

**DEVELOPMENT CONTROL POLICY
GUIDANCE NOTE 12**

**SUPPLEMENTARY
SUSTAINABILITY
APPRAISAL SCOPING
REPORT**

***ON CONSULTATION DRAFT SUPPLEMENTARY
PLANNING DOCUMENT (SPD)***

TRAVEL PLANS

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Contents Page

1. Introduction.....	3
2. Bury Unitary Development Plan	3
3. Strategic Environmental Assessment	4
4. Stages in the SA Process.....	4
5. The Scope of the SA	5
6. Consultation	6

1.0 INTRODUCTION

- 1.1 Under the Planning and Compulsory Purchase Act 2004 (PCPA)¹, Sustainability Appraisal (SA) is mandatory for a range of Local Development Documents (LDDs), including Supplementary Planning Documents (SPDs). The purpose of SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of planning documents.
- 1.2 This Scoping Report forms part of the first stage of the SA of Draft Development Control Guidance Note 12 – Travel Plans SPD. It should be read in conjunction with the Local Development Framework (LDF) Sustainability Appraisal Scoping Report for the Core Strategy, which establishes an overarching SA framework and is available from the Council's SA website page².

2.0 THE BURY UNITARY DEVELOPMENT PLAN

- 2.1 Policies contained within the Bury Unitary Development (UDP) have been 'saved' for a period of three years following the commencement of the PCPA (September, 2004). Current UDP policies continue to be the policies against which any new SPDs are linked, as required under regulation 13 (7) of the Town and Country Planning (Local Development) (England) Regulations, 2004.
- 2.2 The SPD to which this SA Scoping report is associated, is designed to support UDP Policies HT1 – 'A Balanced Transportation Strategy' and HT4 – 'New Development'. These policies seek to pursue a balanced transportation strategy and promote the principles of sustainable development.
- 2.3 The Bury UDP, which was adopted in 1997, has not been subject to sustainability appraisal. ODPM³ advisory guidance (2005)⁴ states that 'where the SPD has been prepared on the basis of a saved plan, policy or policies which have not been subject to SA, the authority will need to carry out a SA of that policy or policies and report on these.' To satisfy this requirement one of the options subject to appraisal will be the "do nothing" or rely on the existing policy, which will enable appraisal of the existing policy to take place.

¹ S19 (5).

² <<http://www.bury.gov.uk/Environment/Planning/DevelopmentPlanning/LocalDevelopmentFramework/default.htm>>

³ The ODPM is now referred to as the 'Department for Communities and Local Government.'

⁴ ODPM (2005) Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents: Guide for regional Planning Bodies.

3.0 STRATEGIC ENVIRONMENTAL ASSESSMENT

3.1 Local authorities must also comply with the European Directive 2001/42/EEC and the Strategic Environmental Assessment (SEA) Regulations⁵. The SEA Regulations require a determination to be made on whether there are likely to be significant environmental effects as a result of the SPD. However, Regulation 5 (6) states that ‘an environmental assessment need not be carried out for a plan or programme which determines the use of a small area at the local level or for minor modifications to an existing plan.’ Guidance produced by the Office of the Deputy Prime Minister (2005) identifies that SPDs are most likely to fall within this category. With this in mind, we will undertake an SEA screening of SPD 12 during the SA process to determine whether it would have significant⁶ environmental effects.

4.0 STAGES IN THE SA PROCESS

4.1 The SEA Regulations prescribe the steps that must be undertaken during the environmental assessment of a plan. For instance, this includes deciding on the scope and level of detail to be included in the environment report and the consideration of alternatives. ODPM SA guidance on sustainability appraisal absorbs the requirements of the SEA directive⁷ and expands the same rigorous process required by SEA to include social and economic impacts. The same guidance sets out the following stages to the SA process:

- Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope.
- Stage B: Developing and refining options and assessing effects.
- Stage C: Preparing the Sustainability Appraisal Report.
- Stage D: Consulting on the draft SPD and sustainability appraisal report.
- Stage E: Monitoring the significant effects of implementing the SPD.

4.2 This Scoping Report covers Stage A, this involves the following tasks:

- Task A1: Identifying other relevant policies, plans and programmes, and sustainability objectives.
- Task A2: Collecting baseline information.
- Task A3: Identifying sustainability issues and problems.

⁵ Environmental Assessment of Plans and Programmes Regulations (2004).

⁶ Significance is determined by taking in account criteria specified in Schedule 1 of the SEA Regulations and ANNEX II of the Directive.

⁷ Although, para 1.6 of the ODPM guidance states that the purpose of the guide “is to provide information to assist users to comply with the SEA Directive. It is however not intended as a legal interpretation”.

- Task A4: Developing the SA Framework.
- Task A5: Consulting on the scope of the SA.

5.0 THE SCOPE OF THE SA

- 5.1 We have determined that the SA Scoping Report for the LDF Core Strategy⁸ has already covered stages A1 to A4 (the scope of the SA). This Scoping Report was subject to a 5-week period of consultation between the 20th June and 25th July 2005. The updated SA Framework including Stages A1- A4 has been available from the Council's website pages since February 2006 and will be used for appraising this SPD.
- 5.2 We consider this approach to be appropriate because the Core Strategy will be the broadest ranging of all the DPDs/SPDs to be prepared. The related sustainability objectives, indicators and baseline information identified within it are intended to cover the full range of social, environmental and economic issues that the DPD and SPD alternatives will need to be assessed against. Therefore, Stages A1- A4 does not need to be repeated here again. We would however like to draw your attention to national planning policies contained in PPG13 -Transport, which are most relevant to SPD 12. In particular, Annex D specifies thresholds applicable for Travel Plans for all major developments. We have also identified a number of specific issues and problems, objectives and reasonable alternatives related to this SPD, these are:

5.3 ISSUES AND PROBLEMS

- There has been an increase in car use across in the Borough since 1991, being higher than national and regional average, whilst walking and cycling is less than national average;⁹ levels of cycling and walking in the Greater Manchester context are forecast to decline up to 2011.¹⁰
- Across the Borough, 38, 831 properties (46.8% of all properties) fell within Air Quality Management Areas (AQMAs) in 2005.¹¹
- The Bury Climate Change Strategy Baseline Assessment (2000) identified that residential, industrial and transportation are responsible for the largest proportion of carbon dioxide emissions.
- According to 2001 Census figures, 70.1% of the Borough's residents' travelled to work by private motor vehicle, despite the fact that 60% of all properties are within 300 metres of Metrolink stops or frequent bus routes.

⁸ Available at:

<<http://www.bury.gov.uk/Environment/Planning/DevelopmentPlanning/LocalDevelopmentFramework/SustainabilityAppraisals/default.htm>>.

⁹ Source: ONS/Census 2001 data.

¹⁰ According to the Strategy Planning Model used in the Final Local Transport Plan 2006/7 – 2010/11 for Greater Manchester (2006);

¹¹ Bury MBC monitoring data (2005) and AURN Government data.

- 55 people have been killed or seriously injured in road accidents (2003/4).¹²
- All schools need to have travel plans in place by 2010 in Bury.

5.4 OBJECTIVES – what is the SPD trying to achieve?

Objective A

To reduce reliance on the private car, particularly of lone car occupancy from larger developments by promoting the use of more sustainable modes of transport.

Objective B

To encourage an integrated approach to land use and development, by improving the accessibility of developments and also the safety of sites.

5.5 ALTERNATIVE OPTIONS

- Do nothing and rely on existing policy.
- Seek to pursue national thresholds for the implementation of Travel Plans as defined in PPG13.
- Seek more restrictive, locally defined thresholds than those stated in PPG13 for the implementation of Travel Plans.

6.0 CONSULTATION

6.1 To fulfil the requirements of Stage A5 in the SA process we will send this Scoping Report to the following consultation bodies:

1. The Countryside Agency
2. The Historic Buildings and Monuments Commission for England (English Heritage);
3. English Nature; and
4. The Environment Agency.
5. Government Office for the North West.

6.2 The SA report will be subject to a statutory public consultation period alongside the Draft SPD for a minimum of 4 weeks. If you wish to make any comments on this report, then representations should be submitted to the address below:

Planning Policy Section

2nd Floor, Craig House
5 Bank Street
Bury, BL9 0DN

¹² Figures from Bury MBC Community Safety Partnership.

6.3 For further information regarding this document, please contact:

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www.bury.gov.uk/planning/home.htm



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May 2007

Graham Atkinson BA

Director of Environment & Development Services

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Metropolitan Borough of Bury