



Planning shapes the places where people live and work and the country we live in. It plays a key role in supporting the Government's wider social, environmental and economic objectives and for sustainable communities.



PLANNING

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

TOMORROW'S CLIMATE
Today's Challenge™

December 2007



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

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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 and take into account the unavoidable consequences. 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.

Tackling climate change is a key Government priority for the planning system. The ambition and policies in this PPS should therefore be fully reflected by regional planning bodies in the preparation of Regional Spatial Strategies¹, by the Mayor of London in relation to the Spatial Development Strategy in London and by planning authorities in the preparation of Local Development Documents. Similarly, applicants for planning permission should consider how well their proposals for development contribute to the Government's ambition of a low-carbon economy and how well adapted they are for the expected effects of climate change. Applicants and planning authorities should bear in mind that the policies in this PPS are capable of being material to decisions on planning applications.

A companion guide provides practice guidance and support for the implementation of the policies in this PPS.

¹ The Review of sub-national economic development and regeneration was published in July 2007 and proposed a move to a single regional strategy produced by the regional development agency. There will be further consultation on this proposal, which could be implemented in 2010. All references to Regional Spatial Strategies in this statement shall be taken to mean 'RSS or successor single regional strategy'.

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Glossary

The glossary provides explanations of certain words and terms used in this PPS in order to assist with clarity on their meaning as used in the PPS.

Adaptation

Involves adjustments to natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.

Carbon sinks

Atmospheric carbon in the form of carbon dioxide is captured and stored in living (trees and other green vegetation) or non-living reservoirs (soil, geological formations, oceans, wood products). Land uses which absorb and store carbon over long periods of time ('carbon sinks') may help to offset carbon dioxide emissions, at least in the short to medium term.

Climate change scenario

A coherent and internally consistent description of the *change* in climate by a certain time in the future, using a specific modelling technique and under specific assumptions about the growth of greenhouse gas and other emissions and about other factors that may influence climate in the future.

Combined Heat and Power/Combined Cooling Heat and Power (CHP/CCHP)

The simultaneous generation of usable heat and power (usually electricity) in a single process, thereby reducing wasted heat and putting to use heat that would normally be wasted to the atmosphere, rivers or seas. CHP is an efficient form of decentralised energy supply providing heating and electricity at the same time. CHP's overall fuel efficiency can be around 70-90% of the input fuel, depending on heat load; much better than most power stations which are only up to around 40-50% efficient.

Decentralised energy supply

Energy supply from local renewable and local low-carbon sources (ie on-site and near-site, but not remote off-site) usually on a relatively small scale. Decentralised energy is a broad term used to denote a diverse range of technologies, including micro-renewables, which can locally serve an individual building, development or wider community and includes heating and cooling energy.

Decentralised and renewable or low-carbon energy

Decentralised renewable energy or decentralised low-carbon energy or a combination of decentralised renewable energy and decentralised low-carbon energy.

Development area

Part of a planning authority's area where development is anticipated, which could be an urban extension or town centre.

Emissions

The release of greenhouse gases into the atmosphere. Greenhouse gases 'trap' energy radiated by the Earth within the atmosphere and include carbon dioxide (CO₂), methane, nitrous oxide and fluorinated gases. Carbon dioxide is the main greenhouse gas in the UK and references to carbon dioxide emissions in this PPS are intentional.

Energy efficiency

Making the best or most efficient use of energy in order to achieve a given output of goods or services, and of comfort and convenience.

Mitigation

Involves taking action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Renewable and low-carbon energy

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass. Low-carbon technologies are those that can help reduce carbon emissions. Renewable and/or low-carbon energy supplies include, but not exclusively, those from biomass and energy crops; CHP/CCHP (and micro-CHP); waste heat that would otherwise be generated directly or indirectly from fossil fuel; energy-from-waste; ground source heating and cooling; hydro; solar thermal and photovoltaic generation; wind generation.

Sustainable drainage systems

Alternatives to the traditional ways of managing runoff from buildings and hardstandings. They are designed to improve the rate and manner of absorption by water of hard and soft surfaces, in order to reduce the total amount, flow and rate of surface water that runs directly to rivers through stormwater systems.

Urban cooling

Moderating high summer temperatures, through for example the layout of urban open space and shading from trees. Climate change will exacerbate the temperature gradient that rises from the rural fringe and peaks in city centres. This is described as ‘the urban heat island’ because the warmer urban air lies in a ‘sea’ of cooler rural air.

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.”²

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 emissions are its main cause, is strong and indisputable. The Intergovernmental Panel on Climate Change³ highlights that we are already experiencing the effects of climate change and if these changes deepen and intensify, as they will without the right responses locally and globally, we will see even more extreme impacts.
2. In the UK, we are likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels increasing the risk of coastal erosion. There will be permanent changes in the natural environment but also, and increasingly, substantial challenges to national prosperity and social cohesion. Globally, it is quite likely that the impacts of climate change will be felt first, and disproportionately so, by the most vulnerable in society.
3. 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 Programme⁴ and the 2007 Energy White Paper⁵.
4. The UK is on track to meet, and even exceed, its commitment under the Kyoto Protocol to reduce emissions of greenhouse gases to 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, put forward a Climate Change Bill which would put into statute the UK’s targets to reduce carbon dioxide emissions, through domestic and international action, to 26-32% below 1990 levels by 2020 and to at least 60 per cent by 2050.

² Foreword by the then Prime Minister Rt. Hon. Tony Blair MP. *Securing the Future*. The UK Government Sustainable Development Strategy (2005) Cm6467

³ See the *Summary for Policy Makers* of the 4th Annual Report (November 2007) at <http://www.ipcc.ch/>

⁴ *Climate Change The UK Programme* (2006) Cm6764

⁵ *Meeting the Energy Challenge* (2007) Cm7124

5. 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 and adjust.
6. There is therefore an urgent need for action on climate change.
7. The Planning White Paper⁶ has emphasised the fundamental importance of planning in delivering sustainable development in a changing global context. It is central to the delivery of the new homes that are needed; it supports the business development necessary to create jobs and prosperity; and, enables the delivery of the infrastructure which provides access for everyone to essential transport, energy and water and underpins sustainable communities. In making this contribution to a prosperous economy and to a high quality of life for all, planning has a key role in helping to tackle climate change. Used positively, it has a pivotal and significant role in helping to:
 - 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;
 - shape sustainable communities that are resilient to and appropriate for the climate change now accepted as inevitable;
 - create an attractive environment for innovation and for the private sector to bring forward investment, including in renewable and low-carbon technologies and supporting infrastructure; and
 - capture local enthusiasm and give local communities real opportunities to influence, and take, action on climate change.
8. The planning system needs to support the delivery of the timetable for reducing carbon emissions from domestic and non-domestic buildings. *Building a Greener Future*⁷ sets out a progressive tightening of Building Regulations to require major reductions in carbon emissions from new homes to get to zero carbon by 2016. There are similar ambitions to cut carbon emissions from new non-domestic buildings⁸. This PPS sets out how regional and local planning can best support achievement of the zero-carbon targets alongside meeting community needs for economic and housing development.

⁶ *Planning for a Sustainable Future* (2007) Cm7120

⁷ *Building a Greener Future: policy statement* (2007)

⁸ We will set out proposals for new non-domestic buildings in due course

KEY PLANNING OBJECTIVES

9. To deliver sustainable development, and in doing so a full and appropriate response on climate change, regional planning bodies and all planning authorities should prepare, and manage the delivery of, 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 providing for the homes, jobs, services and infrastructure needed by communities, and in renewing and shaping the places where they live and work, secure the highest viable resource and energy efficiency and reduction in emissions;
 - deliver patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, which overall, reduce the need to travel, especially by car⁹;
 - secure new development and shape places that minimise vulnerability, and provide resilience, to climate change; and in ways that are consistent with social cohesion and inclusion;
 - conserve and enhance biodiversity, recognising 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 in mitigating and adapting to climate change.

DECISION-MAKING PRINCIPLES

10. Regional planning bodies and all planning authorities should apply the following principles in making decisions about their spatial strategies:
 - the proposed provision for new development, its spatial distribution, location and design should be planned to limit carbon dioxide emissions;
 - new development should be planned to make good use of opportunities for decentralised and renewable or low carbon energy¹⁰;
 - new development should be planned to minimise future vulnerability in a changing climate;
 - climate change considerations should be integrated into all spatial planning concerns;

⁹ See paragraph 25

¹⁰ See glossary

- mitigation and adaptation should not be considered independently of each other, and new development should be planned with both in mind;
 - sustainability appraisal (incorporating strategic environmental assessment) should be applied to shape planning strategies and policies that support the Key Planning Objectives; and
 - appropriate indicators should be selected for monitoring and reporting 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.
11. 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 proportionate to the scale of the proposed development, its likely impact on and vulnerability to climate change, and be consistent with that needed to demonstrate conformity with the development plan and this PPS;
 - specific and standalone assessments of new development should not be required where the requisite information can 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 Regional Spatial Strategies (RSSs) and Development Plan Documents (DPDs) can be updated to reflect this PPS, planning authorities should have regard to this PPS as a material consideration which may supersede the policies in the development plan¹¹. Any refusal of planning permission on grounds of prematurity because a DPD is being prepared or is under review but has not yet been adopted should be consistent with Government policy¹².

¹¹ The development plan will comprise the RSS (or in London the Spatial Development Strategy), adopted DPDs and any local policies which have been 'saved' during the transitional period between the old system of unitary development plans, structure plans and local plans and the new system of local development documents

¹² See ODPM (2005) *The Planning System: General Principles* and, in the case of housing, (2006) *Planning Policy Statement 3: Housing* paragraph 72

REGIONAL SPATIAL STRATEGY

Preparing the Regional Spatial Strategy

12. Bearing in mind the RSS provides a spatial framework which both informs, and in turn is informed by, other strategies and programmes in the region, 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;
 - consider how the spatial strategy will support any 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, for example, the most recent climate change scenarios available from the UK Climate Change Impacts Programme (UKCIP)¹³, and specifically the implications for built development, infrastructure and services¹⁴ and biodiversity;
 - work with neighbouring regions and countries to address joint concerns; and
 - encourage working across local authority boundaries so as to secure effective local approaches.

Integrating climate change

13. 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 attention to the location of major generators of travel, the effect of differing patterns of urban growth and sustainable rural development on the movement of goods 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;
 - provide a framework for sub-regional and local planning to focus substantial new development on locations with good accessibility by means other than the private car and where energy can be gained from decentralised energy supply¹⁵ systems, or where there is clear potential for this to be realised;

¹³ UK Climate Change Impacts Programme (UKCIP) at www.ukcip.org.uk

¹⁴ In particular, see CLG (2006) *Planning Policy Statement 25: Development and Flood Risk*

¹⁵ See glossary

- ensure opportunities for renewable and low-carbon sources of energy supply and supporting infrastructure, including decentralised energy supply systems, are maximised;
- set regional targets for renewable energy generation in line with PPS22¹⁶, and ensure their ambition fully reflects opportunities in the region, are consistent with the Government's national targets 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 and take account of the availability of water resources;
- consider the desirability of avoiding new development in those areas with likely increased vulnerability to the effects of 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

14. Regional planning bodies should consider the likely performance of the RSS on mitigating climate change and in adapting to the impacts of likely changes to the climate. 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 a RSS in line with the Key Planning Objectives in this PPS¹⁷.
15. In their approach to managing performance, regional planning bodies should consider the provision of clear yardsticks against which future trends can be measured. Targets, and trajectories, can be helpful in assessing successful implementation but only when their likely achievement derives directly or substantially from identified policies in the RSS and the likely means of delivery is consistent with other objectives in the RSS.
16. Strategic targets, including any developed for cutting carbon dioxide emissions, and trajectories used to identify trends in performance form part of the framework for planning decisions provided by the RSS. They should be used as a strategic tool for shaping policies and contributing to the annual monitoring and reporting expected of regional planning bodies. They should not be applied directly to individual planning applications. If there is consistent under-performance against the planned outcomes, the Secretary of State will expect urgent consideration to be given to an early revision of the RSS and means of implementation.

¹⁶ See paragraphs 2-5 of ODPM (2004) Planning Policy Statement 22: *Renewable Energy*

¹⁷ See ODPM (2005) *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*

Providing the evidence base

17. Regional planning bodies should be able to demonstrate that the spatial strategy, including any targets or trajectories, is properly supported by an evidence base comprising appropriate data and information on climate change within the region. Where an appropriate body is already collecting and assembling data on climate change, regional planning bodies should wherever practicable draw advice from this and not duplicate existing structures and work.

LOCAL DEVELOPMENT DOCUMENTS

The core strategy

18. Planning authorities should consider the opportunities for the core strategy to add to the policies and proposals in the RSS, such as where local circumstances would allow further progress to be made to achieving the Key Planning Objectives set out in this PPS. In doing so, the core strategy should be informed by, and in turn inform, local strategies on climate change including the sustainable community strategy¹⁸.

Renewable and low-carbon energy generation

19. In developing their core strategy and supporting local development documents, planning authorities should provide a framework that promotes and encourages renewable and low-carbon energy generation. Policies should be designed to promote and not restrict renewable and low-carbon energy and supporting infrastructure.
20. In particular, planning authorities should:
 - not require applicants for energy development to demonstrate either the overall need for renewable energy and its distribution, nor question the energy justification for why a proposal for such development must be sited in a particular location¹⁹;
 - ensure any local approach to protecting landscape and townscape is consistent with PPS22 and does not preclude the supply of any type of renewable energy other than in the most exceptional circumstances²⁰;
 - alongside any criteria-based policy developed in line with PPS22, consider identifying suitable areas for renewable and low-carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources, but in doing so take care to avoid stifling innovation including by rejecting proposals solely because they are outside areas identified for energy generation; and

¹⁸ See the new performance indicators on climate change <http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/nationalindicators/>

¹⁹ See paragraph 5.3.67 of *Meeting the Energy Challenge* (2007) Cm7124

²⁰ See Key Principles in ODPM (2004) Planning Policy Statement 22 *Renewable Energy*

- expect a proportion of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources.

Local development orders

21. Planning authorities should give positive consideration to the use of local development orders (LDO) to secure renewable and low-carbon energy supply systems. LDOs could be used to provide additional permitted development rights across the whole of a planning authority's area. LDOs could also be used to grant permission for certain types of development in parts of a planning authority's area.
22. An LDO could also be development area or 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.

Selecting land for development

23. In deciding which areas and sites are suitable, and for what type and intensity of development, planning authorities should assess their consistency with the policies in this PPS.
24. In doing so, planning authorities should take into account:
 - the extent to which existing or planned opportunities for decentralised and renewable or low-carbon energy could contribute to the energy supply of development;
 - 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 water supply, sewage and sewerage, waste management and community infrastructure such as schools and hospitals) to service the site or area in ways consistent with cutting carbon dioxide emissions and successfully adapting to likely changes in the local climate;
 - the ability to build and sustain socially cohesive communities with appropriate community infrastructure, having regard to the full range of local impacts that could arise as a result of likely changes to the climate;
 - the effect of development on biodiversity and its capacity to adapt to likely changes in the climate;
 - the contribution to be made from existing and new opportunities for open space and green infrastructure to urban cooling, sustainable drainage systems, and conserving and enhancing biodiversity; 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.

25. In deciding on areas and sites to identify for development, priority should be given to those that will perform well against the criteria set out in paragraph 24. Where areas and sites perform poorly, planning authorities should consider whether their performance could be improved. When considering the need to secure sustainable rural development, including employment and affordable housing opportunities to meet the needs of local people, planning authorities should recognise that a site may be acceptable even though it may not be readily accessible other than by the private car.

Local requirements for decentralised energy to supply new development

26. Planning authorities should have an evidence-based understanding of the local feasibility and potential for renewable and low-carbon technologies, including microgeneration, to supply new development in their area. This may require them, working closely with industry and drawing in other appropriate expertise, to make their own assessments. Drawing from this evidence-base, and ensuring consistency with housing and economic objectives, planning authorities should:
- (i) set out a target percentage of the energy to be used in new development to come from decentralised and renewable or low-carbon energy sources²¹ where it is viable. The target should avoid prescription on technologies and be flexible in how carbon savings from local energy supplies are to be secured;
 - (ii) where there are particular and demonstrable opportunities for greater use of decentralised and renewable or low-carbon energy than the target percentage, bring forward development area²² or site-specific targets to secure this potential;
- and, in bringing forward targets,
- (iii) set out the type and size of development to which the target will be applied; and
 - (iv) ensure there is a clear rationale for the target and it is properly tested²³.
27. In considering a development area or site-specific target, planning authorities should pay particular attention to opportunities for utilizing existing decentralised and renewable or low-carbon energy supply systems and to fostering the development of new opportunities to supply proposed and existing development. Such opportunities could include co-locating potential heat customers and heat suppliers. Where there are existing decentralised energy supply systems, or firm proposals, planning authorities can expect proposed development to connect to an identified system, or be designed to be able to connect in future. In such instances and in allocating land for development, planning authorities can set out how the proposed development would be expected to contribute to securing the decentralised energy supply system from which it would benefit.

²¹ See glossary

²² See glossary

²³ See paragraph 33

28. When specifying requirements for new development to secure energy from decentralised and renewable or low-carbon energy sources, planning authorities can set specific requirements to facilitate connection. Any requirement must be fair and reasonable and, in particular, not restrict those with responsibility for providing energy to new development, or the occupiers, to any one energy provider in perpetuity.
29. Well-founded development area and site-specific targets drawn up in line with this PPS may expect significant proportions of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources.

Local requirements for sustainable buildings

30. Planning authorities, developers and other partners in the provision of new development should engage constructively and imaginatively to encourage the delivery of sustainable buildings. Accordingly, planning policies should support innovation and investment in sustainable buildings and should not, unless there are exceptional reasons, deter novel or cutting-edge developments. Planning authorities should help to achieve the national timetable for reducing carbon emissions from domestic and non-domestic buildings.²⁴
31. There will be situations where it could be appropriate for planning authorities to anticipate levels of building sustainability in advance of those set out nationally. When proposing any local requirements for sustainable buildings planning authorities must be able to demonstrate clearly the local circumstances that warrant and allow this. These could include, for example, where:
 - there are clear opportunities for significant use of decentralised and renewable or low-carbon energy; or
 - without the requirement, for example on water efficiency, the envisaged development would be unacceptable for its proposed location.
32. When proposing any local requirement for sustainable buildings planning authorities should:
 - focus on development area²⁵ or site-specific opportunities;
 - specify the requirement in terms of achievement of nationally described sustainable buildings standards, for example in the case of housing by expecting identified housing proposals to be delivered at a specific level of the Code for Sustainable Homes²⁶;

²⁴ See paragraph 8

²⁵ See glossary

²⁶ Where planning authorities consider that local circumstances do not justify specifying a whole Code level they can stipulate a requirement solely in relation to the energy standard at an identified level of the Code.

- ensure the requirement is consistent with their policies on decentralised energy; and
- not require local approaches for a building’s environmental performance on matters relating to construction techniques, building fabrics, products, fittings or finishes, or for measuring a building’s performance unless for reasons of landscape or townscape.

Testing local requirements

33. Any policy relating to local requirements for decentralised energy supply to new development or for sustainable buildings should be set out in a DPD, not a supplementary planning document, so as to ensure examination by an independent Inspector. In doing so, planning authorities should:
 - ensure what is proposed is evidence-based and viable, having regard to the overall costs of bringing sites to the market (including the costs of any necessary supporting infrastructure) and the need to avoid any adverse impact on the development needs of communities;
 - in the case of housing development and when setting development area or site-specific expectations, demonstrate that the proposed approach is consistent with securing the expected supply and pace of housing development shown in the housing trajectory required by PPS3, and does not inhibit the provision of affordable housing; and
 - set out how they intend to advise potential developers on the implementation of the local requirements, and how these will be monitored and enforced.

MONITORING AND REVIEW

34. Effective monitoring and review is essential in securing responsive action to tackle climate change. The successful implementation of policies on climate change depends on active stewardship regionally and locally. Where monitoring suggests that implementation is not being achieved in line with an agreed strategy or that the strategy is not delivering the expected outcomes, it is essential to respond promptly and effectively. Annual monitoring should assess progress against the objectives of this PPS and be integrated with monitoring of housing delivery and other policies. Annual monitoring reports should describe performance and, as necessary, the action intended to improve implementation or to update the strategy.
35. 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 review regularly and update the assumptions on which the spatial strategy and component parts are built. Where the RSS contains targets, or trajectories for identifying trends in performance, monitoring should in particular assemble data on outcomes so as to assess performance.

36. 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.
37. Reviews should reflect future updates to the national Climate Change Programme²⁷, developments in climate modelling and prediction, 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.

DETERMINING PLANNING APPLICATIONS

38. The development plan provides the framework within which decisions on proposals for development are taken. It is important therefore that RSSs and DPDs are kept up-to-date and properly reflect national policy.
39. 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 Key Planning Objectives set out in this PPS, consideration should be given to how proposals could be amended to make them acceptable or, where this is not practicable, to whether planning permission should be refused.
40. 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 should expect expeditious and sympathetic handling of the planning application.

Designing environmental performance into proposed development

41. Where possible, planning authorities should make use of Design and Access Statements to obtain from applicants the information necessary to show how their proposed development will contribute to the Key Planning Objectives set out in this PPS and relevant RSS and DPD policies consistent with this PPS.

²⁷ And requirements arising from the Climate Change Bill when enacted.

42. 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 new development to:
- comply with adopted DPD policies on local requirements for decentralised energy supply and for sustainable buildings²⁸, unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable;
 - take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption, including maximising cooling and avoiding solar gain in the summer; and, overall, be planned so as to minimise carbon dioxide emissions through giving careful consideration to how all aspects of development form, together with the proposed density and mix of development, support opportunities for decentralised and renewable or low-carbon energy supply;
 - deliver a high quality local environment;
 - provide public and private open space as appropriate so that it offers accessible choice of shade and shelter, recognising the opportunities for flood storage, wildlife and people provided by multifunctional greenspaces;
 - give priority to the use of sustainable drainage systems²⁹, paying attention to the potential contribution to be gained to water harvesting from impermeable surfaces and encourage layouts that accommodate waste water recycling;
 - provide for sustainable waste management; and
 - create and secure opportunities for sustainable transport in line with PPG13³⁰ including through:
 - the preparation and submission of travel plans;
 - providing for safe and attractive walking and cycling opportunities including, where appropriate, secure cycle parking and changing facilities; and
 - an appropriate approach to the provision and management of car parking.

²⁸ See paragraphs 26-33 above.

²⁹ See CLG (2006) *Planning Policy Statement 25: Development and Flood Risk*.

³⁰ See DETR (2001) *Planning Policy Guidance Note 13: Transport*. Chapters 3 and 4 in particular, and supporting practice guidance.

Safeguarding environmental performance

43. In determining planning applications, planning authorities should also consider the likely impact of proposed development on:
 - existing, or other proposed, development, and its renewable or low-carbon energy supply;
 - existing, or proposed, sources of renewable or low-carbon energy supply; and
 - the vulnerability to climate change of existing or proposed development.
44. Where proposed development would prejudice renewable or low-carbon energy supplies or lead to increased vulnerability of existing or proposed development, consideration should be given as to how the proposal could be amended to make it acceptable or, where this is not practicable, to whether planning permission should be refused.

Planning conditions and obligations

45. 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 can be used to secure the provision and longer-term management and maintenance of those aspects of a development required to ensure compliance with the policies in this PPS.

Compliance and enforcement

46. 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. 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.

ANNEX

London

The Mayor is responsible for strategic planning for London, and in particular for producing a Spatial Development Strategy (SDS) for London. The SDS, also known as the 'London Plan', provides a strategic framework for the boroughs' local development documents and sets out the spatial context for the Mayor's other policies and strategies. GOL Circular 1/2000 *Strategic Planning In London* provides advice and guidance on the planning arrangements that apply in London.

Under the Town and Country Planning (Mayor of London) Order 2000, certain categories of planning applications have been identified as requiring referral to the Mayor. These proposals must be referred to the Mayor, who may after due consideration, direct a refusal of permission if he considers that the proposal is contrary to the London Plan or to good strategic planning in London. These powers have been augmented to allow the Mayor to direct, for particular cases, that he is to be the local planning authority for the purposes of determining planning applications of strategic importance.

The Mayor and Assembly also have a new duty to tackle climate change, and in doing so to have regard both to guidance produced by the Secretary of State and to national policies on climate change. As part of this the Mayor is required to prepare and publish a statutory Climate Change Mitigation and Energy Strategy, as well as a Climate Change Adaptation Strategy for London.

These developments will influence the expected content of the London Plan and its implementation which will differ from that of RSSs in the regions. The London Plan is not a local development document and does not allocate development to specific sites, but the approach set out in paragraphs 18-33 should, commensurate with the strategic role performed by the London Plan, inform its development and implementation.



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