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PLANNING

Consultation

Planning Policy Statement: Planning and Climate Change Supplement to Planning Policy Statement 1

TOMORROW'S CLIMATE
Today's Challenge™

December 2006



Consultation

Planning Policy Statement:

Planning and Climate Change

Supplement to Planning Policy Statement 1

On 5th May 2006 the responsibilities of the Office of the Deputy Prime Minister (ODPM) transferred to the Department for Communities and Local Government

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Part 1 Introduction



Part 1 Introduction

- 1.1 *Planning Policy Statement 1 (PPS1): Delivering Sustainable Development* sets out the overarching planning policies on the delivery of sustainable development through the planning system. This consultation seeks views and comments on a draft Planning Policy Statement (PPS) *Planning and Climate Change* which, when finalised, will supplement PPS1.
- 1.2 *Planning and Climate Change* sets out how spatial planning should contribute to reducing emissions and stabilising climate change (mitigation) and take into account the unavoidable consequences (adaptation). The consultation forms part of a wider package of action being taken forward by Communities and Local Government to help deliver the Government's ambition of achieving zero carbon development. This includes the *Code for Sustainable Homes*¹ and a consultation document, *Building a Greener Future*², which sets out how planning, building regulations and the *Code for Sustainable Homes* can drive change, innovation and deliver improvements to the environment. Details of these documents' availability are at Part 5.

Planning and Climate Change

- 1.3 Climate change is real and is happening now. The recent Stern Review³, in assembling an overwhelming body of scientific evidence, makes it clear that human activity is changing the world's climate and, as these changes deepen and intensify, there will be profound and rising costs for global and national prosperity, people's health and the natural environment. Even with effective policies for reducing emissions in place, the world will still experience significant climate change over the coming decades from emissions of carbon dioxide and other greenhouse gases already released. Equally, the Review makes it plain that we can act to avoid the worst of these costs. It sets out how and demonstrates that the price of doing so is much less than doing nothing.
- 1.4 Effective spatial planning is one of the many elements required in a successful response to climate change. But used positively it has a significant contribution to make. *Planning and Climate Change* sets out how spatial planning, in providing for the new homes, jobs and infrastructure needed by communities, should help shape places with lower carbon emissions and resilient to the climate change now accepted as inevitable. Spatial planning, regionally and locally, provides the framework for integrating new development with other programmes that influence the nature of places and how they function. This means that it has a central part to play in enabling local action and in creating an attractive environment for innovation and investment by the private sector.

1 *Code for Sustainable Homes*, Communities and Local Government, 2006.

2 *Building a Greener Future*, Communities and Local Government, 2006

3 Stern Review: *The Economics of Climate Change*, HM Treasury (30 October 2006).

The PPS's content

OVERALL

- 1.5 *Planning and Climate Change* is a new-style PPS reflecting the expectations of the Government's Planning Green Paper, *Planning – delivering a fundamental change*. In developing the PPS, the aim has been to focus on national policy and to provide clarity on what is required at regional and local levels, to ensure that decisions are made at the most appropriate level and in a timely fashion to deliver the urgent action needed. The consultation draft has been developed in light of discussions with stakeholders on the effectiveness of current planning policy on climate change and suggestions for where it should be focused, re-enforced and clarified. A companion guide is being prepared to provide practice guidance and support for the implementation of the policies in the PPS. An outline of the envisaged content of the practice guide is provided at Part 3.
- 1.6 *Planning and Climate Change* does not assemble all national planning policy relevant or applicable to climate change and should be read alongside the national PPS/G series. Where there is any difference in emphasis on climate change between the policies in this PPS and others in the national series, this is intentional and this PPS should take precedence.

MANAGING PERFORMANCE ON CARBON EMISSIONS

- 1.7 Sustainability appraisal will be important, both regionally and locally, in shaping appropriate spatial strategies⁴. A key concern will be identifying and evaluating possible tensions or inconsistencies between current, or likely future, baseline assessments and securing spatial strategies in line with the Key Planning Objectives in *Planning and Climate Change*. The Government's intention is to move towards a common methodology for regions in monitoring and reporting on the expected carbon impacts of regional spatial strategies (RSS) as soon as possible. The aim is for trajectories in different regions to be directly comparable. However, this common methodology, and robust data behind it, will need to be developed. In the meantime this PPS encourages regional planning bodies (RPBs), as part of their approach to managing performance on carbon emissions, to produce regional trajectories for the expected carbon performance of new residential and commercial development.
- 1.8 These trajectories would be set out in RSS, and use a measurement based on 'average units/amounts of floorspace'. The proposed approach is intended to help in testing the level of ambition in RSS, without threatening desirable new development, and in demonstrating the extent to which new development, over time, is expected to become more carbon-friendly. The practice guidance being developed to support *Planning and Climate Change* will include advice on generating, developing and monitoring the trajectories.

⁴ Office of the Deputy Prime Minister (November 2005), *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents: Guidance for Regional Planning Bodies and Local Planning Authorities*.

- 1.9 The Department will work with RPBs, and other stakeholders, to ensure all views are taken into account in working up a satisfactory and deliverable approach on developing trajectories which can, in time, become a common methodology across regions. It is clearly important that any approach to predicting and managing carbon performance is consistent with applicable expertise and available information, recognising that this will improve over time. In responding to the consultation, it would be helpful to provide comment on managing performance on carbon emissions and the application of the proposed regional trajectories. Consultation questions are at Part 6.

INTEGRATION WITH BUILDING REGULATIONS

- 1.10 Through *Planning and Climate Change*, the *Code for Sustainable Homes*, and by setting a timetable for further strengthening of Building Regulations (as explained in *Building a Greener Future*), the Government's aim is a set of policies that provides clarity about the framework for achieving zero carbon development. This will provide greater certainty for the development industry and other related businesses, and support cost-effective solutions without over-regulating the sector. This means it is important to be clear about the relationship between planning policies, which through development control regulate the location and siting of development; and Building Regulations, which deal with conservation of fuel and power, health and safety, accessibility in buildings; and the Code – which addresses sustainability in homes.
- 1.11 *Planning and Climate Change* sets out a clear and challenging role for regional and local spatial strategies. They are expected to help shape the framework for energy supply in their area. At the local level, development plan documents (DPDs) will set policies on the provision of low carbon and renewable sources of energy to provide the platform necessary for securing and complementing the increasingly high levels of energy efficiency required by Building Regulations. This provision should be “significant”, so as to reflect the full potential of local opportunities but without undermining the new development needed in communities. In the interim period before plans are adopted it is proposed planning authorities should require a standard of 10 per cent.
- 1.12 The approach reflects the important role of local government in leading, shaping and supporting regional and local strategies that help move to low-carbon living. Appropriate technologies, and their potential, will vary from place to place. Judgements as to how new development should integrate with local potential, and the vision for securing and delivering this potential, are best made locally not nationally, and as part of the wider consideration of the infrastructure and services needed to secure sustainable communities.
- 1.13 Many local planning authorities (LPA) want to move quickly to ensure new development delivers higher environmental standards. *Planning and Climate Change* encourages LPAs to engage constructively and imaginatively with developers to secure the delivery of sustainable buildings and recognises there will be local circumstances that justify higher standards for particular developments. Where there are demonstrable and locally specific

opportunities for requiring higher levels of building performance it is proposed these should be set out in advance in a DPD⁵. These could include, for example, where there is significant local opportunity for major development to be delivered at higher levels of the *Code for Sustainable Homes*. In considering and justifying any local approach, LPAs would be expected to have regard to a number of considerations including whether the proposed approach was consistent with securing the expected supply and pace of housing development shown in the housing trajectory required by PPS3. We will provide further guidance in the companion guide that will support the PPS.

Transitional Arrangements

- 1.14 The need to take steps to mitigate and adapt to climate change is not a new requirement. RPBs and LPAs should already be taking steps to ensure that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change⁶. RPBs and LPAs may, however, come under pressure or themselves consider it necessary to halt plan-making so as to allow time to absorb the full implications of the policies in *Planning and Climate Change*, in its draft form as well as when finalised. The Department considers that such pressure should normally be resisted, but anticipates that RPBs will consider whether the content of emerging revisions of RSS, and LPAs similarly for DPDs, is consistent with the Key Planning Objectives set out in *Planning and Climate Change*.
- 1.15 Where their emerging strategies are consistent, RPBs and LPAs should nevertheless also consider whether there are any omissions in the expected detail of application and implementation, bearing in mind that this is a consultation and may change in the light of consultation responses. If omissions are identified which can be addressed quickly, and without delay to the overall strategy, consideration should be given to the desirability of doing so. If more substantial omissions are identified, and addressing these would cause significant delay, they should be returned to via an early review.
- 1.16 Where emerging revisions to RSS or draft DPDs are inconsistent with the Key Planning Objectives in *Planning and Climate Change* the Department expects RPBs and LPAs to put work in hand to ensure consistency before their adoption. In considering a decision to delay, RPBs and LPAs should consider, with the relevant Government Office, how best to minimise the disruption to the plan-making timetable.

The Consultation Process

- 1.17 Provisional assessments of the impact of the policy are provided in the Partial Regulatory Impact Assessment at Part 4.

⁵ The soundness of policies set out in a development plan document will be tested thoroughly during its independent examination after which the inspector will produce a report with recommendations which will be binding upon the authority in question.

⁶ Office of the Deputy Prime Minister (February 2005) *Planning Policy Statement 1: Delivering Sustainable Development*, paragraph 13(ii).

- 1.18 This consultation can be viewed on the Communities and Local Government website: www.communities.gov.uk/index.asp?id.
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- 1.19 We look forward to receiving comments and views on the consultation of *Planning and Climate Change*, and on the other elements of the Department's consultation package. We invite responses by **8 March 2007**. You may wish to use the form at Part 6 that sets out questions on which we would particularly like your views.
- 1.20 Responses and any questions about the consultation should be directed to:
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Or by e-mail to: CCPPSConsultation@communities.gsi.gov.uk
- 1.21 A summary of responses to this consultation will be published by 8 June 2007 on the Department's website. Paper copies will be available on request.
- 1.22 Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

- 1.23 If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.
- 1.24 Communities and Local Government will process your personal data in accordance with the DPA and in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.
- 1.25 It would be helpful if responses from representative groups could give a summary of the people and organisations they represent. This consultation is being conducted in accordance with the *Government's Code of Practice on Written Consultation*. The criteria are reproduced in Part 7.

Part 2 Proposed Planning Policy Statement: Planning and Climate Change



Part 2 Proposed Planning Policy Statement: Planning and Climate Change

Planning Policy Statements (PPS) set out the Government's national policies on different aspects of spatial planning in England. PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system.

This PPS on climate change supplements PPS1 by setting out how planning should contribute to reducing emissions and stabilising climate change (mitigation) and take into account the unavoidable consequences (adaptation). It does not seek to assemble all national planning policy relevant or applicable to climate change and should be read alongside the national PPS/G series. Where there is any difference in emphasis on climate change between the policies in this PPS and others in the national series this is intentional and this PPS takes precedence.

These policies on planning and climate change should be taken into account by regional planning bodies in the preparation of regional spatial strategies, by the Mayor of London in relation to the spatial development strategy in London and by local planning authorities in the preparation of local development documents. They may also be material to decisions on individual planning applications.

A companion guide is being prepared to provide practice guidance and support for the implementation of the policies in this PPS.

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CLIMATE CHANGE AND PLANNING

“Climate change represents a potentially catastrophic threat, but it is within our control to address it – and address it we must.”¹

1. There is a compelling scientific consensus that human activity is changing the world’s climate. The evidence that climate change is happening, and that man-made emissions² are its main cause, is strong and indisputable. If these changes deepen and intensify, as they will without the right responses locally and globally, they will increasingly change the environment. For the UK, this could mean more extreme weather events, including hotter and drier summers, flooding and rising sea-levels leading to coastal realignment. There will be permanent changes in the natural environment but also, and increasingly, substantial challenges to national prosperity and social cohesion. It is quite likely that the impacts of climate change will be felt first, and disproportionately so, by the most vulnerable in society.
2. The Government believes that climate change is the greatest long-term challenge facing the world today. Addressing climate change is therefore the Government’s principal concern for sustainable development. Policies and priorities for action, both in the UK and internationally, are set out in the Climate Change Programme³ and the report of the 2006 Energy Review⁴.
3. The UK is on track to meet, and even exceed, its commitment under the Kyoto Protocol to reduce emissions of greenhouse gases by 12.5 per cent below 1990 levels by 2008-12. Averting dangerous climate change, however, is a huge challenge that requires more pronounced and continuing cuts in emissions. The Government has, therefore, set a domestic target to reduce carbon dioxide emissions by 20 per cent below 1990 levels by 2010. The Climate Change Programme will take the UK closer to this domestic target, and ensure that the UK can make real progress by 2020 towards the Government’s long-term ambition to reduce carbon dioxide emissions by some 60 per cent by about 2050.
4. Even with effective policies for reducing emissions in place, the world will still experience significant climate change over the coming decades from emissions of carbon dioxide and other greenhouse gases already released. Changes in climate are likely to have far-reaching, and potentially adverse, effects on our environment, economy and society for which we need to prepare.
5. There is an urgent need for action. Used positively, spatial planning has a pivotal and significant role in helping:
 - secure enduring progress against the UK’s emissions targets, by direct influence on energy use and emissions, and in bringing together and encouraging action by others;
 - deliver the Government’s ambition of zero carbon development;

¹ *Securing the future. The UK Government Sustainable Development Strategy HM Government 2005.* Foreword by the Prime Minister Rt. Hon. Tony Blair MP.

² See Annex A.

³ *Climate Change The UK Programme 2006* March 2006, CM6764 and see Annex B.

⁴ *The Energy Challenge*, July 2006, CM6887 and see Annex C. The Government will publish an Energy White Paper in 2007. This White Paper will set out the Government’s energy policies for tackling climate change.

- shape sustainable communities that are resilient to the climate change now accepted as inevitable;
- create an attractive environment for innovation and for the private sector to bring forward investment in renewable and low-carbon technologies and supporting infrastructure; and,
- give local communities real opportunities to influence, and take, action on climate change.

KEY PLANNING OBJECTIVES

6. Regional planning bodies, and all planning authorities should prepare and deliver spatial strategies that:
 - make a full contribution to delivering the Government’s Climate Change Programme and energy policies, and in doing so contribute to global sustainability;
 - in enabling the provision of new homes, jobs, services and infrastructure and shaping the places where people live and work, secure the highest viable standards of resource and energy efficiency and reduction in carbon emissions;
 - deliver patterns of urban growth that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, overall, reduce the need to travel, especially by car;
 - secure new development and shape places resilient to the effects of climate change in ways consistent with social cohesion and inclusion;
 - sustain biodiversity, and in doing so recognise that the distribution of habitats and species will be affected by climate change;
 - reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change; and,
 - respond to the concerns of business and encourage competitiveness and technological innovation.

DECISION-MAKING PRINCIPLES

7. Regional planning bodies and all planning authorities should adhere to the following principles in preparing and delivering spatial strategies:
 - spatial strategies should be in line with the Key Planning Objectives set out in this PPS;

- the planned provision for new development and its spatial distribution should contribute to mitigating climate change through improvements in carbon performance. In turn, planning authorities should prepare local development documents consistent with the regional spatial strategy (RSS);
 - new development should be located and designed to optimise its carbon performance and limit its likely contribution to carbon emissions. Specifically, substantial new development⁵ should be expected to consider and take into account the potential of decentralised energy supply systems based on renewable and low-carbon energy;
 - new development should be located and designed for the climate, and impacts, it is likely to experience over its intended lifetime;
 - climate change considerations should be integrated into all spatial planning concerns, including transport, housing, economic growth and regeneration, water supply and waste management, and not considered separately;
 - mitigation and adaptation should not be considered in isolation of each other, and opportunities for their integration in the development of spatial strategies, and their delivery, should be maximised;
 - sustainability appraisal (incorporating strategic environmental assessment) should be applied so as to shape planning strategies and policies that support the Key Planning Objectives set out in this PPS. Weight should be given to securing benefits which, although not immediately available, would help deliver longer term sustainability; and,
 - appropriate indicators should be selected and monitored and reported on in regional planning bodies' and planning authorities' annual monitoring reports. Such monitoring should be the basis on which regional planning bodies and planning authorities periodically review and roll forward their planning strategies. Reviews should reflect future updates to the national Climate Change Programme, be sensitive to scientific and technological developments, and be carried out at least every five years, or sooner where there are signs that the spatial strategy in its implementation is insufficiently contributing to the delivery of the Key Planning Objectives set out in this PPS.
8. Planning authorities should adhere to the following principles in determining planning applications:
- controls under the planning, building control and other regulatory regimes should complement and not duplicate each other;
 - information sought from applicants should be consistent with that needed to demonstrate conformity with the development plan and this PPS, and be proportionate to the scale of the proposed development and its likely impact;

⁵ See paragraph 23.

- specific and standalone assessments of new development should not be required where the required information is to be made available to the planning authority through the submitted Design and Access Statement, or forms part of any environmental impact assessment or other regulatory requirement; and,
- in considering planning applications before development plans can be updated to reflect this PPS, have regard to this PPS as a material consideration which may supersede the policies in their development plan. Any refusal of planning permission on grounds of prematurity should be consistent with the policy in *The Planning System: General Principles*⁶.

REGIONAL SPATIAL STRATEGY

Preparing the regional spatial strategy

9. It is important that regional planning bodies should work with all stakeholders in the region and alongside their constituent planning authorities to develop a realistic and responsible approach to addressing climate change. In doing so, they should:
 - consider how the region’s activities contribute to climate change and provide a framework for integrating policies for the development and use of land with other policies and programmes that influence the nature of places and how they function;
 - ensure the spatial strategy is in line with applicable national targets, in particular for cutting carbon emissions⁷, and with regional targets on climate change developed through the region’s economic strategy and sustainable development framework;
 - consider the region’s vulnerability to climate change, using the most recent scenarios available from UKCIP⁸, and specifically the implications for built development, infrastructure and services and biodiversity; and,
 - work with neighbouring regions and countries to identify cross-regional concerns.

Integrating climate change

10. Regional planning bodies should not bring forward policy on climate change in isolation from other regional considerations. Climate change should be a key and integrating theme of the RSS and be addressed in conjunction with the economic, social and environmental concerns that together inform the overall spatial strategy and its components. In particular, regional planning bodies should:
 - pay particular attention to the location of major generators of travel, the effect of differing patterns of urban growth on the movement of goods and supply chains and the potential to build into new and existing development more efficient means of energy supply and increasing contributions from renewable and low-carbon energy sources;

⁶ ODPM (January 2005) *The Planning System: General Principles*.

⁷ See Annex B.

⁸ UK Climate Change Impacts Programme (UKCIP) at www.ukcip.org.uk

- focus substantial new development on locations with good accessibility by means other than the private car and where it can readily and viably draw its energy supply from decentralised energy supply systems based on renewable and low-carbon forms of energy supply, or where there is clear potential for this to be realised;
- ensure opportunities for renewable and low-carbon sources of energy supply and supporting infrastructure are maximised;
- set regional targets for renewable energy in line with PPS22⁹, and ensure their ambition fully reflects opportunities in the region and are consistent with the Government's national target for 10 per cent of electricity to come from renewable sources by 2010 and further aspiration to derive 20 per cent of electricity from renewable sources by 2020¹⁰, and, where appropriate in the light of delivery, are periodically revised upwards;
- recognise the potential of, and encourage, those land uses and land management practices that help secure carbon sinks;
- consider the potential for carbon capture and storage, and the need for supporting infrastructure, and help realise this potential;
- consider the desirability of avoiding new development in those areas with likely increased vulnerability¹¹ to climate change, particularly where it is not viable to manage likely risks through suitable measures to provide resilience; and,
- bring forward adaptation options for existing development in likely vulnerable areas.

Managing performance on carbon emissions

11. Regional planning bodies should consider the likely performance of the RSS on mitigating climate change. This should be a key part of the sustainability appraisal, which should be used to identify and evaluate possible tensions or inconsistencies between current, or likely future, baseline conditions and securing RSS in line with the Key Planning Objectives in this PPS¹².
12. In their approach to managing performance, regional planning bodies should also consider the provision of clear yardsticks for identifying trends in carbon emissions. Targets can provide helpful yardsticks for assessing successful implementation when their likely achievement derives directly from identified policies in the RSS and the likely means of delivery is consistent with other objectives in the RSS. Aspirational targets relying on actions beyond the RSS's ability to influence directly should normally be avoided as they are not helpful in measuring the operational performance of RSS¹³. Regional planning authorities are therefore encouraged to:
 - produce, and include in the RSS, trajectories for the expected carbon performance of new residential and commercial development; and,
 - express the trajectories as the anticipated carbon emission rate as an average over time¹⁴.

9 ODPM (2004) *Planning Policy Statement 22 Renewable Energy*: see paragraphs 2-5.

10 *The Energy Challenge. The Energy Review Report 2006*, Cm 6887.

11 In particular see Communities and Local Government (2006), *Planning Policy Statement 25 Development and Flood Risk*.

12 ODPM (November 2005) *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*.

13 ODPM (December 2005) *Regional Spatial Strategy Monitoring: A Good Practice Guide*.

14 See Annex D.

13. Carbon emission trajectories, or other yardsticks for identifying trends in performance, should not be applied directly to decisions on planning applications. They will be part of the framework for planning decisions provided by the development plan, but they are intended as a strategic tool for shaping policies and contributing to the annual monitoring and reporting expected of regional planning bodies. In line with *Plan, Monitor and Manage*, if there is consistent under-performance against the approved trajectories, or other yardsticks for identifying trends in performance, the Secretary of State will expect urgent consideration to be given to an early revision of the RSS's spatial strategy and means of implementation.

Regional advice and support

14. Regional planning bodies should consider convening a broadly-based advisory body on climate change from which expertise can be drawn on the preparation of the spatial strategy and the monitoring of its implementation. Where a similar body in the region already exists for this purpose, regional planning bodies should wherever practicable draw advice from this and not duplicate existing structures and work.
15. The regional planning body should be able to demonstrate that there are adequate mechanisms in place to:
- assemble data and information on climate change within the region to inform the preparation of the spatial strategy; and,
 - co-ordinate a programme of data collection and monitoring required to keep the spatial strategy under review.
16. To be broadly-based, advice should draw from those with a direct interest in and knowledge of climate change, the built and natural environment and the development process.

LOCAL DEVELOPMENT DOCUMENTS

The core strategy

17. The core strategy should set out policies and proposals in line with the RSS and consider the local circumstances that would allow further progress to be made to achieving the Key Planning Objectives where this would be consistent with the RSS. In doing so, the core strategy should both inform and in turn be informed by the approach to climate change in the sustainable community strategy.

Identifying land for development

18. In deciding which sites and areas are suitable, and for what type and intensity of development, planning authorities should assess their consistency with the policies in this PPS.
19. In doing so, planning authorities should take into account:
 - the location and whether there is, or the potential for, a realistic choice of access by means other than the private car and for opportunities to service the site through sustainable transport;
 - the capacity of existing and potential infrastructure (including for energy supply, waste management, water and sewerage, and community infrastructure such as schools and hospitals) to service the site or area in ways consistent with cutting carbon emissions and successfully adapting to likely changes in the local climate;
 - the ability to build and sustain socially cohesive communities with appropriate community infrastructure so as to avoid social exclusion, having regard to the full range of local environmental impacts that could arise as a result of likely changes to the climate;
 - the effect of development on biodiversity and the capacity for adaptation, having regard to likely changes in the local climate;
 - the contribution to be made from existing and new opportunities for open space to urban cooling; and,
 - known physical and environmental constraints on the development of land such as sea-level rises, flood risk and stability, and take a precautionary approach to increases in risk that could arise as a result of likely changes to the climate.
20. In deciding which sites and areas to allocate for development, priority should be given to those likely to perform well against the criteria set out in paragraph 19. Those that perform poorly should not normally be considered for allocation for new development. When considering the need to secure affordable housing opportunities in rural areas to meet the needs of local people, planning authorities should recognise that an otherwise acceptable site may not be readily accessible by means of travel other than the private car.
21. In considering the prospects for development of small sites, including those that will come forward as windfall sites in areas generally acceptable for new development, planning authorities should consider how their development can both contribute to, and benefit, from specific proposals identified in the core strategy for mitigating and adapting to climate change.

Energy supply

22. Planning authorities should assess their area's potential for accommodating renewable and low-carbon technologies, including for micro-renewables to be secured in new residential, commercial or industrial development. In particular, planning authorities, working closely with industry and drawing in other appropriate expertise, should:
- in developing the core strategy, and their approach to site allocation, pay particular attention to opportunities for utilizing and expanding existing decentralised energy supply systems, and fostering the development of new opportunities for decentralised energy from renewable and low-carbon energy sources to supply proposed and existing development;
 - consider allocating sites for renewable and low-carbon energy sources, and supporting infrastructure, taking care to avoid stifling innovation;
 - look favourably on proposals for renewable energy, including on sites not identified in development plan documents;
 - not require applicants to demonstrate either the overall need for renewable energy and distribution¹⁵ or for a particular proposal for renewable energy to be sited in a particular location;
 - avoid policies that set stringent requirements for minimising impact on landscape and townscape if these effectively preclude the supply of certain types of renewable energy, and therefore other than in the most exceptional circumstances such as within nationally recognised designations¹⁶, avoid such restrictive policies;
 - ensure that a significant proportion of the energy supply of substantial new development¹⁷ is gained on-site and renewably and/or from a decentralised, renewable or low-carbon, energy supply.
23. In setting out in a development plan document their policy for a significant proportion of the energy supply of substantial new development to be gained on-site and renewably and/or from a decentralised, renewable or low-carbon, energy supply, planning authorities should:
- have regard to the overall costs of bringing sites to the market and the desirability of avoiding any adverse effect on the development needs of communities;
 - ensure the proposed approach is consistent with securing the expected supply and pace of housing development shown in the housing trajectory required by PPS3¹⁸;
 - make realistic assumptions on the availability of renewable and low-carbon technologies and applicable thresholds for their viable delivery;

¹⁵ See <http://www.dti.gov.uk/files/file31890.pdf> and <http://www.dti.gov.uk/energy/sources/renewables/planning/planning-process/legislation/renewable-energy/page27887.html>

¹⁶ As listed in paragraph 11 of PPS22.

¹⁷ See paragraph 23.

¹⁸ Communities and Local Government (2006) *Planning Policy Statement 3 – Housing*.

- consider the contribution to be made to meeting the energy performance requirements¹⁹ for new buildings set through Building Regulations;
- bear in mind that off-site but localised generation and supply of energy may be more effective in reducing carbon emissions, and build flexibility into their policies for where this is demonstrably the case because local networks are, or will be, available for connection;
- consider the potential for on-site renewable energy supplies to meet wider needs; and,
- in proposing increases in the proportion of energy supply to be gained on-site and renewably and/or from a decentralised, renewable or low-carbon, energy supply, set out a clear and realistic timeline for when the new standard will be applied so as to allow proposed new development to adjust to that standard successfully.

Local development orders

24. Planning authorities should give positive consideration to the use of local development orders (LDO) to secure decentralised energy supply systems and renewable energy, and other new development consistent with the policies in this PPS.
25. LDOs could be used to extend permitted development rights on appropriate matters across the whole of a local planning authority area. LDOs could also be used to provide permission for certain types of development in parts of a local planning authority area.
26. An LDO could also be site-specific to bring forward development of a particular site or sites. In practice, to ensure that such LDOs deliver the right type of development their use should be complemented by guidance, including design codes, produced by the planning authority and in line with this PPS.

DETERMINING PLANNING APPLICATIONS

27. Development plans form the framework within which decisions on proposals for development are taken. It is important that the development plan is kept up-to-date and properly reflects national policy.
28. In the interim period before the development plan is updated to reflect the policies in this PPS, planning authorities should ensure proposed development is consistent with the policies in this PPS and avoid placing requirements on applicants that are inconsistent. Where proposals are inconsistent with the policies in this PPS, consideration should be given to how they could be amended to make them acceptable or, where this is not practicable, to refusing planning permission.

¹⁹ Approved by the Secretary of State in the form of target carbon dioxide emission rates. *The Building and Approved Inspectors (Amendment) Regulations 2006* (and associated documents) came into force on 6 April 2006. Regulation 17C requires new buildings to meet emission targets as part of the implementation of the Energy Performance of Buildings Directive.

29. An applicant for planning permission to develop a proposal that will contribute to the delivery of the Key Planning Objectives set out in this PPS and is consistent with the development plan, should expect expeditious and sympathetic handling of the planning application.

Responsibilities

30. Planning authorities should be concerned with the environmental performance of new development and because of this, with the impact of individual buildings on, and their resilience to, climate change. Planning authorities should therefore engage constructively and imaginatively with developers to encourage the delivery of sustainable buildings. They should be supportive of innovation.
31. Planning authorities should not need, however, to devise their own standards for the environmental performance of individual buildings as these are set out nationally through the Building Regulations. Higher standards for new homes are set out in the Code for Sustainable Homes. Where planning authorities wish to require higher levels of building performance, because of local development or site specific opportunities, the expected local approach should be set out in advance in a development plan document. For new homes, local standards should be based on the Code for Sustainable Homes.
32. In considering and justifying a local approach, planning authorities should:
- avoid setting out for application across broad areas requirements for specific construction techniques, particular building fabrics, fittings or finishes, or performance measures for buildings;
 - focus on specific development opportunities and securing an earlier application of higher levels of performance of nationally described standards, for example by expecting identified development proposals to be delivered at higher levels of the Code for Sustainable Homes; and
 - have regard to the overall costs of bringing sites to the market and, in particular, ensure the proposed approach is consistent with securing the expected supply and pace of housing development shown in the housing trajectory required by PPS3.
33. Planning authorities and those responsible for the implementation of the Building Regulations should work closely to ensure integrated and timely decisions under the complementary regimes. This can be assisted by applicants preparing planning and Building Regulation applications in parallel.
34. Applicants for planning permission for substantial new development should through their Design and Access Statement demonstrate in broad terms how the proposed development will comply with the target carbon emission rate applicable²⁰ through Building Regulations. In particular, applicants should explain the contribution to be secured through decentralised energy supply systems including from on-site renewable sources.

²⁰ At the anticipated commencement of the proposed development.

Designing for environmental performance

35. In their consideration of the environmental performance of proposed development, taking particular account of the climate the development is likely to experience over its expected lifetime, planning authorities should:
- expect applicants to use landform, layout, building orientation and landscaping to minimise energy consumption, including maximising cooling and avoiding solar gain in the summer, and maximise natural ventilation taking into account the likely local noise environment and ambient air quality;
 - give careful consideration to the extent to which the proposed massing of buildings, density and mix of development helps to minimize energy consumption, including maximising cooling and avoiding solar gain in the summer, taking into account the likely local noise environment and ambient air quality;
 - expect substantial new development to gain a significant proportion²¹ of its energy supply on-site and renewably and/or connect to a decentralised, renewable or low-carbon, energy supply where available or, where no network is yet available but is proposed through the core strategy with an identified and secured means of implementation, be designed so as to allow connection to that network at a future date;
 - require the provision of public and private open space as appropriate so that new development offers accessible choice of shade and shelter;
 - ensure new development does not create adverse local environmental conditions for people or undermine biodiversity;
 - secure sustainable urban drainage systems, pay attention to the potential contribution to be gained to water harvesting from impermeable surfaces and encourage layouts that accommodate waste water recycling;
 - require provision for sustainable waste management; and,
 - ensure full consideration is given to creating and securing opportunities for sustainable transport in line with PPG13²² including through:
 - the preparation and submission of travel plans;
 - providing for safe walking and cycling, including where appropriate secure cycle parking and changing facilities; and
 - an appropriate approach to the provision and management of car parking.

21 In the interim period before “a significant proportion” is tested and defined through the preparation and adoption of a development plan document a standard of 10 per cent should be required.

22 See DETR (2001) *Planning Policy Guidance Note 13 Transport* Chapters 3 and 4 in particular, and supporting practice guidance.

Safeguarding environmental performance

36. In determining planning applications, planning authorities should, where relevant, consider the likely impact of proposed development on:
- existing, or other proposed, development, and its renewable or low-carbon energy supply; and,
 - existing, or proposed, sources of renewable or low-carbon energy supply.
37. Where proposed development would prejudice renewable or low-carbon energy supplies, consideration should be given as to how the proposal could be amended to make it acceptable or, where this is not practicable, to refusing planning permission.

Planning conditions and obligations

38. It is not necessary to use planning conditions to control those aspects of a building's construction and fittings that will be required to be in place to meet environmental standards set through the Building Regulations. Planning conditions or planning obligations should be used to secure the longer-term management and maintenance of those aspects of a development required to ensure compliance with the policies in this PPS.

Compliance and enforcement

39. Ensuring full compliance with the planning permission granted, including conditions designed to secure implementation in line with the policies in this PPS, is important. Compliance is best secured through positive intervention and not through reactive action to received complaints. Local planning authorities in considering their approach to compliance and, when necessary, whether it is expedient to take enforcement action, should have particular regard to the highest priority placed by Government on mitigating climate change and successfully adapting to the unavoidable consequences.

MONITORING AND REVIEW

40. Effective monitoring and review is essential in securing responsive action to tackle climate change. The successful implementation of mitigation and adaptation strategies depends on active stewardship regionally and locally. Where monitoring suggests that implementation is not being achieved in line with an agreed strategy it is essential to respond effectively. Annual monitoring reports should be published and both report performance and describe the action intended to correct any adjustment to implementation²³.

²³ See Office of the Deputy Prime Minister (2004) Planning Policy Statement 11 *Regional Spatial Strategies*; Office of the Deputy Prime Minister (2004) Planning Policy Statement 12 *Local Development Frameworks*; and; supporting practice guidance.

41. Regional and local monitoring should focus on the key actions and outcomes that underpin delivery and on contextual indicators that measure changes with direct bearing on an agreed strategy. It is essential to continue to check and update the assumptions on which the spatial strategy and component parts are built, including the reduction in emissions required to stabilise climate change. Monitoring should in particular include outcome performance against the carbon performance trajectories, or other yardsticks for identifying trends in performance, and renewables targets set in RSS²⁴.
42. There should be clear and workable arrangements to ensure close links between the production of regional and local monitoring reports. These arrangements could usefully integrate across the range of bodies that can contribute to effective monitoring.

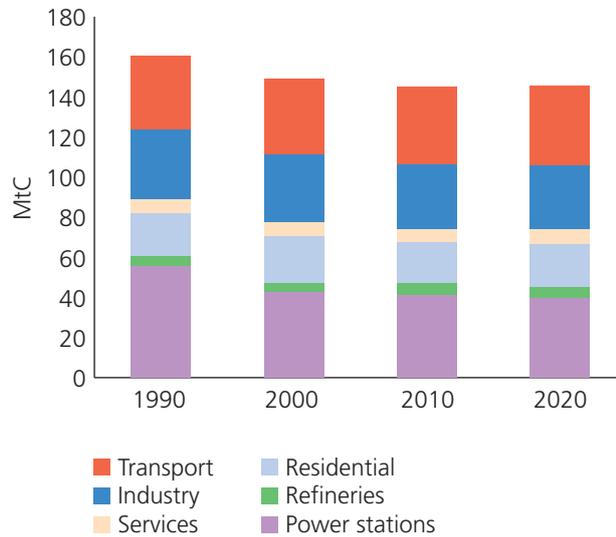
24 DTI collects renewables planning data (published on the restats website on a quarterly basis – http://www.restats.org.uk/2010_target.html)

ANNEX A: GREENHOUSE GAS EMISSIONS

Carbon dioxide

A.1 Carbon dioxide is the main greenhouse gas in the UK. It contributed around 77 per cent of the UK’s total emissions of greenhouse gases in 1990 or 161.5 MtC.

Carbon dioxide emissions by source, 1990 to 2020, MtC



Source: Climate Change The UK Programme 2006²⁵

