i>	September 2005 – January 2006
Submissions Documents & <i>Final Sustainability Appraisal Report</i>	March – Sept 2006
Examination (approx.)	Mid 2006 – Early 2007
Plan adoption (approx.)	Late 2006 – Late 2007

- 1.3 This document is the Scoping Report for a Sustainability Appraisal for Guildford Borough's DPDs and SPDs. The report is a consultation paper which is sent to the four statutory environmental consultee bodies and to other relevant organisations with a sustainability focus or local interest. The full list of consultees are set out in paragraph 1.15 onwards. Following revision in response to consultee feedback, the SA Framework set out in this report will first be used to assess the sustainability implications of the early Issues and Options stage for the first DPDs the Borough Council will produce: the Core Strategy and Housing Site Allocations. The Core Strategy will set out the key land use planning framework for the Borough, including a spatial vision and objectives for the area. All other DPDs must accord with the Core Strategy.

Plan Objectives

- 1.4 Table 2 (below) shows the draft spatial vision and draft plan objectives of the Issues and Options for the Core Strategy and Housing Site Allocations DPDs. The 'spatial vision' sets out broad aspirations for future development to 2016 and beyond. The final objectives will set out how to deliver the vision. The objectives reflect the community plan, national and regional planning policy objectives as well as other development plan documents:

Table 2: Draft Spatial Vision and Plan Objectives

<u>Draft Spatial Vision:</u>
A Borough that protects and enhances its high quality environment, whilst meeting the community's housing, economic, transport, recreational and social needs in the most sustainable way possible
Objective 1 - Meeting the housing needs of the area identified in the Surrey Structure Plan and, when adopted, the South East Plan
Objective 2 - Providing affordable housing for those unable to access market housing
Objective 3 - To provide for business and employment development needs, particularly for existing local businesses
Objective 4 - To protect and enhance Guildford's Town Centre role as a regional shopping centre and as a focal point for commercial, arts, cultural and entertainment facilities
Objective 5 - To protect the countryside from inappropriate development and maintain its open rural character
Objective 6 - Reducing the need to travel by car, thus reducing congestion
Objective 7 - Improving public transport accessibility in Guildford Town Centre
Objective 8 - Improving public transport accessibility and access to local services and amenities
Objective 9 - Improving environmental quality
Objective 10 - To protect and enhance the distinctive character of the Borough
Objective 11 - Promote high quality design in new developments
Objective 12 - To meet the challenge of making the best use of urban land whilst protecting the character of the existing environment
Objective 13 - Ensuring sufficient provision of social, cultural and recreational facilities
Objective 14 - Enhancing biodiversity in key areas

Strategic Environmental Assessment

- 1.5 Under the requirements of European Directive 2001/42/EC, on the 'assessment of the effects of certain plans and programmes on the environment', specific types of plans and programmes are identified which must be subject to 'strategic environmental assessment' (SEA). With the exceptions of the timetable for the LDF (the Local Development Scheme) and the Statement of Community Involvement, an environmental appraisal must be produced for every DPD and SPD that will make up the LDF. The aim of SEA is to provide a high level of protection of the environment and to ensure that environmental considerations are fully integrated in the preparation and adoption of plans and programmes, which are likely to significantly effect the environment.

Sustainability Appraisal

- 1.6 Whilst SEA focuses upon environmental issues, Sustainability Appraisal (SA) widens the approach to include social and economic issues. Under the Planning and Compulsory Purchase Act 2004, SA is mandatory for Regional Spatial Strategies (RSS), DPDs and SPDs. The South East England Regional Assembly (SEERA) is preparing the RSS, whilst Guildford Borough Council as the Local Planning Authority is preparing the DPDs and SPDs as part of its Local Development Framework.
- 1.7 The purpose of SA is to ensure that the principles of sustainable development are taken fully into account when preparing plans such as Guildford Borough's LDF. The SA identifies and reports on the likely significant effects of a plan and the extent to which implementation of the plan will achieve the social, environmental and economic objectives of sustainable development. The main objective is to better integrate sustainability considerations into the preparation and adoption of plans; testing a plan against the objectives of sustainable development provides a basis for its improvement. In England, the requirements for SA and SEA have been integrated into one process - still called 'Sustainability Appraisal' - as set out in the Government's consultation paper on the process¹. This Report has been prepared in accordance with the advice set out in this document. The intention has been to comply with both the requirements for sustainability appraisal and strategic environmental assessment.

Sustainable Development

- 1.8 The term originates from the Brundtland Commission Report of the World Commission of Environment and Development in 1987, which defined sustainable development as:
- "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".
- 1.9 Whilst many definitions now exist, the UK Central Government has defined sustainable development² according to four key objectives:

¹ Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper (ODPM, September 2004)

² UK Strategy for Sustainable Development 'A Better Quality of Life' (1999)

- Social progress which recognizes the needs of everyone
 - Effective protection of the environment
 - Prudent use of natural resources
 - Maintenance of high and stable levels of economic growth
- 1.10 The South East Regional Assembly (SEERA) have used these as headings in defining the objectives for the Integrated Regional Framework (IRF), the Sustainability Appraisal for the South East Plan.

Scoping Report

- 1.11 This Report aims to explain the scope and timetable for the Sustainability Appraisal of the Guildford Borough Local Development Framework and is the result of work carried out for the first stage (Stage A) of the SA process for future LDF documents. Detailed SA Reports will follow at a later date for the individual Development Plan Documents (e.g. Core Strategy, Housing Site Allocations DPD). The report explains the:

- Other relevant policies, plans and programmes, and the sustainability objectives contained within these, which will affect or influence the LDF;
- Baseline information for Guildford;
- Key environmental, economic and social (sustainability) issues identified for Guildford borough;
- The SA Framework for appraising future LDF document, the SA objectives and indicators and how they were chosen;
- Testing of the draft Spatial Vision and Plan Objectives against the SA Framework;
- Process for assessment of options and appraising effects of the plan;
- An outline of the proposed level of detail of the Sustainability Report
- Monitoring

- 1.12 An SA Report will accompany the draft LDF when submitted to the Secretary of State; this will include the above issues, together with site assessment, policy appraisal and proposals for monitoring.

Joint Working

- 1.13 Guildford Borough Council has been working with Surrey County Council and other Surrey Boroughs / Districts to develop the SA work in partnership, throughout 2004 and this work is on-going. The Statutory Consultees (Countryside Agency, Environment Agency, English Heritage and English Nature) participated in the early stages of this joint-working. This approach will ensure that sustainability issues, particularly environmental considerations, have been fully and properly considered, taking a wider view (beyond borough and topic boundaries). There are also additional benefits to be derived from joint-working, in terms of efficiency savings (time and financial resources) and through mutual verification of the SA process.

- 1.14 Following the consideration of comments received in response to consultation on this Scoping Report, Guildford Borough Council currently anticipates appointing consultants to assist in the sustainability appraisal of the first stage of production of its Core Strategy and Housing Site Allocations DPDs, which will be a broad Issues and Options paper. This would have the advantage of giving the SA appraisal process independence from the DPD preparation, allowing an objective view to be taken in carrying out this work. This

approach is supported by Government guidance, given in 'Creating Local Development Frameworks'³

Consultation

- 1.15 This consultation is pursuant to Regulations of the Environmental Assessment of Plans and Programmes Regulations 2004, and Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2004. It also satisfies the requirements of the draft government guidance on Sustainability Appraisal⁴. These requirements will input into the Statement of Community Involvement (SCI) for the LDF, which is currently being prepared. The report sets out the scope of the assessment, verification and the interpretation of the information presented, advises about appropriate indicators to be monitored and relevant other information.
- 1.16 The consultation takes account of the requirements in the draft SA guidance to consult the specific environmental consultation bodies in the Local Development Regulations, for a period of 5 weeks. The consultation seeks comments on the scope of the appraisal, the key issues and possible options for solutions.
- 1.17 In addition to publication on the Council's web-site (at www.guildford.gov.uk), giving wider public access to the document, copies of the Scoping Report are being sent to the following for focused consultation:

Statutory four SA consultee bodies:

- Countryside Agency
- Environment Agency
- The Historic Buildings and Monuments Commission for England (English Heritage)
- English Nature

Additionally, to the following organisations:

- South East England Regional Development Agency (SEEDA)
- South East England Regional Assembly (SEERA)
- Government Office for the South East (GOSE)
- Adjoining Local Planning Authorities – Surrey Heath, Rushmoor, Woking, Waverley, Elmbridge and Mole Valley.
- Highways Agency
- Network Rail
- Strategic Rail Authority
- Thames Water Utilities Ltd, Property Services
- Southern Water Authority
- Three Valleys / North Surrey Water
- Transco South & South East
- Council for the Protection of Rural England (CPRE)
- Friends of the Earth (FoE)

³ p12, Creating Local Development Frameworks – A Companion Guide to PPS12 (ODPM, November 2004)

⁴ Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper (ODPM, September 2004)

- Royal Society for the Protection of Birds (RSPB, South East)
- Land Use Planning Team: Strategic Rail Authority
- Guildford Borough Environmental Forum
- Guildford Business Forum
- Guildford Borough Council – internal circulation to all members and to relevant officers in other service areas, including Environment Health, Parks and Countryside, Recycling, Local Transport, and Housing.
- Surrey County Council
- Learning Skills Council
- Surrey Biodiversity Partnership
- Surrey Wildlife Trust (SWT)
- Surrey Economic Partnership
- Local Strategic Partnership (LSP)
- Forestry Commission
- Guildford and Waverley Primary Care Trust
- Sport England

1.18 Letters are also being sent to the Borough's parish councils and residents and local amenity groups explaining where the SA Scoping Report can be viewed.

1.19 Specific consultation questions have been added after each section of this report. These are repeated in a separate response form, which consultees are may wish to use for their response.

2.0 OTHER RELEVANT PLANS, PROGRAMMES AND SUSTAINABILITY OBJECTIVES

Introduction

- 2.1 The Government's SA guidance⁵ requires that a review of other relevant plan, programmes and sustainability objectives be carried out, to consider how a DPD or SPD may be influenced by these strategies, to enable potential synergies to be exploited and any inconsistencies and constraints to be addressed. The review must consider international, European Community, national and regional level sustainable development guidance and other relevant county or local documents.
- 2.2 This requirement also accords with the SEA Directive, which demands that the environmental report provides information on the plans 'relationship with other relevant plans and programmes' and 'the environmental protection objectives, established at international, [European] Community or national level' which are relevant to the plan, together with the way those objectives and any environmental considerations have been taken into account during the plans preparation.

Methodology

- 2.3 Joint working with other Surrey Local Planning Authorities (LPAs), particularly those in West Surrey (Surrey Heath, Waverley, Woking, Guildford) resulted in the identification of an initial list of other relevant plans and programmes. This list was then refined, through further joint working with other Surrey LPAs, and by Guildford Borough officers, to ensure that it is relevant to Guildford and to the DPD's currently being prepared and for future DPDs and SPDs. Particular account was taken of SA appraisal being taken at other levels of the planning system where this was possible; for example, the SEERA's Integrated Regional Framework (IRF).
- 2.4 Reference has been made to Planning Policy Statements (PPS) where these have come into effect; draft PPSs have been referred to in title only. The following Planning Policy Guidance (PPG) notes have been omitted for the reasons indicated:
- PPG5 – Simplified Planning Zones – Guildford Borough has none
 - PPG11 – Regional Planning – provides policy formulation advice, rather than national policy
 - PPG14 – Development of Unstable Land – Guildford Borough has none
 - PPG18 – Enforcing Planning Control – provides practical advice, no objectives relevant to plan-making
 - PPG20 – Coastal Planning – Guildford borough has none.
- 2.5 Environmental protection objectives at every level have been listed, in compliance with the SEA Directive. The list does not seek to be exhaustive, but rather to identify key influences, those which will have a bearing on the likely significant effects of the LDF.

⁵ Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper (ODPM, September 2004)

- 2.6 The implications for the SA and for the plan arising from those other plans and programmes remaining in the list were assessed. The results of this assessment are summarised in Table 3, attached at Appendix 1 of this Report. The results of this work help to ensure that potential synergies between the plans are identified and inconsistencies and constraints can be addressed at a later stage.
- 2.7 Work on this exercise is ongoing; additional findings and updates, together with revisions following consultees comments on this Report, will be incorporated within the Initial Sustainability Appraisal Report for the Issues and Options (Core Strategy and Housing Site Allocations DPDs) consultation in March / April 2005. This report will also take on board the outcomes of a compatibility matrix, comparing the objectives of each plan or programmes with each other to identify conflicts. The SA will record any conflicts and, where possible, seek to resolve these. For example, one solution may be where it could be determined that one particular document would take precedence over another.

Consultation Questions for Section 2:
Q1. Are there any other relevant plans and programmes that will affect or influence the DPDs and SPDs?
Q2. Are the identified implications for the plan and for the (SA) policy assessment correct in your (organisation's) opinion?
Q3. Does your organisation have any other comments to make on the Other Plans and Programme review, set out above and in Appendix 1?

3.0 THE SUSTAINABILITY FRAMEWORK: OBJECTIVES AND INDICATORS

Introduction

- 3.1 The draft Government methodology for Sustainability Appraisal⁶ recommends the development of objectives and indicators with which to appraise Local Development Documents and plan options and to enable subsequent monitoring. The objectives should, where possible, be expressed in terms of targets, the achievement of which should be measurable using the indicators selected.

Methodology

- 3.2 A set of draft objectives and indicators for Guildford has been developed, under the four headings of sustainable development:

- Social progress which recognizes the needs of everyone
- Effective protection of the environment
- Prudent use of natural resources
- Maintenance of high and stable levels of economic growth

- 3.3 Good practice suggests that the number of objectives should be limited, to ensure that they do not make the SA process of plans and plan options unmanageable. For this reason, an initial list of possible objectives was reduced down to 19 objectives. These draft objectives have been devised through information gathered by the review of other plans and programmes and joint working with other Surrey Local Planning Authorities, Surrey County Council and the Statutory Consultee Bodies. Further revision has been possible following consideration of the baseline data collected.

- 3.4 The plans and other programmes review was particularly helpful in developing the objectives set. Table 4, and the accompanying inventory list, at [Appendix 2](#) show the derivation of sustainability objectives from five key documents: the Integrated Regional Framework (IRF), the SEA Directive and three key, up to date, local strategies (Guildford Borough Council's Climate Change Strategy, Community Plan and Local Plan).

- 3.5 For each objective, a small number of indicators have been selected, to allow the status of the borough's performance on that issue to be gauged, now and in the future. The objectives and indicative are shown together in Table 5 on the following page:

⁶ Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper (ODPM, September 2004)

Table 5 – Draft Objectives and Indicators

Social progress that recognises the needs of everyone	
1. To provide sufficient housing to enable people to live in a home suitable to their needs and which they can afford	<ul style="list-style-type: none"> a) Housing completions compared with Surrey Structure Plan b) Percentage of affordable housing delivered per year c) Number of households on the homeless register d) Average property price compared against average earnings e) Number of unfit homes in the borough
2. To facilitate the improved health and well-being of the population, including enabling people to stay independent and reducing inequalities in health	<ul style="list-style-type: none"> a) Death rates from circulatory disease, cancer, accidents and suicide b) Infant mortality rates c) Conceptions among girls under 18 d) Life expectancy e) % of people who describe their health as good / very good f) Older people helped to live at home per 1000 over 65
3. To reduce the risk of flooding and the resulting detriment to public well being, the economy and the environment	<ul style="list-style-type: none"> a) Number of properties at risk from flooding b) Number/ % of properties / new developments of over 1 ha built with sustainable drainage /SUDS installed
4. To create and maintain safer and more secure communities	<ul style="list-style-type: none"> a) The number of recorded offences per 1000 people b) Level of domestic burglaries, violent offences against the person and vehicle crimes c) Fear of crime d) Pedestrian/cyclists – number killed and seriously injured (KSI) e) Road safety – number of children killed and seriously injured (KSI)

<p>5. To reduce poverty and social exclusion by improving and encouraging inclusive access to opportunities for education, employment, recreation, health, community services, cultural activities and decision-making for all sectors of the community.</p>	<ul style="list-style-type: none"> a) Proportion of children under 16 living in income deprived households b) Percentage of population of working age who are claiming key benefits c) % of population who are income deprived d) Average score for Indices of Multiple Deprivation (IMD) 2004 e) Proportion of 19 year olds with Level 2 qualifications (5 GCSEs A*-C or NVQ equivalent) f) Percentage of population of working age qualified to NVQ Level 3 or equivalent g) Proportion of adults (16-60) with poor literacy and numeracy skills h) Percentage of all respondents satisfied with the local bus service i) Access to services
<p>6. To create and sustain vibrant communities</p>	<ul style="list-style-type: none"> a) % of people who say they are satisfied with their local area b) % turnout in elections c) no. of times GBC has consulted the community d) amount of floor space for community and leisure use e) no. of areas within Guildford that are in the top 20% deprived areas nationally f) provision of key services in the most accessible locations
Effective protection of the environment	
<p>7. To make the best use of previously developed land and existing buildings, encouraging sustainable construction.</p>	<ul style="list-style-type: none"> a) % of dwellings built on previously developed land (PDL) b) Average density on sites with 10 or more dwellings c) % of new build and retrofit homes meeting EcoHomes “very good” or “excellent” standard and the % of commercial buildings meeting BREEAM Very Good standard d) no. of construction sites recycling building waste on site

<p>8. To ensure air quality continues to improve and noise/light pollution is reduced.</p>	<ul style="list-style-type: none"> a) No. of properties affected by poor air quality b) Road traffic noise reduction rate (LTP) for each Transport Planning Area c) Days when air pollution is moderate or high d) The number of complaints relating to light pollution e) The number of noise pollution incidents recorded f) No. areas of tranquillity
<p>9. To conserve and enhance biodiversity within the plan area.</p>	<ul style="list-style-type: none"> a) Population of wild birds b) Condition of Sites of Special Scientific Interest (SSSI) c) Extent and condition of habitats for which Biodiversity Action Plans (BAPs) have been established d) No. and area of Sites of Nature Conservation Importance (SNCIs) and Local Nature Reserves (LNRs) within the borough e) Number of characteristic rare species and priority habitats f) Extent of ancient woodlands

<p>10. To protect, enhance, and where appropriate make accessible for enjoyment the natural, archaeological and historic environments and cultural assets of Guildford, for the benefit of both residents and visitors.</p>	<ul style="list-style-type: none"> a) Level of cultural activity associated with key local attractions e.g. Guildford Museum, Yvonne Arnold Theatre, etc. b) Proportion of listed buildings (statutory and locally listed), ancient monuments and conservation areas c) Proportion of statutory listed buildings at risk d) Proportion of statutory listed buildings demolished or removed from the list owing to approved or unauthorised alterations e) Proportion of scheduled ancient monuments at risk f) No. of properties open to the public on heritage open days g) No. of potential archaeological sites developed where investigation took place and finds were recovered and recorded h) Level of recreation activity associated with biodiversity (e.g. visits to wildlife reserves or visitor centres) i) Achievement of 'Accessible Natural Greenspace Standards' j) Open space and formal recreational facility assessment – total quantity and qualitative scores
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<p>11. To reduce road congestion and pollution levels by encouraging and improving travel choice and reducing the need for travel by car/lorry, including by balancing the needs for employment and housing</p>	<ul style="list-style-type: none"> a) Level of vehicle emissions b) Traffic reduction (LTP target 1 & RTRA target) c) Proportion of travel by mode d) Proportion of major developments located in accessible urban areas (LTP target 6) e) Proportion of schools with current travel plans f) No. of businesses with travel plans g) Length of cycle tracks and no. of cycling trips h) Accessibility by public transport, cycling and walking i) % households with 2 or more cars/vans j) % people who usually travel to work by car or van k) The number of live work units constructed l) % of new housing within 1km of main jobs and service locations m) % of commercial development in locations within 1km of good public transport links
<p>12. To reduce land contamination and safeguard soil quality and quantity (including agricultural land)</p>	<ul style="list-style-type: none"> a) Amount of contaminated land remediated to suitable use b) The number of developments on grade 1, 2 and 3 agricultural land
<p>13. To address the causes of climate change through reducing emissions of greenhouse gases and ensure that the Borough is prepared for its impacts</p>	<ul style="list-style-type: none"> a) Emissions of greenhouse gases b) Capacity during 'critical periods' to supply water without the need for additional restrictions c) No. of homes damaged as a result of an extreme weather event (flood, drought) d) No. of homes affected by subsidence

Prudent use of natural resources	
14. To reduce the global, social and environmental impact of consumption of resources by using sustainably produced and local products	<ul style="list-style-type: none"> a) Area of allotment sites and % occupancy b) No. of businesses producing local produce c) No. of developments using sustainable building techniques d) Recycling on development sites
15. To reduce waste generation and disposal, and achieve the sustainable management of waste	<ul style="list-style-type: none"> a) Amount of waste disposed of in landfill b) Waste collected per capita c) % of waste recycled d) % of waste composted e) % energy recovery from waste f) Amount of secondary recycled aggregates used as % of total
16. Maintain and improve the water quality of the region's rivers and groundwater, and to achieve sustainable water resources management.	<ul style="list-style-type: none"> a) % rivers in plan area whose biological/chemical quality is rated as 'good' or 'fair' b) Quality and quantity of groundwater c) Household per capita consumption d) Water resource supply/demand balance e) No. of dwellings incorporating grey water/rainwater harvesting
17. To increase energy efficiency and the proportion of energy generated from renewable sources.	<ul style="list-style-type: none"> a) Energy use per capita b) Improvement in dwelling SAP rating across borough c) No. of homes incorporating CHP heating d) Installed capacity for energy production from renewable sources e) Energy production from locally sourced biomass f) Area of land planted with short rotation coppice g) % of new build and retrofit homes meeting EcoHomes Very Good standard h) % of commercial buildings meeting BREEAM Very Good standard i) No. of renewable energy/fuel schemes introduced

Maintenance of high and stable levels of economic growth	
18. To maintain low rates of unemployment and high levels of economic activity, by improving skills, training and education, and access to these for all.	<ul style="list-style-type: none"> a) % of economically active people that are unemployed b) Proportion of people claiming unemployment benefits who have been out of work for more than a year c) % of population who are income deprived d) % of people of working age that are economically active e) Net change in the number of VAT registrations and deregistrations f) Industrial breakdown of VAT registrations g) Average annual earnings for full time male and females h) No. of persons registered in adult education classes
19. To provide for appropriate commercial development opportunities to meet the needs of the economy	<ul style="list-style-type: none"> a) No. of granted planning permissions for commercial development b) No. of employment sites lost to other uses c) No. of rural diversification schemes

3.6 The internal compatibility of the draft objectives have been tested for conflicts. The outcomes are shown in Figure 1 and Table 6 on the following pages.

Figure 1 – Internal compatibility of draft sustainability objectives

1																			
2	✓																		
3	x	✓																	
4	-	✓	✓																
5	-	✓	-	-															
6	-	-	-	✓	✓														
7	✓	✓	✓	-	-	✓													
8	-	✓	-	-	-	-	-												
9	x	-	-	-	-	-	✓	✓											
10	-	✓	-	-	-	✓	-	-	✓										
11	-	-	-	-	-	-	-	✓	-	-									
12	-	-	-	-	-	-	✓	-	✓	-	-								
13	x	?	✓	-	-	-	x	✓	✓	-	✓	-							
14	x	-	-	-	-	-	✓	✓	✓	-	-	-	✓						
15	-	-	-	-	-	-	✓	?	?	-	-	✓	✓	✓					
16	-	-	✓	-	-	-	-	✓	-	-	✓	-	✓	-					
17	-	-	-	-	-	-	✓	✓	-	-	-	-	✓	✓	✓				
18	-	-	-	-	✓	✓	✓	-	-	-	✓	-	-	-	-	-			
19	-	-	-	-	-	✓	x	-	-	-	-	-	-	x	-	-	-	-	✓
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19

Key:	✓	Compatible
	x	Incompatible
	-	No Link / Insignificant
	?	Uncertain / Unknown

Table 6 – Explanation of Results from Internal Compatibility matrix

Objectives	Relationship	Concerns highlighted
1 and 3	x	Potential exists for conflict between demand for housing land and pressure to avoid floodplain development
1 and 9	x	Potential impacts of increased housing on biodiversity and designated sites (e.g. pSPA, SSSIs)
1 and 13 1 and 14	x x	More housing potentially increase greenhouse gases and demand for water. The proposed SPD on Sustainable Development will encourage more sustainable construction methods.
2 and 13	?	The impact of climate change upon human health is a grey area in human knowledge. More information is required to determine if a ✓ or – relationship exists between these objectives
7 and 13 7 and 19	x x	More development will increase demand for resources. The proposed SPD on Sustainable Development will encourage

		more sustainable construction methods.
8 and 15 9 and 15	? ?	Effects of waste management upon air quality and biodiversity unclear. More information is required before determining if relationships are ✓ - or X
14 and 19	×	More commercial development has potential to increase greenhouse gases and demand for resources like water. The proposed SPD on Sustainable Development will support use of more sustainable construction methods.

(Table 6 cont. – Explanation of results from Internal Compatibility matrix)

Consultation Questions for Section 3:
Q4. Does your organisation agree with the derivation and interpretation of the objectives within the context of Guildford Borough?
Q5. Are these objectives consistent with national, regional and county level policy / guidance?
Q6. Could further objectives be included for specific subject areas? (bearing in mind the need to ensure the number of objectives are manageable)
Q7. Do any objectives overlap and could they be combined?
Q8. Should any objectives be removed or revised?
Q9. Are the indicators appropriate for the objectives?
Q10. Should any indicators be removed or revised?
Q11. Should any indicators be added?
Q12. Do the SEA / SA topics accord with the Indicators?

4.0 BASELINE INFORMATION

Introduction and methodology

- 4.1 Both the SA guidance and the SEA Directive require that the Scoping Report gives information on the relevant aspects of the current state of the environment and their likely evolution without implementation of the plan and with implementation, the environmental characteristics of the areas likely to be significantly affected.
- 4.2 Baseline information provides a basis for predicting and monitoring environmental and other effects. Sufficient data must be collected about the current and likely future state of the environment to allow the plan's effects to be adequately predicted. These may include, for example, significant cumulative or synergistic effects over time. The baseline data will also assist in the identification of sustainability problems and alternative ways of dealing with them. The key issues identified for Guildford are set out in Table 9 in [Appendix 4](#).
- 4.3 Joint working with other Surrey Local Planning Authorities and with Surrey County Council has identified quantified baseline data for each of the indicators selected; this work is on-going, most recently a focused workshop was held on 17 January 2005, to which Surrey County Council also contributed. Data availability can be a problem. It varies between indicators and at different tiers of government; for example some statistics do not have both national and local level availability, preventing comparisons from being made. Where information is awaited or still to be sourced, this is stated to be the case. Where no data is currently available, proposals for filling these gaps are identified or will be explained in plans for the monitoring and implementation of each DPD or SPD. The main sources for this information are the Internet, Guildford Borough Council data, Surrey County Council data and the Census 2001. This baseline is continuing to be refined through joint-working and will be updated for use in the Initial Sustainability Appraisal Report. The current version is attached at Table 7 in [Appendix 3](#).

Guildford Borough

- 4.4 The following draft spatial portrait has been prepared for the Issues and Options consultation paper for the Core Strategy and Housing Site Allocations DPD, drawing on background knowledge and the initial findings of the baseline data:
- 4.5 Guildford Borough is situated in the south-western part of Surrey some 30 miles from Central London and 45 miles from the South Coast.
- 4.6 The Borough of Guildford is Surrey's most populous District with a population of approximately 129,000. The two principal urban areas are the town of Guildford and in the west of the Borough the urban area of Ash and Tongham. The Borough is the second largest geographical area, covering approximately 104 square miles (269 square kilometres).
- 4.7 Approximately half the Borough's population live in Guildford Town, a thriving county town with an attractive historic core and a wide range of commercial, retail and leisure facilities. The University of Surrey is located in the town while the Guildford Cathedral is a dominant landmark. The town is situated in

a valley at a point where the River Wey cuts through the North Downs. This has been a significant influence in the town's historic development.

- 4.8 Ash and Tongham have a population of approximately 17,500 and are mostly residential in character. Ash has a local shopping centre and some small industrial estates.
- 4.9 Outside of the urban areas most of the Borough is designated as Green Belt. The southern part of the Borough lies within the Surrey Hills Area of Outstanding Natural Beauty. The Borough has a rich and varied architectural heritage with over 1,000 listed buildings and 38 Conservation Areas.
- 4.10 The countryside of the Borough is extensive and contains a number of villages, isolated areas of housing, long established businesses, farms and woodland. The landscape is generally attractive, and exceptionally so in the south of the District of which the North Downs forms a part.
- 4.11 Four major roads pass through the Borough. The M25 enters the Borough briefly at Wisley at its junction with the A3. The A3 runs from north to south through the Borough and provides road links to both London and the South Coast. The A31 runs along the top of the Hogs Back and joins with the A331 Blackwater Valley Road at the western end of the Borough. The Borough is well served by rail with direct lines to London, Portsmouth, Reading and Gatwick.
- 4.12 The Borough is one of the safest parts of Surrey, which is itself the safest County in England. Unemployment in the Borough is 0.9%, which is below the national average of 3.2%. There is, however, a skills shortage in some sectors. The main employment sectors are service and retail.
- 4.13 Guildford is in the main an affluent area. This is reflected in the high house prices (the average house price in Guildford is £285,000 compared to the national average of £176,000) and high car ownership (there are 1.45 cars per household in the borough compared to 1.11 nationally). However, there are pockets of deprivation and there is lack of affordable housing for first time buyers and key workers.

Consultation Questions for Section 4:
Q13. Does your organisation agree that the baseline information collected is relevant and of sufficient detail to support the plan?
Q14. Does your organisation agree that the baseline information collected is accurate?
Q15. Can further information be added? Please explain the type of information your organisation considers should be included, with any known data sources.

5.0 KEY SUSTAINABILITY ISSUES

Introduction

- 5.1 The SA Framework must highlight any existing environmental problems which are relevant to forthcoming DPDs and SPDs. This stage is essential for providing a base for effects prediction and monitoring and is a way in which to define key plan issues and develop sustainable plan objectives and alternatives.

Methodology

- 5.2 A joint working workshop for the SA scoping work was held in June 2004 in Esher, attended by relevant Local Planning Authorities, the County Council, statutory consultees and pressure groups. This workshop identified a series of 33 key sustainability issues within Surrey, which are set out in Table 8 below:

Table 8 - Surrey-wide key sustainability issues

ECONOMIC	ENVIRONMENTAL	SOCIAL
Resource management	Supply/use of resources	Local resource availability
Overheated economy	Climate change	Crime and fear of crime
Traffic congestion	Traffic congestion and volume	Overcrowding
Land property costs	Waste management	Awareness of impacts of lifestyle
Labour shortages	Health effects of pollution from traffic	Employment (type, location)
Range of employment (type, location)	Risk to habitats	Cost of housing
Aviation	Aviation	Loss of community
Development pressures	Globalisation impacts	Population structure (dependency)
Dependence on commuting	Low public awareness of issues	Quality of life
Globalisation		Transport (congestion, access to public transport)
		Areas of social deprivation often a focus for bad neighbour uses (e.g. waste facilities)
		Hierarchy and co-ordination of plans
		Public and community engagement
		Sedentary lifestyles

- 5.3 It was however agreed at that meeting that using these three categories (economic, environmental and social) to group issues was not the best approach for SA, recognising that some issues affect all three categories, whilst some issues affect only one category.
- 5.4 Key issues for Guildford Borough have therefore drawn on the findings of this workshop but have taken this work further, adapting these to reflect existing issues already known (drawing on officer's experience and local knowledge of the borough), and problems identified through the collection of the baseline information and the earlier results of consultations carried out by the Council (for example for the Guildford Borough Community Plan). The four headings of sustainable development are again used, although it is again recognised that many of these issues are cross-cutting. Table 9 (attached in [Appendix 4](#)) sets out the key sustainability issues identified for Guildford Borough. Please note that Table 7 is not intended to be a comprehensive list of all of the issues within Guildford; it seeks only to highlight the key issues. The sources of individual figures quoted are to be found in the baseline information in Table 7, [Appendix 3](#).

Consultation Questions for Section 5:
Q16. Does your organisation agree that these are the key sustainability issues for Guildford Borough for your area of responsibility / expertise?
Q17. If not, what other issues do you consider should be included? And which should be excluded?
Q18. Does your organisation agree that the objectives, baseline information and key sustainability issues identified provide an appropriate framework for the SA of the DPDs and future SPDs?

6.0 TESTING THE PLAN OBJECTIVES AGAINST THE SUSTAINABILITY APPRAISAL FRAMEWORK

Introduction

- 6.1 The draft SA Framework explained in this Scoping Report will, once refined, be the tool used to appraise the emerging LDF documents for Guildford borough, commencing with the Issues and Options for the Core Strategy and Housing Site Allocations DPDs. The plan objectives and spatial vision drafted for the Core Strategy, set out in paragraph 1.4, set the context for developing the options in these documents. The draft objectives of the Core Strategy must conform with sustainability principles and must therefore themselves be tested against the SA Framework. This process will help to improve the draft objectives of the Core Strategy and assist in the identification of options. Testing the plan objectives against those of the SA Framework also ensures that the plan objectives are consistent with one another. Where conflicts between objectives are revealed, the Borough Council will need to determine which must be prioritised. At present, however, the order of the objectives does not imply any ranking of importance or significance.
- 6.2 Guildford Borough's draft plan objectives have been tested against the objectives of the SA Framework. The results of this process are set out in the compatibility matrix in Figure 2 on the following page.
- 6.3 The main findings of the test have been:
- Competing land uses will be an issue – research is currently underway towards identifying Employment Needs and Urban Housing Potential will help to address this problem and assist decision-makers prioritise land use allocation.
 - Development and growth have implications for the environment and depletion of scarce resources, including land, through both construction and future travel patterns.
 - Some issues – such as air quality, contaminated land, human health – fall outside of the control of the Borough Council as Local Planning Authority.
 - There may be overlap between one draft plan objective and another – for example improving environmental quality (no. 9) and enhancing biodiversity in key areas (no. 14) – this point will need further consideration.
 - The plan objectives must be read in the context of the spatial vision and other objectives for the borough. For example, encouraging new development (e.g. Objectives 1, 3, 4) appears at face value to be contrary to sustainability principles, given the additional resource demands potentially adverse impacts upon the environment implied. However, other plan objectives also support reducing the need to travel by private car and making best use of urban land (e.g. objectives 6 and 12), therefore possibly negating most of such concerns. Furthermore, just because the objectives are compatible or incompatible, this does not mean that the outcomes also have to be; the exercise has therefore identified the areas where the objectives will need to be carefully balanced to ensure consistent outcomes and, where possible, to achieve win-win situations.
 - Decision-aiding questions (as a form of sub-objective) will be a useful tool for assessing the extent to which a plan objective meets SA objectives and in determining how to make a plan's objectives more sustainable. Joint-working with other Surrey LPAs is developing a range of appropriate

decision-aiding questions, which will be added to the SA Framework and used in the preparation of the Initial SA Report.

- Sometimes more information is required to determine the relationship between the two sets of objectives. It is anticipated that further development of the baseline data will help to meet these shortfalls.

Figure 2 – Compatibility Matrix for Core Strategy / Plan Objectives (vertical axis) and the SA Framework (horizontal axis)

1	✓	✓	×	✓	-	-	✓	×	×	-	-	-	×	×	-	×	×	-	-
2	✓	✓	×	✓	✓	-	✓	×	×	-	-	-	×	×	-	×	×	-	-
3	×	-	?	-	-	-	✓	×	×	-	?	-	×	×	×	×	×	✓	✓
4	✓	-	✓	✓	✓	✓	✓	×	✓	✓	✓	✓	×	×	-	?	×	✓	✓
5	×	✓	✓	-	✓	✓	✓	✓	✓	✓	-	✓	✓	-	-	✓	✓	×	×
6	-	✓	-	✓	✓	✓	✓	✓	?	✓	✓	-	✓	✓	-	-	?	✓	✓
7	-	✓	-	✓	✓	✓	✓	✓	?	✓	✓	-	✓	✓	-	-	?	✓	✓
8	-	✓	-	✓	✓	✓	✓	✓	?	✓	✓	-	✓	✓	-	-	?	✓	✓
9	✓	✓	?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	-	?	-	-	-
10	-	-	-	-	-	✓	✓	✓	✓	✓	-	-	-	✓	-	-	-	-	-
11	-	-	✓	✓	✓	✓	✓	✓	✓	✓	✓	-	✓	✓	✓	✓	✓	-	-
12	✓	✓	×	✓	✓	✓	✓	-	✓	✓	×	✓	×	×	-	×	×	✓	✓
13	×	✓	-	✓	✓	✓	✓	×	-	✓	✓	-	×	×	-	-	?	✓	✓
14	-	-	✓	-	-	-	-	✓	✓	✓	-	-	-	-	-	✓	-	-	-
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19

Consultation Questions for Section 6:

Q19. Does your organisation agree with the methodology used to test the Plan Objectives against the SA Framework?

Q20. Do you agree with the conclusions that have been drawn from this process?

7.0 NEXT STAGES – FUTURE CONSULTATIONS

Introduction

- 7.1 Table 10 below shows the next stages that will be involved in the production of the first LDF documents, the Core Strategy and Housing Site Allocations DPDs, together with the Sustainability Appraisal required at each stage of their production.

Table 10 – Next stages of SA

STAGE B – Developing and refining options (Reg 25)
B1 Develop SA and test issues and options against the SA Framework
B2 Consulting on the SA of emerging issues and options
Output: Consultation on the Initial Sustainability Appraisal Report
STAGE C – Appraising the effects of the DPD (Reg 26 & Submission)
C1 Predicting the effects of the PDP, including plan options
C2 Assessing the effects of the preferred options for the DPD
C3 Mitigating adverse effects and maximising beneficial effects
C4 Developing proposals for monitoring
C5 Preparing the final SA Report for the DPD
Output: Final Sustainability Appraisal Report
STAGE D – Consulting on the Preferred Options and SA Report
D1 Consulting on the SA Report alongside the preferred options for the DPD
D2 Appraising any significant changes made as a result of public participation, including possible alternative site proposals
D3 Decision making and providing information
Consultation on the Sustainability Report Output: Sustainability Statement
STAGE E – Monitoring implementation of the plan
E1 Monitoring the significant effects of the DPD, publishing sustainability monitoring reports as necessary
E2 Responding to adverse effects, remedial action as required
Output: section in the Annual Monitoring Report (AMR)

Assessing Options and the Effects of the Plan – production of an Initial Sustainability Report

7.2 There will be a number of ways in which Guildford Borough Council could plan to meet the needs of those who live, work or visit in its area. For this reason, the next stage in the production of any DPD or SPD is to develop a set of issues and options. The issues and options will be assessed against the SA Framework and the best options will be chosen to form part of an Issues and Options paper for public consultation (Stage B1, Table 9 above). The results of this SA will be published as an Initial Sustainability Report and will be consulted upon at the same time as the Issues and Options paper (Stage B2 of Table 9), pursuant to Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2004. The Initial Sustainability Report will incorporate the draft Environment Report, which is required by the SEA Directive, and specific reference will be made to where the components of this Directive are met.

7.3 In addition to the information supplied in this Scoping Report, this first Initial Sustainability Report will also include:

- Feedback from the consultation on the Scoping Report and details of changes made as a result of these representations;
- The main options of the Core Strategy and Housing Site Allocations DPDs and how these were identified, including any revisions made to the plan objectives as a result of the initial SA appraisal process;
- A more detailed methodology of the appraisal process and how this was used to compare and appraise the social, economic and environmental effects of each of the options;
- Justification for eliminating any options (if relevant) and any proposed mitigation measures,
- Together with details of when the appraisal was carried out, by whom and who was consulted.

The report is likely to follow a structure like that shown in the example, Figure 20 on page 124 of the SA guidance⁷

7.4 It is currently anticipated that this appraisal will follow a format similar to that shown at Figure 23 of the SA guidance⁷. A simplified version is shown below.

Sustainability Objective and indicators	Predicted effects				Justification for Assessment
	Nature of effect	Assessment of effect			
		Short term	Medium term	Long term	
1					
⋮					
19					

⁷ Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper (ODPM, September 2004)

- 7.5 The table will be used to assess each of the Core Strategy and Housing Site Allocation options against the sustainability appraisal objectives. Each option will be considered as to its likely effects on the current baseline or its contribution towards meeting stated targets. Options will also include a 'business as usual' or 'do nothing' option (the current Local Plan 2003). The outcomes from each table can then be compared to assist the selection of a preferred option. By examining the outcomes from all of these tables, the likely secondary, cumulative, synergistic, positive and negative, short, medium and long-term permanent and temporary effects can also be assessed. The Initial Sustainability Report will explain these considerations.
- 7.6 The Core Strategy and Housing Site Allocation DPDs are being prepared by the Planning Policy team of Guildford Borough Council. Whilst the SA / SEA Framework has been developed by a Senior Officer within that team, joint-working opportunities have been utilised wherever possible and it is currently anticipated that independent consultants will be employed to carry out the appraisal itself. Whilst the Issues and Options paper and Initial Sustainability Report are produced at the same time, the SA assessment will therefore be carried out independently from the policy formation.
- 7.7 SA is an iterative process. It is therefore intended that its effectiveness will be monitored by the continued collection of baseline data according to the identified indicators. A monitoring scheme will be developed and detailed in the SA Report.

Consultation Questions for Section 7:
Q21. Does your organisation have any comments to make about the proposed methodology or the content of the Initial SA and SA Reports for the DPDs and SPDs?
Q22. Does your organisation collect any data / information that would be helpful to the monitoring of the LDF documents?

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