

## ITEM NO: 6

<b>Report To:</b>	<b>CARBON REDUCTION PANEL</b>
<b>Date:</b>	22 November 2012
<b>Reporting Officer:</b>	Robin Monk – Executive Director – (Economic Growth, Investment and Sustainability)
<b>Subject:</b>	<b>TAMESIDE LOCAL PLAN AND LINKS TO CARBON REDUCTION</b>
<b>Report Summary:</b>	The report sets down the relationship between the developing Tameside Local Plan and its links to Carbon Reduction
<b>Recommendations:</b>	That the Panel note the report
<b>Links to Community Strategy:</b>	The reduction of carbon emissions contributes to a more sustainable environment and leads to a more Attractive Borough, a priority as outlined in the Tameside Sustainable Community Strategy 2009-2019.
<b>Policy Implications:</b>	The Tameside Local Plan will assist the council's activity to reduce carbon emissions as set out in our Carbon Management Plan and the Low Carbon Tameside Strategy.
<b>Financial Implications:</b> <b>(Authorised by the Borough Treasurer)</b>	There are no immediate financial implications arising directly from this report. Funding of £52k is included within Planning & Economic Development revenue budgets 2012/13. Financial monitoring will continue throughout the consultation and production process to ensure any financial implications that may arise can be addressed.
<b>Legal Implications:</b> <b>(Authorised by the Borough Solicitor)</b>	This report is for information but it is clearly very important that the legal processes are followed and the Forward Plan is being developed.
<b>Risk Management:</b>	Failure to ensure sustainability through the Tameside Local Plan will lead to potential loss of sustainable development and hence the threat to a reduction in future carbon emissions.
<b>Access to Information:</b>	Any background papers or further information can be obtained from the report author, Damien Bourke who can be contacted on:  Telephone: 0161 342 2750  e-mail: <a href="mailto:damien.bourke@tameside.gov.uk">damien.bourke@tameside.gov.uk</a>

## 1.0 INTRODUCTION

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced a new system for strategic planning. All local planning authorities, including Tameside, are required to prepare and adopt a Local Plan. The Local Plan is a term used to describe a set of documents which include each Planning Authority's Local Development documents. As these are adopted by the council, they will eventually replace the Unitary Development Plan (UDP).
- 1.2 The set of documents making up the Local Plan are not just concerned with the physical aspects of location and land use, as with the current UDP, but it is now expanded in its role to include economic, social and environmental matters. This means that the Local Plans are made up of a suite of documents which set strategic policy on local spatial, environmental and economic circumstances. In compiling this information the Authority will build upon national policy, City Region strategies and local guidance, showing how it will be applied in Tameside.
- 1.3 The Local Plan will also reflect the priorities of "New Economic Strategy for Tameside 2012-26" and its vision for a Prosperous Tameside which makes clear the importance of :
- Targeted spatial investment
  - Role of our towns
  - Employment land
  - Housing
  - Transport
  - Digital communications
  - Low carbon development
- 1.4 The **Core Strategy** is an important part of the Local Plan. It sets out the spatial strategy for the borough and includes core policies and development policies for the borough. The Core Strategy is the main strategic element of the Local Plan which requires consultation with the public.
- 1.5 As part of the process for developing the Local Plan, it is essential that right evidence is in place in order to justify policy decisions. This requires working together with a number of different bodies including neighbouring local authorities, developers, statutory bodies, local communities, the Tameside Strategic Partnership and others both within and external to the Council.
- 1.6 Local Plans must align with National Planning Policy. The adoption of the **National Planning Policy Framework (NPPF)**, together with the **Localism Act** has made changes to the national planning system, with an increased focus on sustainable economic growth and local participation.
- 1.7 For Tameside, the Core Strategy involves public participation at the three stages:
- **Issues & Options Stage** – At this point the Council highlighted key issues and options for consultation to inform the content, scope and direction of the Core Strategy.
  - **Preferred Options Stage** – consultation on the Council's intended approach.
  - **Submission Stage** - consultation on the final document which will be submitted by the Council to the Secretary of State.
- 1.8 Tameside is currently at the Preferred Options stage of Core Strategy production. This follows on from the Issues and Options stage undertaken in spring this year. The current document draws on the responses that were received during the consultation events as

well as feeding in the evidence base findings and higher level policy including national planning policy.

## **2.0 SUSTAINABILITY AND NATIONAL PLANNING POLICY**

- 2.1 The NPPF makes it clear that sustainable growth is to be supported through local plans. Sustainability in this sense covers environmental, community and economic issues.
- 2.2 In terms of development, the NPPF follows a Town Centre First policy and a preference towards brownfield development. The document also states that “planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations.”
- 2.3 The NPPF notes that Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions and hence carbon reduction emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure which it sees as central to the economic, social and environmental dimensions of sustainable development.
- 2.4 It notes that Local Planning Authorities should adopt “proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations
- 2.5 To support the move to a low carbon future, local planning authorities are asked to:
- Plan for new development in locations and ways which reduce greenhouse gas emissions;
  - Actively support energy efficiency improvements to existing buildings; and
  - When setting any local requirement for a building’s sustainability, do so in a way consistent with the Government’s zero carbon buildings policy and adopt nationally described standards.
- 2.6 The NPPF notes that in determining planning applications, local planning authorities should expect new developments to comply with adopted Local Plan policies on local requirements for energy supply. At the same time to help increase the use and supply of renewable and low carbon energy, local planning authorities are expected to recognise the responsibility on all communities to contribute to energy generation from “renewable or low carbon sources.”
- 2.7 This includes positive strategies on the promotion of energy from renewable and low carbon sources, design policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts; consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources.

## **3.0 THE TAMESIDE CORE STRATEGY AND SUSTAINABILITY**

- 3.1 As detailed within the NPPF, Tameside must plan for its future development needs in a sustainable way, considering every element of our environment from how we travel and access services, where we locate our new homes and businesses, to how we meet our energy needs. The Core Strategy will play a key role in helping to address all these issue, to ensure the borough develops in the most sustainable way possible.
- 3.2 In order to assess whether the Core Strategy promotes sustainable development within Tameside, specialist consultants have been commissioned to undertake independent Sustainability Appraisals (SA) at key stages of the document’s creation.

3.3 The Core Strategy is organised on a hierarchy of objectives and policies. At the highest level the Core Strategy has a number of Overarching Strategic Objectives. One of these relates specifically to Sustainable Development

#### ***SO1 Over-arching - Sustainable Development***

3.4 As outlined within the NPPF, sustainable development is the overarching element that threads through all areas of the planning system, with strategic and development management decisions impacting on all areas of sustainable development. Reflecting this national view, the Core Strategy will ensure all developments contribute towards achieving sustainable development, with Strategic Objective SO1 providing an overarching role.

3.5 This would be achieved by:

- Ensuring appropriate development is delivered in the most accessible and sustainable locations;
- Ensuring the effective and efficient use of land and buildings, including the reuse of buildings and a preference for brownfield development;
- Ensuring that new developments are of a high quality design, energy efficient and use sustainable construction methods;
- Ensuring the prudent use and sustainable management of natural and man-made resources;
- Ensuring the historic environment is protected and enhanced;
- Reducing reliance on the private car by reducing the need to travel and encouraging active travel and the use of public transport;
- Enhancing use and quality of the canal towpath network as an active travel network;
- Improving the public transport network, including Metrolink to Ashton town centre and securing improvements to heavy rail facilities and services across the Borough;
- Addressing the issue of air quality in relation to the impact of transport related pollution with specific reference to the GM Air Quality Management Area;
- Using evidence from the Tameside Strategic Flood Risk Assessment to avoid development in areas of flood risk and managing areas capable of mitigating the impact of flooding in a suitable way;
- Applying and promoting sustainable waste management and having regard to the Greater Manchester Joint Waste Development Plan Document;
- Promote the production and growth of local food;
- Promote the development of localised energy production and infrastructure;
- The sustainable management of minerals and having regard to the Greater Manchester Joint Minerals Development Plan Document;
- Encourage the sustainable use of water infrastructure resources and services; and
- Ensuring the natural environment is protected and enhanced.

3.6 Beneath the overarching strategic priorities there are a number of Core Strategy Policies which broadly set out how we would achieve the objectives and beneath those a number of Development Management Policies which will be used to access planning applications. Both sets of policies cover wide ranging development issues, all of which link into achieving sustainable development. But there are also specific draft policies related to sustainable development, climate change and low carbon energy. These are attached at Annex A

## **4.0 DELIVERING CARBON REDUCTION THROUGH STRATEGIC PLANNING – POLICY**

4.1 A number of the policies in the Local plan will deliver real benefits in terms of carbon reduction. The promotion of sustainable transport solutions, public transport, sustainable

locations for industry, sustainable waste management etc. will all have a quantifiable impact of carbon emissions in the borough. We will regularly assess the effectiveness of these policies in delivering the required outcomes.

- 4.2 The further details on these policies will be developed following the consultation and adoption of the Core Strategy. There is potential for supplementary planning documents to be developed where they aid further explanation of the policies. There will be further opportunity to feed in to these as they are developed.

## 5.0 DELIVERING CARBON REDUCTION THROUGH STRATEGIC PLANNING - BUILDING REGULATIONS

- 5.1 Domestic CO2 emissions are an important element in the equation, and alongside the work underway to encourage residents to change their behaviour it is important to encourage retrofitting of energy efficiency and generation measures. We should also be utilising whatever tools available to ensure new build housing is taking advantage of modern thermal efficiency measures and micro-generation technologies
- 5.2 Allied with national planning policy, the Government's primary method for improving the energy efficiency / carbon emissions of new buildings is Part L of the Building Regulations. In its current form the requirements for Part L will be increased over a 6 year period, resulting in zero carbon homes by 2016 and zero carbon non-residential developments by 2019.

Date	2010	2013	2016
Energy efficiency improvement of the dwelling compared to 2006 (Part L Building Regulations)	25%	44%	Zero Carbon
Equivalent standard within 'the Code'	Code Level 3	Code Level 4	Code Level 6

- 5.3 Building Regulations have far less flexibility than some areas of planning policy. As such, it is a better 'tool' for delivering zero carbon developments. In addition the Core Strategy is not anticipated to be adopted until mid-2014, by which time the 2013 Part L requirements should be in place.
- 5.4 Some areas have taken a more proactive approach on planning policy and have used a local authority power to apply stretch targets for some residential developments. This has enabled the Authority to require as a condition of planning that the developer installs photo voltaic cells, micro wind turbines and other initiatives.
- 5.5 Additional planning conditions affect the viability of development schemes in particular in areas where land values make development viabilities marginal at best, so in connected housing markets, bespoke conditions can realistically affect the potential for housing development. It should also be noted that the Government has just announced that it is to undertake a review of all Building Regulations, with a view to simplifying them in order to encourage further development.
- 5.6 The Tameside De-centralised and Zero Carbon Energy Planning study concludes that some stretch target options are viable covering townhouses, detached houses, large food retail and town centre retail. Developers would still be able to appeal on site specific factors which they felt made the development unviable. This would however need facilitating infrastructure, third party financing and allowable solutions. However, it must be recognised that the local authority could only apply stretched targets up to 2016 for residential and up

to 2019 for commercial due to the move to Zero Carbon through changes to Building Regulations.

## **6.0 DELIVERING CARBON REDUCTION THROUGH STRATEGIC PLANNING – GREATER MANCHESTER CONTEXT**

- 6.1 As part of the GM Combined Authority Tameside has signed up to a number of policy objectives. This includes the requirement to reduce Carbon Emissions by 48% by 2020 and the requirement to deliver 9,200 housing units per annum.
- 6.2 It has not yet been determined how either these 2 targets will be met, but it is clear that they are both challenging and to some extent competing. Tameside housing completions are currently well below the 750 pa that would be required to meet the 9,200 GM target and the planning requirements that might help meet the 48% carbon reduction target would further reduce completion rates.

## **7.0 CONCLUSION**

- 7.1 The purpose of the planning system is to contribute to the achievements of sustainable development, with Government outlining how Local Planning Authorities should achieve this within the National Planning Policy Framework (NPPF).
- 7.2 As Tameside's interpretation of the NPPF, the Core Strategy will fully encompass the three elements of sustainable development (economic, social and environmental); ensuring future development within the Borough is sustainable. It's primary 'tools' to help deliver this are its Core Strategy and Development Management Policies, which will be used to assess the acceptability / sustainability of a development proposal.
- 7.3 The Core Strategy and Development Management Policies are currently in draft form, and can be enhanced and added to, as long as they align with national policy. Further supplementary planning documents will be developed in due course to sit alongside the Core Strategy. These will cover issues like sustainable development and carbon reduction and will be consulted on in due course.
- 7.4 In addition to planning policies, Part L of the Building Regulations currently plays an important role in enhancing the energy and carbon performance of new housing developments, with all new housing having to be zero carbon by 2016.

## Annex 1

### CSP 01: Sustainable Development and our Changing Climate

A policy to secure sustainable development and an appropriate response to the challenges of climate change.

This policy will:

- Ensure effective and efficient use of land, buildings and natural resources by an 80% target for development to occur on brownfield land;
- Ensure housing development is in sustainable, accessible locations;
- Reduce the need to travel and support, public transport, active travel and development in accessible locations;
- Ensure the town centre first approach is followed;
- Ensure improvements are achieved in the quality of the boroughs air quality;
- Support the Tameside and Greater Manchester economy through sustainable economic low carbon development;
- Support and promote green energy and technologies;
- Ensure development is of a high design standard and quality which as well as its appearance is fit for function and purpose; and
- Ensure development respects Tameside's natural and built environment, taking account of both impact upon the landscape and local scale.

#### Climate Change

- Ensure new developments do not contribute to the vulnerability of existing or other proposed developments to the impacts of climate change;
- Support the creation of Climate Change Adaptation Plans;
- Be designed to contribute to achieving national targets to reduce greenhouse gas emissions by:
  - Using landform, layout, building orientation, tree planting, massing and landscaping to reduce likely energy consumption and resilience to increased temperatures;
  - Using the layout, density and mix of development to support identified opportunities for decentralised energy;
  - Connecting to an existing decentralised energy supply system where there is capacity to supply the proposed development, or by being designed for a future connection where there are firm proposals for such a system; and
  - Not creating demand for bio-energy fuels known to result in net carbon emissions through production methods, transport requirements and/or loss of carbon sinks;
- Provide public or private open space, as appropriate so that an accessible choice of shade and shelter is offered, recognising the opportunities for people, biodiversity, flood storage and carbon management provided by multi-functional green spaces and green infrastructure networks;
- Give priority to the use of sustainable drainage systems, paying attention both to the potential contribution to water harvesting to be gained from impermeable surfaces and to layouts that accommodate waste water recycling;
- Support sustainable waste management by providing space for recycling and composting;
- Increase the proportion of trips in Tameside area made by sustainable modes, in particular by active travel modes;
- Promote the reuse / retro-fitting of existing buildings over the development of new;
- Support the planning of trees across the borough to aid air quality and solar shading; and
- Encourage the development of decentralised energy technologies appropriate and viable in Tameside.

## Tameside Preferred Option: Sustainable Development:

For Tameside Sustainable Development will:

- Ensure future development across the Borough represents sustainable development, with Ashton and the other town centres becoming high quality, mixed use 'hubs' served by high quality public and active transport;
- Ensure all new housing develops across the 9 townships meet the varied housing needs of the Borough and is located in sustainable locations;
- Local opportunities for decentralised energy incorporated into new development, such as District Heating networks in Ashton and hydro-electric opportunities along the River Tame;
- Help deliver the aims of the Greater Manchester Local Carbon Economic Area and Climate Change Strategy;
- Contribute to the planting of more trees within our town centres, public open spaces and along appropriate 'streets'; and
- Enhance our dedicated pedestrian and cyclist routes such as canal towpaths and former rail lines.

## DMP 16: Low Carbon and Renewable Energy

A policy to ensure a move toward a low carbon Tameside.

This policy will be applied to applications for development across the borough and applications for low carbon, renewable and decentralised energy generation technologies.

For Tameside this policy will:

- Support the priorities of the Greater Manchester Climate Change Strategy.
- **Energy efficient developments:**
  - Require all developments, including changes of use, conversions and extensions, to submit an energy statement in support of their planning application;
  - Require that reasonable and viable opportunities to use renewable and/or low carbon energy technologies are applied to new development, changes of use and extensions as highlighted within the Tameside Decentralised Energy Study;
  - Establish a requirement to install infrastructure enabling develop to connect to a district heating network where one exists or is planned to be developed. This policy should have an appropriate threshold over which the policy will be applied;
  - A requirement to participate in solar roofspace agreements: where an investment framework or roofspace rental/licensing arrangement is in place, and is regulated and/or promoted by the Council, developers will be required to allow access to, in perpetuity to their roofspace (at no upfront capital cost). Such a framework may be used to assist developers meet their future Part L Building Regulation requirements;
  - Future proofing for solar energy generation: new buildings should be designed in a way that wherever possible their height and massing does not overshadow other solar installations and in a way that facilitates opportunities to maximise solar energy generation, either now or in the future;
  - Require that proposals for changes of use, conversions and extensions enhance the energy efficiency of existing / host buildings; and
  - Support the application of high standards of building efficiency and sustainability practice including advanced levels of the Code for Sustainable homes, BREEAM

Excellent or Outstanding and Passivhaus design.

- **Energy infrastructure:**

- Identify strategic locations, as identified within Tameside Decentralised Energy Study, outlining where specific technologies may be more appropriate and further feasibility studies may be undertaken;
- Outline specific criteria related to the different technologies potentially viable within Tameside:
  - Wind energy: criteria related to the 3 scales of technology promoted by the Core Strategy (wind clusters, large single turbine and small to medium turbines);
  - Energy centres: criteria for design, location and specification;
  - Hydropower: the need to respond to guidance published by the Environment Agency;
  - Coalbed methane extraction: promotion of coalbed methane subject to use in CHP plant and/or fuel cell technology; and
  - Biomass fuel: a sequential approach to sourcing biomass fuel in order to minimise carbon emissions from transport.
- Support and promote community-owned renewable energy schemes;
- Establish the basis for the collection of contributions to deliver off-site (known as 'allowable solutions') carbon credits that will assist developers in meeting their zero carbon requirements linked to Part L of the Building Regulations; and
- Detail that all applications for wind turbines will require consultation with Manchester Airport and the National Air Traffic Services (NATS) En-route.