

Sustainable Development Scrutiny Sub-Committee

Guidance for Sustainable Development.



Agreed at Sustainable Development Scrutiny Sub-Committee 17th July 2006

Considered by Scrutiny Management Committee 26th July 2006

Agreed at Executive Date XXXXX

Chair's Foreword

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CHAIR'S FOREWORD

SUMMARY OF RECOMMENDATIONS

- 1. Sustainability statements are required from developers clearly addressing the relationship of proposals to sustainability policies in the Local Plan and in the Local Development Framework documents that will replace it.**
- 2. The Local Plan, and the Local Development Framework documents that will replace it, should ensure that sustainability forms a coherent thread, removing contradictions or conflict between sections on, say, housing and transport and, say the historic environment.**
- 3. That Policy NE1: Trees, Woodlands and Hedgerows be strengthened so that all trees which are planted automatically have Tree Preservation Orders placed on them, on the grounds that this would ensure ongoing carbon dioxide absorption and visual screening.**
- 4. That chapters on the Historic Environment in the Local Plan, and the Local Development Framework documents that will replace it, be amended to make reference to environmental sustainability, as protecting the historic environment, and not exclude environmentally sustainable development and design, as environmental sustainability has a contribution to make towards the protection of historic buildings; in line with Planning Policy Statement 22.**
- 5. Improving the use of good quality, historic buildings, including space above shops by encouraging the incorporation of high quality insulation and double glazing where it is possible to do this without compromising the appearance of the building.**
- 6. The Local Development Framework documents must ensure the provision of buildings people can live and work in over time, with sufficient amenity space and good quality construction work. Developers should be required when submitting plans for all new development or redevelopment requiring significant work to existing buildings envelope to;**
 - i. Plan parking provision and storage space within the buildings footprint, i.e. within basements etc.**
 - ii. Ensure roof angles and cavity on all new build should allow for extension to the liveable space**
 - iii. Ensure provision of space for hanging out washing to defray from the use of dryers.**
- 7. The preservation of green spaces and gardens, particularly in the city centre and the inclusion of green space or water features in major new developments, such as Hungate**
- 8. The avoidance of overdevelopment, particularly in terms of excessively high buildings and the incorporation of a greater degree of shared and public green**

space encouraging leisure use and, extension of green corridor and biodiversity.

9. That in light of part of the development at Fieldside place being overshadowed by flats built on an adjoining site greater emphasis needs to be placed in respect of maximising solar gain through all new developments. Including better assessment of the impact of future development proposals on existing build and that an SPG ensures that new developments cannot materially reduce the solar gain on neighbouring developments, whether existing or already having planning permission.
10. That the SPG includes reference to the whole life costs of buildings and limiting the footprint of buildings, for example, by extending into roof space rather than gardens and open spaces.
11. The Local Development Framework and of City of York Council includes a Calderdale/Merton Style Target requiring developers to ensure that at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments up to 2010. Including domestic and with a rising target for onsite embedded renewables (greater than or equal to 15% by 2015 and greater than or equal to 20% by 2021 etc) thereafter.
12. The City of York Council in consultation with the Local Strategic Partnership and steering group of LA21 adopts and monitors the following Local Quality of Life Indicators, with a particular bearing on energy and environmental impact:
 - 24 - Levels of key air pollutants;
 - 25 - Carbon dioxide emissions by sector and per capita emissions;
 - 26 - Average annual domestic consumption of gas and electricity (kwh)
13. That work involving engagement with local architects to assess interest, familiarity with and use of sustainable buildings methods be conducted by officers in Buildings Control.
14. That Buildings Control investigate the sourcing and availability of materials for sustainable development in York and make that information readily available to the public.
15. That the City of York Council Produce its own Sustainable developers Guide using the amalgamated chapters as a starting point
16. That the LDF Core strategy should include a provision for all new developments requiring developers to plant a fruit tree for each new property or, if a fruit tree is not suitable root stock for location another other small native species such as rowan or crab apple. To encourage local produce production and /or provide food for wildlife.
17. That the LDF Core strategy should include a provision for all new developments requiring developers to show planting plans for verges to

include a reasonable proportion of medium to large scale native deciduous tree species at densities no less than 1 per 3 meters to improve air quality and provide shading, and in instances where this will not be proven to obstruct measures for winter solar gain in the surrounding buildings envelope, to include native evergreen species such as Holly, Yew and Scots pine.

- 18. That the LDF Core strategy should include a provision for all new developments requiring developers where boundaries between adjacent properties need to be identified not to use fencing or walls and adopt and implement instead plans for the incorporation of native species hedging at the next nearest suitable planting season, ie. beech, hawthorn, lime, field maple in Autumn and Holly and or Yew in early spring.**
- 19. That the LDF Core strategy should include a provision for all new developments requiring developers to remove hard standing areas and incorporate standing which proves higher levels of soak away such as permeable grass through growth paviors.**
- 20. That the LDF Core strategy should include a provision for all new developments requiring developers to provide water butts to ensure rainwater harvest and recycling from roof run-off at properties and minimize reliance on potable water supply and the energy used to treat it.**
- 21. That the LDF Core strategy should include a provision for all new developments requiring developers to show full consideration and incorporation of features for grey water recycling.**
- 22. That the Executive write to the Yorkshire and Humber Assembly requesting the development of recognised voluntary standards above the minimum or those readily achievable in buildings envelope promoting lower energy usage and emissions and thereafter establish a framework for adoption of Part Y as outlined in the Energy chapter annexed in this report + an annual awards framework for Developments and web portal advertising this. Including the consideration of;**
 - Automatic registration and certification based on spec.**
 - Published Information about awards for annual round based on evaluation against spec of final build, details of judging criteria, candidate development and build profiles + Hyper Links**
 - Publication of Outcomes & Event for Regional Award Winners + Hyper Links**
 - Indication of winners as high achieving Exemplar Projects from sum total of data base**
- 23. That developers be recommended - in the form of an amendment to the Supplementary Planning Guidance (SPG) – to ensure that all new or significantly refurbished developments should give consideration to incorporating sustainable – renewably powered - street lighting [as defined in this council’s Street Lighting Strategy if approved by the Executive]. Officers to**

research and investigate the inclusion of a more detailed policy to address this issue as part of the development of the Local Development Framework (LDF).'

- 24. That a feasibility study be carried out to explore the viability of Building Control acting as the council's promoter of sustainable construction, as set out in the 'Promotion of Sustainable Construction Methods and the Implications for Building Control staffing levels' report found as an annex to this scrutiny report.**
- 25. That an SPG is adopted requiring that access to public transport services be of material consideration when evaluating planning proposals for health service provision, such as dentists and doctors' surgeries. And that this be reflected in the LDF.**

Summary of Implications of Recommendations for City of York Council

Implications Recommendation 1.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 2.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 3.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 4.	
Finance	

Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 5.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 6.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 7.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	

Information Technology	
Property	
Other	
Implications Recommendation 8.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 9.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 10.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 11.	

Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 12.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	

Final Report: Guidance for Sustainable Development.

Summary

1. Members of the Executive are presented with the final report of the Sustainable Development Scrutiny Sub-Committee (formerly Environment & Sustainability Planning and Transport Scrutiny Board) delivering their research and findings regarding the approach our Local Authority might take to delivering more sustainable planning and development.

Background

2. Between 2005 and 2006 Scrutiny¹ at the City of York Council advanced the development of more robust and holistic strategic approaches to delivering carbon reduction and energy sourcing within the authorities own activities. These approaches have covered all sectors of the Council's work bar transportation fuel, including;
 - a. CO₂ reduction from domestic property: public and private
 - b. Sustainable Street Lighting
 - c. Reducing managing and monitoring energy consumption in council property
 - d. Ensuring increasingly sustainable supply and embedded micro-generation in council property
3. The Commercial Services Scrutiny Board also began work on improvements regarding recycling and reuse.
4. The work of the planning and Transport Scrutiny Board² was considered to be a significant area for Scrutiny recommendations supporting the authority working in partnership with individuals, public and private sector organisations to ensure that;
 1. Our Local Development Framework incorporates the highest enforceable levels of sustainability
 2. Our special planning guidance steers towards the adoption of standards of sustainable excellence
 3. Recent changes to the National Planning Policy framework promoting greater sustainability are adopted.
 4. Our authority meets the Audit Commission's aims for increased sustainable assessment in the Comprehensive Performance Assessment (CPA); for more information regarding Comprehensive Performance Assessment see glossary
 5. Our citizens are given greater access to and understanding of the imperatives for sustainable building and how to achieve this
15. Members agreed their research should include;

¹ Through work of the Boards: Environment and Sustainability and Housing,

² See Annex A for the topic registration form

- i. Examination of planning guidance for sustainable development used elsewhere in the UK.
 - ii. Further information from the Local Government Association (LGA) and the Local Government Information Unit (LGIU) where relevant.
 - iii. Liaison with the City Development Team to ensure sustainability is incorporated into the fourth set of changes to the Local Plan.
 - iv. Keeping abreast of legislative changes taking place affecting regional planning guidance, including targets for waste disposal and renewable energy, and how statutory requirements and could be incorporated and their implications assessed.
 - v. Consultation with English Heritage, consultation with and visits to Housing Association responsible for Fieldside Place, St Nicholas Field's Environmental Community Centre, Kirklees Council regarding the Sun cities solar programme and Zen.
6. During the course of the Scrutiny Members considered the enforceable and voluntary mechanisms this and other Local Authorities had available to them to influence sustainability in development including
- a) Special Planning Guidance.
 - b) The Council's current planning policy framework.
 - c) The developing Regional Spatial Strategy (RSS)
 - d) The developing Local Development Framework (LDF)
 - e) The Council's incorporation of sustainable approaches into the design and construction work of its property portfolio.
 - f) Ways of improving Council advice on sustainable design and construction.
 - g) Ways of raising awareness of the range of options available for sustainable design and construction
 - h) The communication of best practice from other local authorities and Europe
 - i) Provision of affordable housing and housing for an ageing population and their relationship with sustainable design and construction
 - j) Mechanisms for regular revisions to Supplementary Planning Guidance and related frameworks enforcing sustainability.

Planning Policy Frameworks

7. The new national planning policy framework requires the Regional Assemblies and Local Planning Authorities to conduct a sustainability appraisal of the development framework documents and adopt more sustainable approaches to planning. In brief national governments raft of new planning policy statements

Endorse;

- a) The use of brown-field site and the refurbishment of existing buildings envelope as a priority.
- b) Redevelopment of areas of deprivation to encourage regeneration
- c) Redevelopment of town and city centres to ensure mixed usage throughout all hours

- d) Increased emphasis on mixed development incorporating domiciliary, business shopping and leisure facilities, minimising reliance on transportation.
- e) The integration of a greater proportion of green space within all built areas for the combined purposes of leisure and nature habitat
- f) The integration of renewable energy, community energy netting and Combined Heat and Power (CHP)
- g) Better management of Water to prohibit summer droughts and seasonal flooding through integrated soak-away, grey water recycling and the proper assessment of developmental impact on flood plain or natural run off areas.
- h) Greater awareness of transport networking which prioritises pedestrian and cyclist access then access through well devised public transport nets

Prohibit;

- a) The development of out of town shopping complexes etc
- b) Development increasing reliance on private car ownership and transportation
- c) Negative statements and approaches to renewable energy production

8. In view of detailed consideration of the aims of this the Members of the Planning and Transport Scrutiny Board Agreed the following Recommendations.

RECOMMENDATIONS	
1.	Sustainability statements are required from developers clearly addressing the relationship of proposals to sustainability policies in the Local Plan and in the Local Development Framework documents that will replace it.
2.	The Local Plan, and the Local Development Framework documents that will replace it, should ensure that sustainability forms a coherent thread, removing contradictions or conflict between sections on, say, housing and transport and, say the historic environment.
3.	That Policy NE1: Trees, Woodlands and Hedgerows be strengthened so that all trees which are planted automatically have Tree Preservation Orders placed on them, on the grounds that this would ensure ongoing carbon dioxide absorption and visual screening.
4.	That chapters on the Historic Environment in the Local Plan, and the Local Development Framework documents that will replace it, be amended to make reference to environmental sustainability, as protecting the historic environment, and not exclude environmentally sustainable development and design, as environmental sustainability has a contribution to make towards the protection of historic buildings; in line with Planning

Policy Statement 22.

- 5. Improving the use of good quality, historic buildings, including space above shops by encouraging the incorporation of high quality insulation and double glazing where it is possible to do this without compromising the appearance of the building.**
- 6. The Local Development Framework documents must ensure the provision of buildings people can live and work in over time, with sufficient amenity space and good quality construction work. Developers should be required when submitting plans for all new development or redevelopment requiring significant work to existing buildings envelope to;**
 - Plan parking provision and storage space within the buildings footprint, i.e. within basements etc.**
 - Ensure roof angles and cavity on all new build should allow for extension to the liveable space**
 - Ensure provision of space for hanging out washing to defray from the use of dryers.**
- 7. The preservation of green spaces and gardens, particularly in the city centre and the inclusion of green space or water features in major new developments, such as Hungate**
- 8. The avoidance of overdevelopment, particularly in terms of excessively high buildings and the incorporation of a greater degree of shared and public green space encouraging leisure use and, extension of green corridor and biodiversity.**
- 9. That in light of part of the development at Fieldside place being overshadowed by flats built on an adjoining site greater emphasis needs to be placed in respect of maximising solar gain through all new developments. Including better assessment of the impact of future development proposals on existing build and that an SPG ensures that new developments cannot materially reduce the solar gain on neighbouring developments, whether existing or already having planning permission.**
- 10. That the SPG includes reference to the whole life costs of buildings and limiting the footprint of buildings, for example, by extending into roof space rather than gardens and open spaces.**

9. The National Planning Policy frameworks and buildings regulations reflect increased awareness of the need to address climate change, insecurity of fuel supply and fuel poverty. Regional Spatial Strategies (RSS) and Local Development frameworks will be required to incorporate 'Planning Policy

Statement 22: Renewable Energy' (PPS22) emphasising the importance of Regional and Local Planning Authority's developing positively expressed policies on integrated renewables.

10. National Government recently announced its expectation³ that all planning authorities" put in place policies on a par with Merton and Croydon. National clarification of PPS22 wording regarding the wider take-up of Merton-type pro-renewables planning policies emphasised that "It is essential that all planning authorities follow this example and all Chief Planning Officers will be written to urging them to do so".
11. Adoption of a Calderdale/Merton Style Target will require developers to ensure that at least 10% of all energy required is provided from renewable sources in developments – including domestic – up to 2010 with a rising target for onsite embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. This requirement and the associated targets should be explicit in the developing City of York Council Local Development Framework.
12. Housing and Planning Minister Yvette Cooper MP has praised policy promoting renewable energy in the Yorkshire and Humber draft Regional Spatial Strategy. Speaking at the Regional Housing Forum Annual General Meeting the minister singled out the pioneering policy calling for 10% of the energy in all major new developments to be generated on-site from renewable sources.
13. Whilst the Regional Spatial Strategy will have significant influence over all the Local Development Plans now being prepared. All seven of the local plans reviewed for our region to date include a renewable energy targets or will include them in later Local Development documents. The Authorities identified were Yorks and Humber Assembly for the draft Regional Spatial Strategy, Ryedale, Doncaster, Calderdale, Hambleton and Wakefield. The Housing Scrutiny Board in noting these changes requested that the former Planning and Transport Scrutiny Board reflect this in their final report resulting in the following recommendation.

Provisional Recommendation

- 11. The Local Development Framework and of City of York Council includes a Calderdale/Merton Style Target requiring developers to ensure that at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments up to 2010. Including domestic and with a rising target for onsite embedded renewables (greater than or equal to 15% by 2015 and greater than or equal to 20% by 2021 etc) thereafter.**

³ The Minister for Housing and Planning (Yvette Cooper) Written Ministerial Statements
Thursday 8 June 2006 Communities And Local Government PPS22

14. At their meeting February 2006 the former Planning and Transport Scrutiny Board were briefed regarding the March 2005 publication of the UK Government Sustainable Development Strategy 'Securing the Future'. The associated guidance for monitoring, entitled 'Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable', includes complementary indicators for Local Authorities and Local Strategic Partnerships⁴. The guidance recommends Local Authorities and Local Strategic Partnerships adopt nine local quality of life indicators, three of which had a particular bearing on sustainable energy and environmental impact:
- 24 – Levels of key air pollutants;
 - 25 – Carbon dioxide emissions by sector and per capita emissions;
 - 26 – Average annual domestic consumption of gas and electricity (kwh).
15. Whilst the Board was advised that the indicators are presently voluntary (i.e. non-statutory), they were drafted to flesh out statutory indicators and help monitor the effectiveness of Sustainable Community Strategies. The Board decided to approve the following recommendation in their final report.

Provisional Recommendation

- 12. The City of York Council in consultation with the Local Strategic Partnership and steering group of LA21 adopts and monitors the following Local Quality of Life Indicators, with a particular bearing on energy and environmental impact:**
- 24 – Levels of key air pollutants;**
 - 25 – Carbon dioxide emissions by sector and per capita emissions;**
 - 26 – Average annual domestic consumption of gas and electricity (kwh).**

16. During the course of the scrutiny Board Members also considered other mechanisms Local Authorities had used to encourage greater sustainability. These included the production of 'online and hard copy sustainable developer guides covering best practice and information about local exemplar projects, architects and suppliers promoting high sustainable design and build.
17. Based on the Sustainable Developer Guides from other LA's some amalgamated chapters of such guidance were created to inform the Boards work. These are enclosed at Annexes B-G
18. The Head of Building Control attended the Boards meeting in September 2005 and reported that he had had discussions with the Joseph Rowntree Trust (JRT), who were keen to work with the council on sustainable development and were looking for projects coming up in the future where sustainable materials could be used.
19. In addition to Members suggesting that JRT investigate the possibility of obtaining grants from clear skies to install photovoltaic cells in the properties.

⁴ published August 2005

Members discussed the possibilities of Buildings Control devising broader community, trade and buildings support encouraging the sourcing, use and application of sustainable materials and methods.

- 20. The Head of Building Control also advised that discussions had been held with the Federation of Master Builders to assess if there were clients who wished to have a sustainably designed and constructed property, with whom the council could work to provide the necessary support and expertise.

RECOMMENDATIONS	
14	That work involving engagement with local architects to assess interest, familiarity with and use of sustainable buildings methods be conducted by officers in Buildings Control.
15	That Buildings Control investigate the sourcing and availability of materials for sustainable development in York and make that information readily available to the public.
16	That the City of York Council Produce its own Sustainable developers Guide using the amalgamated chapters as a starting point
17	That the LDF Core strategy should include a provision for all new developments requiring developers to plant a fruit tree for each new property or, if a fruit tree is not suitable root stock for location another other small native species such as rowan or crab apple. To encourage local produce production and /or provide food for wildlife.
18	That the LDF Core strategy should include a provision for all new developments requiring developers to show planting plans for verges to include a reasonable proportion of medium to large scale native deciduous tree species at densities no less than 1 per 3 meters to improve air quality and provide shading, and in instances where this will not be proven to obstruct measures for winter solar gain in the surrounding buildings envelope, to include native evergreen species such as Holly, Yew and Scots pine.
19	That the LDF Core strategy should include a provision for all new developments requiring developers where boundaries between adjacent properties need to be identified not to use fencing or walls and adopt and implement instead plans for the incorporation of native species hedging at the next nearest suitable planting season, ie. beech, hawthorn, lime, field maple in Autumn and Holly and or Yew in early spring.
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standing areas and incorporate standing which proves higher levels of soak away such as permeable grass through growth paviors.

- 21 That the LDF Core strategy should include a provision for all new developments requiring developers to provide water butts to ensure rainwater harvest and recycling from roof run-off at properties and minimize reliance on potable water supply and the energy used to treat it.
- 22 That the LDF Core strategy should include a provision for all new developments requiring developers to show full consideration and incorporation of features for grey water recycling.
- 23 That the Executive write to the Yorkshire and Humber Assembly requesting the development of recognised voluntary standards above the minimum or those readily achievable in buildings envelope promoting lower energy usage and emissions and thereafter establish a framework for adoption of Part Y as outlined in the Energy chapter annexed in this report + an annual awards framework for Developments and web portal advertising this. Including the consideration of;
- Automatic registration and certification based on spec.
 - Published Information about awards for annual round based on evaluation against spec of final build, details of judging criteria, candidate development and build profiles + Hyper Links
 - Publication of Outcomes & Event for Regional Award Winners + Hyper Links
 - Indication of winners as high achieving Exemplar Projects from sum total of data base
23. That developers be recommended - in the form of an amendment to the Supplementary Planning Guidance (SPG) – to ensure that all new or significantly refurbished developments should give consideration to incorporating sustainable – renewably powered - street lighting [as defined in this council’s Street Lighting Strategy if approved by the Executive]. Officers to research and investigate the inclusion of a more detailed policy to address this issue as part of the development of the Local Development Framework (LDF).’
24. That a feasibility study be carried out to explore the viability of Building Control acting as the council's promoter of sustainable construction, as set out in the ‘Promotion of Sustainable Construction Methods and the Implications for Building Control staffing levels’ report found as an annex to this scrutiny report.

25. That an SPG is adopted requiring that access to public transport services be of material consideration when evaluating planning proposals for health service provision, such as dentists and doctors' surgeries. And that this be reflected in the LDF

21. That sub-committee considering the final report of the former Environment and Sustainability Scrutiny Board on sustainable street lighting requested in their final report (june 2006) that the former planning and transport scrutiny board regarding sustainable development be requested to include the following recommendation to the Executive.

Contact details:

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Background Papers and Further Reading

Title and Author(s)	Publisher and Date
Planning Policy Statement 22: Renewable Energy Planning for Renewable Energy A Companion Guide to PPS22	ODPM - Crown Copyright 2004 ODPM - Crown Copyright 2004
Yorkshire and Humber Energy Policy Statement – Draft 2	Yorkshire and Humber Assembly
Securing The Future – The UK Government Sustainable Development Strategy	Crown Copyright 2005
The Sustainable Buildings Task Group report & The Sustainable Buildings Task Group report: one year on May 2004-May 2005	Department of Trade and Industry June 2004 & 2005
The Energy White Paper Volume 2 Renewable Energy Planning	TSO 2003 AEAT Report to the Government Office for Yorks and the Humber

FINAL REPORT

The Sustainable and Secure Buildings Act

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