BTP 3

Local Development Framework

Central Lancashire Core Strategy

Climate Change

Background Topic Paper

December 2010

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PURPOSE

1. This Paper outlines national, regional, sub-regional and local planning policies on climate change. It demonstrates how the Central Lancashire Local Development Framework (LDF) Core Strategy is in line with these policies and good practice guidance.

EXECUTIVE SUMMARY

2. This Background Paper gives a detailed account of how the Core Strategy has taken account of and applied national, regional and local planning policy and guidance notes when identifying the Core Strategy's policies and strategic objectives. Separate documents have been prepared by the individual Central Lancashire local authorities that detail specific renewable energy opportunities available in each district.

NATIONAL POLICY

The Sustainable Development Strategy - 'Securing the Future' (March 2005)

3. This promotes sustainability in all aspects of government policy. It aims to change the way we generate and use energy to reduce the effects of climate change.

4. ***Core Strategy response –*** *all the policies and objectives in the Core Strategy share these aspirations to reduce the effects of climate change.*

The Energy Review (2006)

5. This states that the starting point for reducing carbon emissions is to save energy. There is also recognition that actions to reduce and be more efficient in the use of energy on their own will not provide solutions to climate change. In parallel, it states that there is a need to make the energy we use secure by increasing the energy supply mix and emitting as little carbon dioxide as possible.

6. ***Core Strategy response –*** *The Core Strategy highlights the importance of saving energy and reducing energy use and this is supported through Policy 27 & 28 and the Strategic Objectives 21 & 22.*

Climate Change Act (2008)

7. This nationally seeks a 30% cut of carbon dioxide emissions by 2020 of 1990 levels and ensures that LDF's should address climate change. This provides a clear long-term framework for the UK to achieve its goals of reducing carbon emissions and will ensure that steps are taken towards adapting to the impacts of climate change. This Act puts into statute the UK's targets to reduce carbon dioxide emissions through domestic and international action.

Core Strategy response - *all the policies and objectives in the Core Strategy share these aspirations to reduce the effects of climate change.*

White Paper 'Strong and Prosperous Communities' (2007)

8. This White Paper placed a duty on local authorities to "lead their community and their local partners on climate change" and also "gives local government new opportunities to drive local action on climate change mitigation and adaptation through... ...coordinating innovative partnerships which can deliver real changes". It was also committed to implementing a new performance framework, indicators for inclusion in then the newly proposed Comprehensive Area Assessments (CAA).

9. ***Core Strategy response –*** *Policy 27 in the Core Strategy aims to deliver real changes and set local standards. However, in May 2010 the new government announced that they would abolish the CAA (along with the Regional Spatial Strategies). The Core Strategy is now relied upon to set local standards for climate change.*

Planning Policy Statement 22 (PPS22) - Renewable Energy (2004)

10. This promotes renewable energy development in suitable locations and emphasises the important role energy efficiency measures can play in promoting sustainability. It requires LDF Development Plan Documents (DPD's) to contain criteria based policies to encourage the development of renewable energy resources. It suggests that local authorities may include policies in DPD's requiring a percentage of energy for use in new developments to come from on-site renewable sources. It states "Local authorities and developers should consider the opportunity for incorporating renewable energy in all new developments".

11. It also requires local authorities to set a target percentage for the energy used in new development to come from decentralised and renewable or low carbon energy sources where it is viable. When setting local requirements, local authorities must be able to clearly demonstrate that there are opportunities for significant use of decentralised and renewable or low carbon energy.

12. PPS22 advocates that general renewable energy policies should be included in the Core Strategies and that more detailed guidance should be set out in a separate document such as a Supplementary Planning Document (SPD).

13. The companion guide to PPS22 discusses the various types of renewable energy generation and how these can be used in developments to reduce carbon dioxide emissions.

14. ***Core Strategy response –*** *The Core Strategy does this in Policy 27. Studies undertaken by the three authorities demonstrate that, given the specific natural resources of Central Lancashire, in particular wind, there are many opportunities for renewable energy generation to be integrated into developments (microgeneration) and for stand-alone renewable energy schemes. On the whole, areas of visual or historic sensitivity within Central Lancashire will still be able to accommodate appropriate renewable energy features within the terms of Policy 27. It may be that the special circumstances of the statutory protection (for the building or area) would be compromised by the implementation of this policy. In those circumstances, the requirements of this policy may be waived. However, the Councils would need to be persuaded that a genuine attempt had been made in development proposals to integrate energy efficiency measures and renewable energy capacity in the building*

design. The fact that a building is listed, for its historic or architectural importance, would not be a reason to set aside the policy.

15. *The approach will be to promote the development of renewable energy and to direct it to where the technology is most viable and environmental impacts can be minimised. Impacts may include visual effects, noise, odour or increased traffic arising because of the development. However these considerations, including viability, need to be treated with care because energy capture technologies are rapidly developing.*

Planning Policy Statement 1 (PPS1)
Planning and Climate Change – Supplement to PPS1 (2007)

16. Expects local planning authorities to provide a framework that promotes and encourages renewable energy and low carbon energy development.

17. ***Core Strategy response –*** *The Core Strategy promotes and encourages renewable energy and low carbon energy development in all its relevant policies and objectives. It takes appropriate measures and steps to reduce carbon dioxide emissions.*

The Supplement 'A Code for Sustainable Homes (2006); and Building a Greener Future: Towards Zero Carbon development'

18. This states that by 2016 every new home built should be 'zero carbon' and that planning authorities should apply the following principles to all new development which should take into account reducing carbon dioxide emissions by:
    - its spatial distribution, location and design;
    - finding opportunities for decentralised and renewable or low carbon energy;
    - minimising future vulnerability in a changing climate;
    - integrating climate change considerations into all spatial planning concerns;
    - considering mitigation and adaptation together and are met independently of each other;
    - applying sustainability appraisal (incorporating strategic environmental assessment) applied to shape planning strategies and policies that support the key planning objectives; and
    - selecting appropriate indicators to be used in annual monitoring reports for regional planning bodies and local planning authorities.

19. The Code for Sustainable Homes refers to some of these matters in the design of individual housing units and at the larger scale of residential estates. The government is planning to extend this approach to commercial buildings. Such national standards should be considered a minimum requirement.

20. ***Core Strategy response –*** *Policy 27 ensures that The Code for Sustainable Home standards are met. It reads "…All new dwellings will be required to meet Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016".*

BREEAM (Building Research Establishment Environmental Assessment Method)

21. BREEAM is the leading and most widely used environmental assessment method for non-residential buildings in the UK. It sets the standard for best practice in sustainable design and has become the measure used to score a building's environmental performance.

22. ***Core Strategy response –*** *Policy 27 states these standards in the policy and reads....."Minimum energy efficiency standards for all other new buildings will be 'Very Good' (or where possible, in urban areas, 'Excellent') according to the Building Research Establishment's Environmental Assessment Method (BREEAM)". The Core Strategy Performance Monitoring Framework sets a date of 2016 for these standards to be met and goes on to set a target date of 2026 to meet the BREEAM 'Outstanding' level.*

Building for Life and Lifetime Homes (2010)

23. Building for Life sets out 20 criteria for ensuring homes are well designed. Lifetime Homes sets 16 design features that create a flexible blueprint for accessible and adaptable housing. In a separate but complementary initiative there is a target that public sector funded housing in England will be built to the Lifetime Homes standard from 2011, with a target of 2013 for all private sector dwellings.

24. ***Core Strategy response -*** *Policy 17 requires new building to achieve Building for Life rating of at least Good and preferably Very Good. Policy 6 promotes higher standards of construction of new homes informed by the Lifetime Homes Standard*

REGIONAL AND SUB-REGIONAL POLICIES

The North West Sustainable Energy Strategy (2006)

25. This strategy prioritises and encourages sustainable energy practices including; improving energy efficiency, deploying renewable energy technologies, combined heat and power; and, advancing sustainable transport solutions. It identifies key target groups whose actions can help to address the energy challenge and sets out a framework which both the public and private sectors can respond.

Core Strategy response - *Policy 27 & 28 share these aspirations to reduce the effects of climate change and encourage renewable energy.*

The North West Regional Spatial Strategy (RSS) (September 2008)

26. It is important to note that in July 2010 the government revoked the RSS. This decision was challenged in the High Court and was found to be unlawful. However, it is still the intention of the Government to revoke Regional Strategies through new primary legislation and local planning authorities have been advised to proceed with preparing Local Development Framework documents on the basis that the RSS will be revoked. It is important to note that when producing the Core Strategy its policies were devised to be in accordance with the RSS policies as such they are important influences to be aware of.

27. The RSS set out four main policies associated with reducing carbon emissions by tackling climate change.

Policy EM 15 - A Framework for Sustainable Energy; this promoted sustainable energy production and consumption.

Policy EM 16 – Energy Conservation and Efficiency; stated that everyone should ensure that their approach to energy is based on minimising consumption and demand, promoting maximum efficiency and minimum waste.

Policy EM 17 – Renewable Energy; this sets out standards (in line with the North West Sustainable Energy Strategy) that electricity should come from renewable resources, which are; 10% by 2010, 15% by 2015 and 20% by 2020.

Policy EM 18 - Decentralised Energy Supply; sets out an interim target to secure 10% energy from decentralised and renewable or low carbon sources appliciable to residential developments of 10 or more units and for non-residential development above1000m2 in size.

28. ***Core Strategy response*** *-. Policy 27 details ways in which sustainable resources can be incorporated into new developments. It uses lower size thresholds (5 or more dwellings and 500square meters or more of non-residential floorspace) than the RSS proposed. This is because the renewable energy potential studies carried out in Central Lancashire demonstrate the high proposals for renewable, decentralised and low carbon energy captured locally. Policy 27 goes beyond the targets in the RSS and sets a level of 15% now rising to 20% by 2015, which is in line with national guidance.*

29. *Policy 28 lists criteria which are to be met in order for the proposal to be supported and planning permission to be granted for renewable and low carbon energy schemes.*

Managing other local environmental effects resulting from development, construction and operation of schemes are addressed in Policies 29 (Water Management) and 30 (Air Quality).

The North West Climate Change and Energy Action Plan (2010)

30. The Action Plan accompanied by the NW Sustainable Energy Strategy aims to stimulate and measure the progress of the region towards a low carbon economy, preparing it for the challenges of a changing climate and future energy demands, whilst protecting and enhancing the quality of life and a rich environment.

31. It also states "…micro-generation has the potential to play a significant role in moving towards the Government's objective of sustainable, reliable and affordable energy for all, delivered through competitive markets".

32. ***Core Strategy response –*** *The Core Strategy recognises that Central Lancashire is well placed to provide new build development that can be designed in a sustainable way and incorporating sustainable resources e.g. through product substitution. The considerable natural renewable resources available make it feasible to integrate micro-generation technologies into building design. All developments of 5 or more dwellings or non-residential units of 500 sq metres or more floorspace should comply*

with Policy 27, unless the applicant can demonstrate, including through the use of open book accounting, that an individual site's circumstances are such that development would not be economically viable if the policy were to be implemented.

The Lancashire Climate Change Strategy (2009)

33. All the Central Lancashire District Councils are members of the Lancashire Climate Change Partnership. The Strategy sets out a proposed target of 30% reduction in greenhouse gas emissions from Lancashire by 2020. The targets show how Lancashire can tackle climate change through various initiatives, methods, policies and practices which all aim to reduce carbon dioxide emissions.

34. ***Core Strategy response –*** *The Core Strategy aims to achieve these targets through Policy 27.*

Lancashire Minerals and Waste Development Framework Core Strategy (2009)

35. Chapter 6 of the Lancashire Minerals and Waste Development Framework Core Strategy promotes waste minimisation and to increase waste awareness.

36. ***Core Strategy response -*** *The Core Strategy follows the principles in Lancashire's Minerals and Waste Core Strategy. Policy 17 refers to the provision of appropriate storage space being provided in developments for recyclable waste materials and composting.*

LOCAL POLICIES

CENTRAL LANCASHIRE PUBLICATION CORE STRATEGY - Chapter 12: Tackling Climate Change

37. The Core Strategy sets out a framework for promoting and encouraging the use of renewables, and for low or zero carbon energy generation. It considers other resource use issues affecting rivers, air and soil. It has also followed guidance and advice from national, regional and sub-regional policies and has shaped the following Core Strategy overall policies and Strategic Objectives (SO);

> **SO 21** - reduce energy use and carbon dioxide emissions in new development.
> **SO 22** - encourage the generation and use of energy from renewable and low carbon sources.
> **SO 23** - manage flood risk and the impacts of flooding especially adjoining the river Ribble and at Croston.
> **SO 24** - reduce water usage, protect and enhance Central Lancashire's water resources and minimise pollution of water, air and soil.

38. The Core Strategy recognises that climate change is a key consideration in sustainable development. It is a cross cutting theme throughout the document and some aspects are dealt with in other chapters. The spatial location of land use and associated activities can have a profound effect on energy use. Reducing the need to travel and the energy used in transport is a key under pinning aspect of the document.

- **Policy 27: Sustainable Resources and New Developments**

39. This policy aims to incorporate sustainable resources into new housing development through the following setting a requirement to; meet Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This will increase to Level 4 from January 2013 and Level 6 from January 2016. It sets minimum energy efficiency standards for all other new buildings at 'Very Good' (or where possible, in urban areas, 'Excellent') in relation to the BREEAM standard. The size thresholds for meeting these standards are set at 5 or more dwellings or non-residential units of 500 sq metres or more floorspace.

40. The design, orientation and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change; decentralised, renewable or low carbon energy sources are installed; storage space is to be provided for recyclable waste materials and composting; applications in a Conservation or on a listed building need to be sensitive in design unless it can be demonstrated that it would have an unacceptable adverse effect on the character or appearance of the historic or natural environment.

- **Policy 28: Renewable and Low Carbon Energy Schemes**

41. This policy will support proposals for renewable and low carbon energy schemes. Providing it does not; have an unacceptable impact on the landscape character and visual appearance of the local area; compromise the development on a site with statutory protection; cause any noise, odour, traffic or other impact of development is mitigated so as not to cause unacceptable detriment to local amenity; cause harm to local nature, ecology and biodiversity is appropriately mitigated and/or compensatory environmental provisions are made; and/or cause any significant adverse local effects of the proposal are outweighed by wider environmental, social and economic benefits.

- **Policy 29: Water Management**

42. This policy looks at improvements in water quality, water management and how to reduce the risk of flooding in new developments. It seeks to do this by: minimising the use of potable mains water; working with the regional water company and other partners to promote investment in sewage water treatment works to reduce the risk of river pollution from sewage discharges; working with farmers to reduce run off polluted with agricultural residues into watercourses; appraising, managing and reducing flood risk in all new developments, avoiding development in high flood risk areas wherever possible and appropriate, particularly in vulnerable parts of Croston, Penwortham, Walton-le-Dale and southwest Preston; pursuing opportunities to improve the sewer infrastructure, particularly in Grimsargh, Walton-le-Dale and Euxton, due to the risk of sewer flooding; managing the capacity and timing of development to avoid exceeding sewer infrastructure capacity; encouraging the adoption of Sustainable Drainage Systems; seeking to maximise the potential of Green Infrastructure to contribute to flood relief.

- **Policy 30 – Air Quality**

43. This policy supports improving air quality through delivery of Green Infrastructure initiatives and through taking account of air quality when prioritising measures to reduce road traffic congestion.

44. The Core Strategy will replace the renewable energy/carbon reduction policies of earlier Local Plans, Interim Planning Statement and LDF documents produced separately by the individual District Councils but it is nevertheless informative to outline their content as these provisions currently apply.

SOUTH RIBBLE LOCAL PLAN (2000)

ENV26 - Environment Policy 26: Development of Renewable Energy Schemes

45. This policy states that "…..proposals for renewable energy generation will be permitted provided that:

a) Any harm to nature conservation, landscape, heritage and amenity interests will be minimised;

b) Any harm to the interests listed in a) will be outweighed by the economic and environmental benefits of the scheme; and

c) The proposed on-site and off-site infrastructure is the minimum necessary to ensure the satisfactory operation of the scheme".

46. South Ribble's policy towards developing renewable energy sources reflects the need to balance the economic and environmental benefits of these schemes against the South Ribble's continuing commitment for protecting the local environment. South Ribble followed the advice (now superseded) in PPG22: Renewable Energy that proposals to harness renewable energy can display a variety of factors peculiar to the technology involved. Moreover such schemes can have particular locational restraints since, in many cases, the resource can only be harnessed where it occurs. In processing planning applications, South Ribble Council will consider both the immediate impact of renewable energy projects on the local environment and their wider contribution to reducing emissions of greenhouse gases.

47. The Local Plan also says that sites that are proposed for the development of renewable energy sources are likely to be in rural areas and near the coast. Applications will be judged against their impact on the environment and the countryside. The majority of the countryside in South Ribble is Green Belt and proposals in the Green Belt will be subject to Policy D5: Development in the Green Belt.

Policy ENV2 – Environment Policy – Sites of Specific Interest

48. This policy identifies the broad locations of economically viable wind speeds for wind turbines and the principal land use and conservation constraints. The wind speeds favoured by developers are currently over 7.5 metres per second. The annual mean wind speeds in South Ribble are below 6.45 metres per second and it is unlikely, subject to present economic costs and conditions remaining stable, that the area will be subject to wind farm applications.

49. ***Core Strategy response to South Ribble's policies –*** *National policy has moved on since 2000 when the Local Plan was adopted, however the Core Strategy still promotes renewable energy in appropriate locations.*

PRESTON LOCAL PLAN (2004)

50. Preston Local Plan has one relevant saved policy **RE2 –Wind Energy**. This acknowledges the importance of harnessing wind energy at the source and supports developments for wind turbines when their proposals have no direct impact to the landscape and on the local people. It also identifies some specific areas where wind turbines would not be permitted other than in exceptional circumstances.

Preston - Interim Planning Statement 3 (IPS3) Reducing Carbon Emissions (2009)

51. Preston Council produced an interim policy on reducing carbon emissions in residential and non-residential developments. Whilst an interim policy does not carry the same weight as a development plan policy (as part of the Local Plan or LDF), IPS3 carries some weight due to the fact that it has been through wide scale consultation and is in line with up to date national policies, and should therefore be effective when negotiating with developers.

52. The IPS requires that all new development (including conversions), should have minimum energy efficiency standards for new homes equivalent to Level 4 of the Code for Sustainable Homes by 2010 and Level 6 'zero carbon' by 2016. On all non-residential development the minimum energy efficiency standards for all other buildings, should be 'very good' (or where possible, in urban areas 'excellent') of the BREEAM. The IPS also sets out different ways in which developers may achieve these levels.

53. ***Core Strategy response to Preston's policies –*** *the Core Strategy promotes renewable energy in appropriate locations. Preston's IPS3 sets a higher standard of level 4 in new development. However, the Core Strategy sets a more realistic and achievable target of level 3, rising to level 4 in January 2013.*

CHORLEY SUSTAINABLE RESOURCES LDF DEVELOPMENT PLAN AND SUPPLEMENTARY PLANNING DOCUMENTS (2009)

54. These two documents aim to:

- Promote the reduction of energy requirements;
- Minimise waste production and encourage the recycling of waste products;
- Promote the prudent use of resources;
- Manage water in a sustainable manner, reducing consumption and making greater use of recycled water in;
- Impose clearly signalled year on year targets for the energy requirements of buildings to be met on-site by low carbon energy capture;
- Increase year on year installed low carbon energy capacity.

55. The SPD provides advice, sources of good practice and further detail for both producing and promoting low carbon developments. It also provides guidance regarding what is expected in terms of minimising energy use, maximising energy efficiency and adapting to climate change.

56. It sets out the spatial vision for Chorley for the use of sustainable resources, which is:

> *"That by 2016, the principles of sustainable development and, in particular, a positive attitude to reducing carbon emissions, will run through all development activity, with CBC acknowledged as a leading authority enabling residents and businesses to reap economic, social and environmental benefits."*

57. A positive attitude towards reducing carbon emissions should include the consideration of 'zero carbon' or 'carbon neutral' development, where the contribution to greenhouse gas emissions is neutralised or reduced to zero.

58. The Sustainable Resources DPD has two policies;

Policy SR1 – Incorporating Sustainable Resources into New Development

59. To meet this policy all planning applications for new built development of 5 or more dwellings or non-residential units of 500 sq metres or more are required to be accompanied by an Energy Efficiency/Resource Conservation Statement.

60. The Supplementary Planning Document explains and covers;

a) – Evidence to demonstrate that the design and layout minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change
b) – Reducing carbon emissions through the installation of low carbon energy sources
c) – Minimising the use of non-grey water/managing surface water
d) – Storage provision for recyclable waste and composting
e) – Developments in nationally designated areas

Policy SR2 – Renewable Energy Schemes

61. This policy supports applications for stand-alone renewable energy schemes, provided they are sensitively located and designed and meet the following criteria;

a) – Impact on landscape character and visual appearance of local area
b) – Sites with statutory protection
c) – Avoiding unacceptable detriment to local amenity
d) – Harm to local nature, ecology and biodiversity
e) – Wider environmental, social and economic benefits

62. ***Core Strategy response to Chorley's policies –*** *the Core Strategy follows the principles set out in Chorley's Sustainable Resources DPD and formed the basis for Core Strategy Policies 27 and 28.*