

# Sustainable Development Scrutiny Sub-Committee

## Guidance for Sustainable Development.



Work on York's Eco-depot October 2006 © Christian Vassie

*Sustainable Development Scrutiny Sub-Committee October 2006*

*Scrutiny Management Committee 23 October 2006*

*Executive Reading 7 November 2006*

## Chair's Foreword

This scrutiny report represents some two years' work by the Planning & Transport Scrutiny Committee.

It has served a variety of functions:

- providing an opportunity for members to learn about the issues;
- informing the structure of the sustainability section GP4a and the renewable energy section of the draft Local Plan [4<sup>th</sup> set of changes], approved in 2005
- informing the draft Special Planning Guidance report produced in Autumn 2005
- providing an opportunity for dialogue between the local and national heritage groups and the council on the subject of environmental sustainability
- providing an opportunity for dialogue with architects and developers , particularly those involved in the restoration of old buildings.
- providing an opportunity to see how the city's Building Control team might be involved in encouraging more environmentally sustainable construction.

The wide array of recommendations reflects the length of time the scrutiny board has worked on this subject and the breadth of its overview.

It is clearly critical that progress on environmental sustainability requires a pro-active and rigorous set of planning documents. Through the on-going debate about the challenges posed to us all by Climate Change it is evident that the energy consumption of buildings, both domestic and commercial, makes a very significant contribution to CO2 emissions.

This scrutiny report tackles this from two ends: firstly, proposing tough requirements for all new buildings, and, secondly, proposing that historic buildings are also required to improve their energy efficiency.

The recommendations propose that the city's emerging planning documents, including the LDF, no longer simply encourage action but require action on energy efficiency, water efficiency, and use of renewable energy. In doing this City of York Council will not be out on a limb but simply adopting best practice from around the country. The Scrutiny Board believes this is vital if we are to make real progress on tackling CO2 emissions and combating our contribution to Climate Change. We also believe that this would have the very real benefit of encouraging the development of renewable energy companies in the region. We do not believe that there is any evidence that developers would decide that York was no longer an attractive place to develop.

These recommendations include historic buildings, requiring applicants to demonstrate why they shouldn't incorporate energy and water efficiency measures into projects. Our discussions with architects, heritage groups, and developers showed a welcome degree of pragmatism and an acknowledgement that, with energy bills rising rapidly, there will come a point where old or historic buildings will become increasingly difficult to sell or rent if their energy bills are significantly higher than bills for other properties. For example, refusing even bespoke double glazing on historic buildings makes

little sense when bespoke double glazing is successfully employed on historic buildings across Europe.

It was clear talking with heritage groups that the incorporation of environmentally sustainable measures wasn't a prime concern, the prime concern was to see high quality work.

Sustainability does not only impact on buildings, of course. The report also refers to the natural environment and the preservation and creation of open spaces across the city. With so many large sites now available to development (Hungate, York Central, the British Sugar site, a part of the Nestlé site, etc). York should be seeking ways to ensure that provision is made for high quality open space. It could be argued, for example, that the Hungate site would be more attractive to visitors and residents if it had, instead of roads, a network of canals and cycle paths, like Amsterdam.

The report includes recommendations on access to health facilities. Current planning documents require a green travel plan, but this is solely for employees. It surely makes sense that public transport access to doctors surgeries, for example, be included into planning officers' and planning committees' considerations.

Building Control have indicated a willingness to act as a portal for best practice, to ensure that all building developments across the city have access to the best information on environmentally sustainable solutions. The board welcomes this proposal.

Examples of best practice should be available on the internet via a dedicated website. Information on the site should include the data on the performance of renewable energy installations at schools and public buildings across the city. This database will enable the public, architects and developers across York to see that renewable energy, water efficiency and energy efficiency measures do what they say they do. This will encourage the adoption of best practice.

Lastly, this report should be seen in the context of the various other scrutiny reports dealing with the subject of sustainability that have been produced over the past two years.

This subject is complex because it is so broad, as is reflected in the number of recommendations. That breadth allows for the creation of huge swathes of vagueness, seas of loop holes that effectively preclude real progress taking place. It is therefore vital that, wherever possible, the city's planning guidance move as far as it can in 'requiring' progress in its planning documents rather than simply 'encouraging' it.

**Cllr Christian Vassie,**

Chair of Planning & Transport/Sustainable Development Scrutiny Sub-Committee

City of York Council 8<sup>th</sup> October 2006

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# Summary of Recommendations

Executive support is sought in particular for Recommendations 1, 2, 3(i), 4, 5, 6, 7, 9, 10, 11, 12, 13, 14, 15, 16 and 17, to ensure that these recommendations can be taken forward as a significant part of the statutory consultation on the Local Development Framework.

1. That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, which provides the minimum expected standards (including BREEAM 'Very Good' Future statements from developers) must clearly address the SPG and sustainability policies Local Development Framework documents that will replace it. For example, by:
  - i. Showing that 'whole life' costs of buildings, including sourcing of materials, building materials type and thermal efficiency (BREEAM), have been properly evaluated and accounted for in terms of best practice;
  - ii. Limiting the footprint of buildings and embracing the 'life-long building principles, by ensuring the capacity to extend into roof space through consideration of appropriate roof angles and building methods to allow for appropriate insulates and / or basements rather than gardens and open spaces.
  
2. That the Draft SPG for Sustainable Design and Construction and the Local Development Framework (LDF) documents which will replace it, require developers to evidence measures supporting the achievement of the national and regional renewable energy targets.

These targets require major proposals for employment, retailing and residential development to incorporate appropriate renewable energy heating or power systems.

The expectation is that at least 10% of the predicted annual energy requirements of a particular development will be met by means of independent renewable energy generation up until the end of 2010. This will increase to 15% from the end of 2010 until the end of 2015 and increase again to 20% from the end of 2015 until the end of 2020".

Developments which do not achieve this target will be required to pay into a penalty fund ring fenced by the authority and used to grant aid projects with higher than minimum required standards of sustainable building and micro-renewable generation across the city.

- 3. That, in view of part of the development at Fieldside place having been overshadowed by flats built on an adjoining site, greater emphasis needs to be placed in respect of maximising solar gain through all new developments. To this end:**
  - i. The Draft SPG for Sustainable Design and Construction and the LDF documents that will replace it should require developers to evidence assessment of the impact of development proposals on solar gain in neighbouring developments, whether they be existing structures or proposed structures in receipt of prior planning permission.**
  - ii. All planning proposals should be assessed in the future to ensure that proposed new developments or major refurbishments do not impact upon measures for active (i.e. micro-generation through solar thermal or solar PV technology) and passive (i.e. glazed elements maximizing heating and lighting through day-lighting) solar gain in existing developments surrounding them. The Local Plan, and the LDF 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 the historic environment.**
- 4. That the Draft SPG for Sustainable Design and Construction and the LDF documents that will replace it include a provision 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 LDF**
- 5. That the Draft SPG for Sustainable Design and Construction and the LDF documents that will replace it include a provision for all new developments requiring developers to replace proposals for impermeable hard standing areas with plans incorporating standing (or forms of pavier) which proves higher levels of soak away such as permeable grass through growth paviers.**

- 6. That the Draft SPG for Sustainable Design and Construction and the LDF documents that will replace it 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.**
  
- 7. That the Draft SPG for Sustainable Design and Construction and the LDF documents that will replace it include a provision for all new developments requiring developers to show full consideration and incorporation of features for grey water recycling.**
  
- 8. That, in recognition of the important role broadleaved deciduous trees play in carbon grounding, mitigating the impacts of Climate Change and improving air quality, the City of York Council's Arboricultural Officer lead work to create an Authority wide Tree Policy and Strategy ensuring:**
  - i. Succession planting and the consistent management and protection for all public trees across all directorates. Schools, Parks, Highways, Housing, Children's and Adult's Services, Car Parks and Property.**
  
  - ii. The replacement of all trees removed for unavoidable reasons, be these planning, end of life or disease with between 2-5 broadleaved deciduous native species, preferably within close proximity to the area where the original specimen was removed, depending on site conditions.**
  
  - iii. All street and highways development proposals and schemes prior to approval being given for work to be carried out should be verified by the Arboricultural Officer to evidence proposals for:**
    - a. Considering and protecting established trees.**
  
    - b. Incorporating new planting of species to compliment highways schemes selected as appropriate to the environmental setting by the Arboricultural Officer**

**The resulting Policy and Strategy should be drafted with the objective aim of significantly increasing the number of viable trees within the authority boundary annually. To achieve a minimum target of 7% cover (the national average) within the next 10 years in line with the National Forestry Strategy as York now has the fourth lowest densities of all Regional Local Authorities with only 3.7%. Outcomes and obstacles to achieving this aim will be reported to**

**the Executive annually by the Council's Arboricultural Officer. The Officer's Annual Tree Policy and Strategy report will be recognised as part of the Air quality Strategy and Action Plan and at a time appropriate as part of the proposed Climate Change Strategy.**

**The resulting Policy and Strategy will be sent to meetings of the Executive Members for City Strategy and Neighbourhood Services, Adult and Housing Services and Children's Services, to ensure its immediate incorporation into other local authority strategic and policy documents.**

**The resulting Strategy will be equally applicable to the Authority's own operations and developers.**

**9. That the Draft SPG for Sustainable Design and Construction, and the LDF Core strategy include a provision for all new developments encouraging developers to plant a fruit tree for each new property or, if a fruit tree is not suitable, root stock for location of another other small native species, such as rowan or crab apple, to encourage local produce production and /or provide food for wildlife.**

**10. That the Draft SPG for Sustainable Design and Construction, and LDF Core strategy include a provision for all new developments requiring developers to show planting plans for verges and front gardens. Such plans to include a reasonable proportion of medium to large scale native deciduous tree species to improve air quality and provide shading and, in instances where this will not be proven to obstruct measures for winter 'solar gain' in surrounding buildings, to include native evergreen species such as Holly, Yew and Scots Pine, to support bio-diversity.**

**11. That the Draft SPG for Sustainable Design and Construction, and LDF Core strategy include a provision for all new developments where boundaries between adjacent properties need to be identified, requiring developers not to use fencing or walls, and to submit and implement, in place of these, 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.**

**12. That environmental sustainability be specifically referred to within the context of 'Historic Environment' in the Local Development Framework, including sustainable development and design, in view of the contribution environmental sustainability makes towards the protection of historic buildings and in line with the principles of Planning Policy Statement 22.**

**13. That those parts of the LDF relating to ‘Historic Environment’ refer to 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 so without compromising the appearance of the building.**

**14. That the LDF Core Strategy prohibit overdevelopment, particularly in terms of excessively high buildings. Development should enhance the historic environment and, where possible, incorporate buildings and sensitive traffic-free public green space with the mutual aims of;**

- a. Providing good views of architecturally significant build whether this is historic or modern**
- b. Improving biodiversity and green corridors**
- c. Improving air quality and rain water soak away**
- d. Creating a greater percentage of open public space across the city encouraging low cost 24 hour a day leisure activity.**

**15. That the LDF Core Strategy show measures for the active preservation of green spaces and gardens, particularly in the city centre, and the inclusion of new green space and/or sustainably designed (i.e. reliant on recycled rainwater and/or powered where relevant by solar means) water features in major new developments, such as Hungate, York Central etc.**

**16. That the LDF documents must ensure the creation of ‘life-long’ buildings, i.e. structures that can be adapted to people’s changing living and working requirements over time. Plans for new buildings or major refurbishments should embrace ‘life-long’ homes principles by evidencing;**

- Sufficient amenity space**
- Capacity for economically reasonable adaptation for mobility aids**
- Parking provision within the buildings footprint including communal blocks, or flats i.e. within basements etc.**

- **Storage space within the buildings footprint for the separation of recyclates, including communal blocks or flats (i.e. within basements etc.)**
- **Roof angles and cavity on all new build allowing for extension to the liveable space into attics/lofts.**
- **The provision of space, especially in respect of communal blocks, or flats, – be it communal or private – external and/or internal (i.e. communal drying rooms) to hang out washing to defray from the use of dryers.**

**17. That the Draft SPG for Sustainable Design and Construction, and LDF Core strategy include a requirement 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.**

**18. 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.**

**19. That Buildings Control investigate the sourcing and availability of materials for sustainable development in York and make that information readily available to the public.**

**20. That the City of York Council produce its own Sustainable Developers Guide, using the amalgamated chapters as a starting point**

**21. 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 Annex H to this scrutiny report.**

**22. That a single unified web portal be created with a direct link from the City of York Council's Home page and a title along the lines of 'Climate Change and Sustainable Planning in York', which provides centrally linked information regarding;**

- i. Supporting information about the (Draft) Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and the primacy of sustainability within the LDF.**
- ii. The Air Quality Strategy.**
- iii. Tree Policy and Strategy.**
- iv. Bio-Diversity Strategy.**
- v. Climate Change Policy and Strategy.**
- vi. All other local authority strategic documents and reports including HECA with a bearing on climate change mitigation.**

- vii. The energy and water management performance data collected in public buildings, including schools - via the 'Display' mechanism – with year on year improvements and a description of actions to demonstrate best practice across the city
- viii. Links to External Sites providing best practice guidance on Sustainable Construction.
- ix. Links to education establishments within the region offering training courses in sustainable construction, environmental management, qualifications in SAP and BREEAM assessment etc. Including 'Science City' where relevant.
- x. Details of 'Exemplar' projects within the city and the region; i.e. Fieldside place and the Eco-Depot.
- xi. Links to information regarding grants schemes promoting sustainability i.e. low carbon buildings programme.

**23. That the City of York Council, in consultation with the Local Strategic Partnership and steering group of LA21, adopt and monitor 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)

**24. That the improving reputation of the authority related to the standards of sustainable construction applied to the Eco-Depot be maintained through the adoption of a policy requiring equal or higher standards of sustainable construction for all future commissioned properties, or the refurbishment of properties within the authority's portfolio. That this policy be applied whether the property is public amenity, business or domestic - i.e., equally to schools, leisure facilities and office environments.**

**25. That the Executive support proposals to formally request the Yorkshire and Humber Assembly to endorse the development of recognised voluntary standards above the minimum (or those readily achievable in buildings envelope), promoting lower energy usage and emissions, To assist with this, the Executive also support proposals to establish a framework for the adoption of Part Y, as outlined in the Energy chapter annexed to this report, an annual awards framework for Developments and a 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**

## ***Summary of Implications of Recommendations for City of York Council***

<b>Implications Recommendation 1.</b>	
<b>Finance</b>	<p><i>The main financial implications are based around the additional constraints on the planning process. The impact of these are very hard to quantify without a thorough review, which must be undertaken as specific issues come forward in the future. Any constraint that significantly increases costs for developers will have an impact in terms of the amount of development that will take place in the city, which in turn will have a knock on effect on the level of capital receipts that the Council can realise from the sale of its own land and buildings and therefore reinvest in the capital programme. A reduction in the level of development will result in the Council not meeting other targets such as the number of affordable homes that are built (already set at 50% of any new development).</i></p> <p><i>There is the potential that the planning process will stifle new major developments in the city. Whilst the aims of the report are commendable a look at the complete planning package is required to encourage rather than stifle more sustainable developments. It may be sensible to relax elements of the planning process where sustainable development takes place ie in a housing scheme reduce the affordable housing element.</i></p> <p>Any decision to introduce additional constraints into the planning process is likely to increase developer's costs this could result a reduction in both the desirability of building within York and in the value of relevant development land. The latter of these could result in the council receiving reduced receipts for its disposals which would have a direct impact on the overall capital programme for York.</p>
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	

<b>Implications Recommendation 2.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 3.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 4.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 5.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human</b>	

<b>Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 6.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 7.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 8.</b>	
<b>Finance</b>	As Per Recommendation 1 The funding for the objective of increasing tree cover in the city boundary from 3.7% to 7% within 10 years, will have to be identified either from within existing revenue or capital resources, and form part of future budget processes. (Especially as the proposed increase would cover the equivalent area of around 1,200 football pitches)
<b>Human</b>	

<b>Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 9.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 10.</b>	
<b>Finance</b>	As Per Recommendation 1 There could also be future revenue / capital consequences due to any impact on buildings and boundaries due to the need for future maintenance work caused by the tree planting.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 11.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	

<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 12.</b>	
<b>Finance</b>	None
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 13.</b>	
<b>Finance</b>	None
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 14.</b>	
<b>Finance</b>	None
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	

<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 15.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 16.</b>	
<b>Finance</b>	As Per Recommendation 1
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 17.</b>	
<b>Finance</b>	None
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	

<b>Implications Recommendation 18.</b>	
<b>Finance</b>	As a scrutiny report promoting engagement of this sort, insufficient detail is given, at this stage, to enable the impact of the proposal to be accurately assessed. However, if these regulations require significant additional work then this will result in pressures on affected areas which will have to be met by reductions in the provision of alternate services or additional resources being deployed. Any decision to deploy additional resources must be considered as part of the Council's budget process alongside the wide range of funding pressures.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 19.</b>	
<b>Finance</b>	The impact of this cannot be fully assessed, at this stage, based on the level of detail available in the report.. However, there are likely costs in terms of Building Control Officer workload. This may result in a need for additional building control inspectors which would have to be identified either from existing resources or form part of a future budget process.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 20.</b>	
<b>Finance</b>	The impact of this cannot be fully assessed, at this stage, based on the level of detail available in the report.. However, it is likely to result in one off expenditure in terms of developing and producing the guide which would have to be identified either from existing resources or form part of a future budget process.
<b>Human Resources</b>	

<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 21.</b>	
<b>Finance</b>	The impact of this cannot be fully assessed, at this stage, based on the level of detail available in the report.. However, it is likely to result in one off expenditure in terms of feasibility costs which would have to be identified either from existing resources or form part of a future budget process.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 22.</b>	
<b>Finance</b>	One off development costs and officer management. The resourcing of this would have to be identified either from existing resources or form part of a future budget process.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 23.</b>	
<b>Finance</b>	The additional measurement of PI's may result in additional resources that would have to be identified either from existing resources or form part of a future budget process.

<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 24.</b>	
<b>Finance</b>	<p>Any decision to introduce additional constraints into the planning process is likely to increase developer's costs this could result a reduction in both the desirability of building within York and in the value of relevant development land. The latter of these could result in the council receiving reduced receipts for its disposals which would have a direct impact on the overall capital programme for York.</p> <p>The additional costs incurred on the Eco Depot were funded from both prudential borrowing and government grant. The on going revenue savings from more sustainable construction do not yet fund the additional costs incurred in construction. If this trend continues either the functional elements of any new Council funded build will be compromised, or additional funding will need to be diverted from existing budgets or form part of a future budget process. Such a priority is unlikely to be achievable without a major investment of additional funds from sources external to the Council.</p>
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 25.</b>	
<b>Finance</b>	None.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	

<b>Information Technology</b>	
<b>Property</b>	
<b>IT &amp; T</b>	<p>More details would be required about timescales and the underlying purpose of the proposed "unified web portal", to be precise but in summary:</p> <p>If it is to be part of the new council website (it would look the same as the new website and be part of the new navigation structure) a folder structure could be set up and someone trained to use the content management system (the software that is used to run the new website). This would be the more straightforward option, considering that several of the documents mentioned are already available on the site and so would avoid duplication. It would then be a case of bringing these documents together in one place and adding any others that are required. Any documents such as plans and strategies would need to be supplied in PDF format. Guidance could be given on how to produce PDF documents.</p> <p>Developing of a new website with a separate look and feel would be a larger piece of work not possible in the immediate future (before April) as once the new council website has been launched in November the web team is committed to developing the intranet and Children's Trust Unit website. A formal request for web team time would need to be submitted to easy@york in this case.</p> <p>[comments submitted by web team]</p>

# 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 Scrutiny at the City of York Council promoted robust strategic approaches to carbon reduction and more sustainable energy sourcing across the authorities own activities<sup>1</sup>. These approaches covered all sectors of authority operations except transportation fuel.
3. Commercial Services Scrutiny Board completed work regarding improved approaches to the recycling and reuse of domestic goods and landfill minimisation.
4. Whilst sustainable energy use and landfill minimisation are key considerations within this report, the work of the former Planning and Transport Scrutiny Board<sup>2</sup> has a broader scope.
5. The report where ever possible highlights the complex inter-relationships between causes and effects implied by the now commonly used yet rarely explained term 'Climate Change'. In doing so it introduces a broad spectrum of interconnected sustainability issues as they relate to planning and recommends approaches the authority must take if it is to meet its targets in respect of planning and the climate change agenda.

## Climate Change

6. The world is warming and, for the most part, the international scientific and political community agree this is the result of human activities. These activities have altered the chemical composition of the atmosphere, creating a build up of greenhouse gases<sup>3</sup>; including Carbon dioxide (CO<sub>2</sub>). The gases act like a thickening blanket, trapping the sun's heat and causing the planet to warm up; this is described as 'global warming'. During the last century, temperatures rose by 0.7C and 2005 was the second warmest year ever recorded. Present evidence suggests a further increase of between 1.5C and 5.9C in global mean temperatures over the next decade.

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<sup>1</sup> Through the delivery of reports regarding;

- a. CO<sub>2</sub> 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

<sup>2</sup> See Annex A for the topic registration form

<sup>3</sup> See Glossary for a definition of Green House Gasses

7. As the temperatures have risen, global weather patterns have been affected. Even in Yorkshire we are increasingly enduring extreme weather events such as tornados, flooding and droughts.
8. Internationally, droughts are causing tropical forests to die back and each year more are susceptible to raging summer fires. Record temperatures and drought conditions in July 2006 stopped many Horse Chestnut trees in the UK's producing Conkers'<sup>4</sup>. Our trees are dying, without them less atmospheric CO<sub>2</sub> will be locked up adding to a cycle of destruction unprecedented in the history of the planet.
9. Global droughts are seeing natural food sources and farmed crops fail leading to increased human migration and increasing death rates for both human beings and many wildlife species through famine. All recent endeavours to achieve global economic stability are threatened by climate change.
10. International Glaciers and Polar ice caps are melting, the worlds seas are rising and decreasingly saline, some marine life will die, coastal erosion will increase and so will the risks of flooding.
11. 'Climate Change' is the term which encapsulates all the causes and effects of global warming upon our planet. The international 'Climate Change Agenda' (as set out in the Kyoto Protocol) devolves Nationally in the recently revised UK Climate Change Programme 2006 and Climate Change and Sustainable Energy Act 2006. The Government is committed to support the process of adapting to the changes in climate that will occur over coming decades and has outlined its expectations of local authorities and their public and private partners in respect of this.
12. In addressing climate change local authorities need to understand the issues and imperatives for action, and how to ensure their operations, their partners operations and individual citizens are ready to adapt to the changes and mitigate against the effects locally<sup>5</sup>.
13. Members of the former Planning and Transport Scrutiny Board endorse the Housing Scrutiny Boards recommendation for the City of York Council to prepare a Climate Change Strategy and Action Plan.

*Climate Change and Sustainable Planning and Development*

14. National Planning Policy legislation and associated guidance - 2004 to date - has begun to mainstream sustainability in response to climate change. Prior to this time, the environmental dimension of many planning proposals was only partially addressed. Local planning authorities' powers were mainly

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<sup>4</sup> See Guardian Article 'Where have all the Conkers gone' **Wednesday October 4, 2006**

<sup>5</sup> Some specific details of the anticipated effects for our region can be sourced via the UK Climate Impacts Programme, (UKCIP) provides scenarios that show how our climate might change and co-ordinates research on dealing with our future climate.

focused on the spatial<sup>6</sup> and visual impact of a development rather than its long-term impact on natural resources, health, climate etc.

15. The new legislation is forcing change. It is moving forward with the national code for sustainable building, tighter building regulations on thermal efficiency and EU Energy Performance Directives on energy and landfill which, when taken across the piece prioritise sustainability and planning for a future that it is as far a possible environmentally cost neutral.

*Recognising Environmental Whole Life Costs and the Eco-Footprint*

16. Decisions regarding planning and design and the use of building materials have wide reaching environmental consequences, energy used in the manufacture, delivery, and incorporation of materials and appliances into buildings accounts for over 10% of total energy consumption in the UK alone; described as embodied energy. Choices architects and developers make in sourcing materials impact upon globally finite resources such as minerals, and fossil fuels.
17. Approximately 50% of total ozone damaging Chlorofluorocarbons (CFC's) produced were through uses such as air conditioning, refrigeration, fire extinguishers and insulation in buildings (Blowers, 1993). Poorly evaluated industrial practices, building techniques, waste disposal, and transportation have led to ground, air and water pollution so hazardous to life that we are now having to invest millions in time and costs to reclaim a fit environment for ourselves and future generations. We are realising that our approaches to building must change.
18. Requiring developers to whole life cost, which may be characterised as a systematic approach of balancing capital costs with revenue costs evidencing optimum financial solutions over a building's lifespan, is not a new concept. The building industry embraced this change, by acknowledging that whole life costing was effective at demonstrating the cost effectiveness of applied techniques in the market place.
19. Planning and developers are increasingly required to extend the principals introduced by whole life costing to evidencing the lifespan environmental impacts of their proposals and the materials used for the build.
20. The ecological footprint (or eco-footprint for short) is a tool measuring our ecological performance parallel with that of whole life costing. It tracks how much individuals, organisations, cities, regions and nations, consume and compares this amount to the resources nature can provide, for example land, water energy and other resources.
21. The application of whole life costings principals incorporating environmental or eco-footprinting is not a new concept, for over a decade, the Buildings Research Establishment's (BRE) Environmental Assessment Method (BREEAM) has been used to assess the environmental performance

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<sup>6</sup> Spatial: the way things are laid out, in proximity to one another and other natural features

of both new and existing buildings. BREEAM<sup>7</sup> is recognised by the UK's construction and property sectors as a measure of best practice in environmental design and management and has been used as the basis of the Sustainable Buildings Code.

**Executive support is sought in particular for Recommendations 1, 2, 3(i), 4, 5, 6, 7, 9, 10, 11, 12, 13, 14, 15, 16 and 17 below, to ensure that these recommendations can be taken forward as a significant part of the Local Development Framework.**

#### **COMMENDATION 1**

**at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, which, provides the minimum expected standards including BREEAM 'Very Good'. Future statements from developers must clearly address the SPG and sustainability policies Local Development Framework documents that will replace it. For example;**

- i. By showing 'whole life' costs of buildings, including sourcing of materials, building materials type and thermal efficiency (BREEAM) have been properly evaluated and accounted for in terms of best practice.**
- ii. Limiting the footprint of buildings and embracing the 'life-long building principles, by ensuring the capacity to extend into roof space through consideration of appropriate roof angles and building methods to allow for appropriate insulates and or basements rather than gardens and open spaces.**

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<sup>7</sup> BREEAM assesses the performance of buildings in the following areas:

- management: overall management policy, commissioning site management and procedural issues
- energy use: operational energy and carbon dioxide (CO<sub>2</sub>) issues
- health and well-being: indoor and external issues affecting health and well-being
- pollution: air and water pollution issues
- transport: transport-related CO<sub>2</sub> and location-related factors
- land use: greenfield and brownfield sites
- ecology: ecological value conservation and enhancement of the site
- materials: environmental implication of building materials, including life-cycle impacts
- water: consumption and water efficiency

## **The Integration of Sustainability into Planning Policy Frameworks**

22. The National planning policy framework requires Regional Assemblies and Local Planning Authorities to conduct a sustainability appraisal of the development framework documents and adopt sustainable practice in planning. In brief national governments 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 in line with Local Area Agreements.
- c) Redevelopment of town and city centres to ensure mixed usage throughout the 24 hour period.
- 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. Greater protection for existing green corridors and natural features.
- 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.

## Addressing Climate Change, Insecurity of Fuel Supply and Fuel Poverty.

23. The National Planning Policy framework and buildings regulations require Regional Spatial Strategies (RSS) and Local Development frameworks to incorporate 'Planning Policy Statement 22: Renewable Energy' (PPS22) emphasising the development of positively expressed policy on integrated renewables.
24. National Government requires<sup>8</sup> planning authorities to create policies on a par with Merton, Croydon and Calderdale. National clarification of PPS22 stated that "It is now essential that all planning authorities follow this example".
25. Calderdale Council's policy requires at least 10% of the energy to be used in sizable new development to come from on site RE sources up to 2010 with a 'rising' target' established after 2010. The Planning Inspectorate's ruling on the Calderdale's 'step up' microgeneration policy in their Replacement Unitary Development Plan established the opportunity to raise the percentage threshold over time and establish policy which reflects targets within the Kyoto protocol.
26. This will become even more important if energy efficiency standards in building regulations rise reducing the impact of a 10% only target. The Calderdale policy '12.66a' follows;
27. *"To help meet the national and regional renewable energy targets, major proposals for employment, retailing and residential development will be required to incorporate appropriate renewable energy heating or power systems. The expectation will be that at least 10% of the predicted annual energy requirements of a particular development should be met by means of independent renewable energy generation up until the end of 2010. This will increase to 15% from the end of 2010 until the end of 2015 and increase again to 20% from the end of 2015 until the end of 2020".*
28. In Norwich targets have been further stepped up within the period to a 30% microgeneration target and Chichester has a target that rises to 50%, whilst Milton Keynes requires all new developments have net zero carbon emissions. Nationally where such policies have already been adopted, they run hand in hand with policies ensuring that developers, not achieving targets, pay into a fund to promote higher standards.

### RECOMMENDATION 2

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<sup>8</sup> The Minister for Housing and Planning (Yvette Cooper) Written Ministerial Statements Thursday 8 June 2006 Communities And Local Government PPS22. See Also requirements in the Climate Change and Sustainable Energy Act 2006

at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it require developers to evidence measures supporting the achievement of the national and regional renewable energy targets.

hereby, major proposals for employment, retailing and residential development are required to incorporate appropriate renewable energy heating or power systems.

the expectation being that at least 10% of the predicted annual energy requirements of a particular development will be met by means of independent renewable energy generation up until the end of 2010. This will increase to 15% from the end of 2010 until the end of 2015 and increase again to 20% from the end of 2015 until the end of 2020”.

developments, which do not achieve this target, will be required to pay into a penalty fund ring fenced by the authority and used to grant aid projects with higher than minimum required standards of sustainable building and micro-renewable generation across the city.

## Solar Gain

29. Future building must aim to minimise the energy consumption of business and domestic property whilst maximising the efficiency of energy usage. The relationship between buildings and the local microclimate can reduce the amount of energy required for heating. In addition buildings must be designed to incorporate maximum sourcing of their energy requirements through natural – zero-carbon - not just sustainable means.
30. In order to achieve these objectives architects, designers, planners and builders must demonstrate an understanding of micro-climate, relational positioning, spatial thermal dynamics, and solar gain (unmediated light and heat entering the building from the sun).
31. During the course of their investigations Board Members visited St Nicholas Field’s Environmental Community Centre, Kirklees Council regarding the Sun cities and Zen solar programmes and the Housing Association responsible for Fieldside Place. In respect of the latter project they expressed concern regarding the impact of later development through high build shading upon the solar gains designed into Field side place. In response to which they noted the need for a better understanding of such impacts to be evidenced and removed at an early point in development proposals.

### RECOMMENDATION 3

**in view of part of the development at Fieldside place having been overshadowed by flats built on an adjoining site greater emphasis needs to be placed in respect of maximising solar gain through all new developments.**

- i. That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it require developers to evidence assessment of the impact of development proposals on solar gain in neighbouring developments, whether they be existing structures or proposed structures in receipt of prior planning permission.**
- ii. That all planning proposals be assessed in the future to ensure that proposed new developments or major refurbishments do not impact upon measures for active (i.e. micro-generation through solar thermal or solar PV technology) and passive solar (i.e. glazed elements maximizing heating and lighting through day-lighting) gain in existing developments surrounding them. 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, the historic environment.**

## Community Light

32. Sources of energy and how they are used, controlled and maintained, not only impact upon the internal and external layout of a building or buildings but also upon the wider environs and need to be key design considerations at an early point in a projects development.
33. The approach taken to single developments or modernisations may differ from larger sites which should maximise opportunities to create and connect to 'Community Heating and/or Power Networks' in accordance with EU Directives now enshrined in UK legislation.
34. Developers of larger sites should automatically show consideration proposals to develop or expand Community Heating Networks providing a highly efficient and renewable source of energy. The site layout may affect the feasibility of connecting to existing and/or proposed Community Heating Networks. Considerations should include the length of any connecting infrastructure and any potential physical barriers.
35. Considerations ought to extend to lighting schemes. Developers working medium to large scale sites and smaller sites where practical should work in

partnership to maximise the use of renewably grid netted and/or solar street lighting and solar lighting for bus shelters or other similar community facilities.

36. Well designed schemes for lighting benefit community safety whilst enhancing architectural and landscape features after dark and add to the marketability of developments. Schemes must not contribute to light pollution and its negative impact on amenity, clarity of the night skies or wildlife, whilst the energy required for the lighting itself should be from renewable sources. To minimise environmental impacts of external lighting schemes developers should ensure:-
- Lighting levels are the minimum necessary to achieve safety and enhancement objectives.
  - Energy is photovoltaic or renewably sourced.
  - Energy efficient lamps are used.
  - Uncontrolled floodlighting should be avoided and all light fittings should be shielded to minimise any light pollution.
  - Particular care is taken to apply the above guidance with floodlighting schemes for sports pitches or late night shopping or leisure amenities complexes as these have historically been high light polluters and high energy consumers.

#### **RECOMMENDATION 4**

**at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it include a provision 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).**

### **Extreme Water Scenarios**

37. Demand for water nationally has more than doubled since 1970, leading to stresses on water supply, treatment and disposal. Rising consumption levels are placing increasing pressure on river, groundwater, flood meadow and other wetland ecosystems.
38. All ‘potable’ water, that is water treated to make the quality drinkable, requires energy. It is imperative that all new developments are designed to work in harmony with and minimise their impact upon the water environment and reduce demands upon potable water usage.

39. Changed climatic conditions are not only bringing hotter drier summers to the UK but rising sea levels and autumn through spring storms which are exacerbating flood risk in already flood prone areas. Design features which detract from the natural absorption of rainfall into the ground and speed up run-off need to be avoided to mitigate against flood and improve balanced year round ground water levels. This is of particular importance to flood prone cities such as York.

## **RECOMMENDATION 5**

**at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it include a provision for all new developments requiring developers to replace proposals for impermeable hard standing areas with plans incorporating standing (or forms of pavier) which proves higher levels of soak away such as permeable grass through growth paviers.**

## **RECOMMENDATION 6**

**at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it 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.**

## **RECOMMENDATION 7**

**at the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction and the Local Development Framework documents that will replace it include a provision for all new developments requiring developers to show full consideration and incorporation of features for grey water recycling.**

## **Air Quality, Carbon Grounding, and Trees**

40. The National Planning Policy framework forces a greater degree of respect for all our natural environment which has been threatened by encroaching development in the past. It also recognises the value of this environment and extending the reach of this environment into our cities to air quality, social inclusion, leisure and amenity.

41. Until carbon grounding technologies become practical the greatest resource we have for removing atmospheric CO<sub>2</sub> are trees, five broadleaved trees at peak health being capable of removing or grounding a ton of carbon annually.
42. Climate change has placed our trees and the other wildlife they support under threat. During the course of the Scrutiny it emerged that in York, the absence of balanced approaches to planning and trees have left us falling far short of National tree density requirements both within our rural and urban landscape. We are the joint fourth poorest local authority for trees regionally.
43. Whilst other local authorities have recognised the importance of trees to air quality by ensuring that their Air Quality Strategy's and Action Plan's work with well defined Tree Policy's and Action Plan's, York has yet to adopt any corporate and city wide strategic approach to the latter at all.

#### **RECOMMENDATION 8**

**That, in recognition of the important role broadleaved deciduous trees play in carbon grounding mitigating the impacts of Climate Change and improving air quality, the City of York Council's Arboricultural Officer lead work to create an Authority wide Tree Policy and Strategy ensuring;**

- i. Succession planting and the consistent management and protection for all public trees across all directorates. Schools, Parks, Highways, Housing, Children's and Adult's Services, Car Parks and Property.**
- ii. The replacement of all trees removed for unavoidable reasons, be these planning, end of life or disease with between 2-5 broadleaved deciduous native species, preferably within close proximity to the area where the original specimen was removed, depending on site conditions.**
- iii. All street and highways development proposals and schemes prior to approval being given for work to be carried out should be verified by the Arboricultural Officer to evidence proposals for;**
  - a. Considering and protecting established trees.**
  - b. Incorporating new planting of species to compliment highways schemes selected as appropriate to the environmental setting by the Arboricultural Officer**

**The resulting Policy and Strategy should be drafted with the objective aim of significantly increasing the number of viable trees within the authority boundary annually. To achieve a minimum target of 7% cover (the national average) within the next 10 years in line with the National Forestry Strategy as York now has the fourth lowest**

**densities of all Regional Local Authorities with only 3.7%. Outcomes and obstacles to achieving this aim will be reported to the Executive by the Authority's Arboricultural Officer annually. The Officer's Annual Tree Policy and Strategy report will be recognised as part of the Air quality Strategy and Action Plan and at a time appropriate as part of the proposed Climate Change Strategy.**

**e resulting Policy and Strategy will be sent to meetings of the Executive Members for City Strategy and Neighbourhood Services, Adult and Housing Services and Children's Services to ensure its immediate incorporation into other local authority strategic and policy documents.**

**e resulting Strategy will be equally applicable to the Authority's own operations and developers.**

#### **RECOMMENDATION 9**

**That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and LDF Core strategy to include a provision for all new developments encouraging 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.**

#### **RECOMMENDATION 10**

**That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and LDF Core strategy to include a provision for all new developments requiring developers to show planting plans for verges and front gardens. Such plans to include a reasonable proportion of medium to large scale native deciduous tree species to improve air quality and provide shading and, in instances where this will not be proven to obstruct measures for winter 'solar gain' in surrounding buildings, to include native evergreen species such as Holly, Yew and Scots pine to support bio-diversity.**

#### **RECOMMENDATION 11**

**That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and LDF Core strategy to include a provision for all new developments where boundaries between adjacent properties need to be identified, requiring developers not to use fencing or walls and to submit and implement, in place of these, 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.**

## Future Proofing the Past

44. A significant proportion of York's economy is based upon its rich historic built environment which not only makes the city attractive to tourists but also to businesses wishing to locate here. Development must preserve this heritage whilst creating an equally significant and dynamic inheritance for generations in the buildings constructed today.
45. The re-use of existing buildings that do, or could, positively contribute towards the local environment is of primary importance. The majority of buildings can, with investment, be adapted to meet present and future needs. Where buildings are structurally sound and do not present another environmental hazard demolition should not be considered. The re-use and adaptation of existing buildings represents high sustainable advantages by;
- Reducing the demand for and associated environmental impacts of developing new Greenfield site.
  - Reducing the demand for and associated environmental impacts of new building materials.
  - Reducing the environmental impacts of the construction process.
  - Promoting a sense of place and historic and cultural continuity.
  - Providing the opportunity to upgrade insulation, heating, lighting and ventilation efficiency standards.
  - Providing the opportunity to adapt previously unusable space – i.e. basements and lofts – to habitable standards.
  - Providing the opportunity to modify access – particularly of internal spaces – to disability access standards.
46. Working sustainably within a historic environment was initially considered to be one of the biggest obstacles to achieving higher environmental standards by the Board. Consultation with interested bodies such as English Heritage and Energie Cites however proved that improving air quality, mitigating against flooding and extending a buildings useful life are material to the preservation of our historic environment.
47. Improvements in technologies such as solar PV, which can now be bought in a form that mimics slate, stone or clay roof tiling or, double glazing techniques which allow the embedding of old glazed features such as stained glass between panels are allowing historic buildings to an increasingly full part in the sustainability of city environments.

<b>ECOMMENDATION 12</b>
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that references to the Historic Environment in the Local Development Framework, 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.

#### **RECOMMENDATION 13**

that references to the Historic Environment in the Local Development Framework, make reference to 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.

#### **RECOMMENDATION 14**

that the LDF Core Strategy prohibits overdevelopment, particularly in terms of excessively high buildings, development should enhance the historic environment and where possible incorporate buildings sensitive traffic free public green space with the mutual aims of;

- e. Providing good views of architecturally significant buildings whether this is historic or modern
- f. Improving biodiversity and green corridors
- g. Improving air quality and rain water soak away
- h. Creating a greater percentage of open public space across the city encouraging low cost 24 hour a day leisure activity.

#### **RECOMMENDATION 15**

that the LDF Core Strategy shows measures for the active preservation

**of green spaces and gardens, particularly in the city centre and the inclusion of new green space and/or sustainably designed (i.e. reliant on recycled rainwater and/or powered where relevant by solar means) water features in major new developments, such as Hungate, York central etc.**

### **Future Proofing the Future: Life Long Building.**

48. To secure sustainability, development must build in adaptability, durability and flexibility to both its existing and new buildings. Buildings are more likely to be occupied and re-used if they can be easily adapted to meet the changing needs of our population. Flexible builds:

- Attract a greater range of potential purchasers or tenants, ensuring the best sale, or rental values and minimise vacancy time and under-occupation.;
- Increase the sell-on or re-let value of a building.

49. Whilst the approaches to life long building alter subtly at the detailed level to the refurbishment or redevelopment of existing build and new build, certain key principals can be applied to both. First steps are about maximising flexibility across a spectrum of changing needs.

50. Contractors and developers should be able to evidence flexible approaches to building and renovation at point of application, these should;

- incorporate possible mixed uses within a building, or complex of buildings such as living accommodation above shops particularly larger development areas.
- allow for adaptation of the individual space to accommodate for the growing home working market. Particularly domestic property, but also a useful indicator of the need to be able to adapt industrial and office space to domestic or multi-purpose use later.
- incorporate readily adaptive space layouts;

- including expansion space such as basements or lofts made thermally efficient and damp proof at point of build, refurbishment or renovation for ease future use.
  - built forms that incorporate easily accessible and changeable utilities installations.
  - flexible spaces for changing spatial requirements of building occupiers, including consideration of the merits of non-structural or frame internal walls.
- Improve or maximise the buildings internal and external accessibility without resorting to mechanical aids such as lifts wherever possible. This will mean best use of: gradients, accessible routes, entrance position, level changes, ramps, and the planning of internal disability access features etc.

## **RECOMMENDATION 16**

**That the Local Development Framework documents must ensure the creation of 'life-long' buildings, i.e. structures that can be adapted to peoples changing living and working requirements over time. Plans for new buildings or major refurbishments should embrace 'life-long' homes principally by evidencing;**

- **Sufficient amenity space**
- **Capacity for economically reasonable adaptation for mobility aids**
- **Parking provision within the buildings footprint including communal blocks, or flats i.e. within basements etc.**
- **Storage space within the buildings footprint for the separation of recyclates including communal blocks, or flats i.e. within basements etc.**
- **Roof angles and cavity on all new build allowing for extension to the liveable space into attics/lofts.**
- **The provision of space, especially in respect of communal blocks, or flats, – be it communal or private – external and/or internal (i.e. communal drying rooms) to hang out washing to defray from the use of dryers.**

## **RECOMMENDATION 17**

**That the Draft Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and LDF Core strategy to include a requirement 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.**

### **Supporting Understanding and Application of Sustainable Development**

51. During the course of the scrutiny, Board Members were aware of the increasing pressure to adopt sustainable practice – discussed in more detail under corporate objectives and other significant drivers below - across all sectors of public and private life. They also considered mechanisms used at other local authorities to encourage greater sustainability.
52. At an authority level 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. Amalgamated chapters of such guidance were created as discussion papers to inform the Board’s work and these are attached at Annexes B-G.
53. The Head of Building Control attended the Board’s meeting in September 2005 to feed back on discussions with the Joseph Rowntree Trust (JRT), who are keen to work with the Council on sustainable development. The Trust, who are looking for projects coming up in the future where sustainable materials could be used, further highlighted the issue of organisations being able to access information regarding sustainable practice materials and advisors at a local level.
54. The Head of Building Control also advised that discussions had been held with the Federation of Master Builders to gain a better understanding of where clients wanting to commission sustainably

designed and constructed property could go to get necessary support and expertise.

55. Members believe that it would be useful to create a unified resource to ensure individuals and organisations such as JRF are pointed to grants funding – such as the sustainable buildings code – trade suppliers, architects and others who could ensure the sustainability of their project was achieved.
56. Members felt that the role of buildings control in enforcing agreed planning consents and assessing builds best fitted them to devising broader community, trade and buildings support and the initial design stages required to create a data resource encouraging the sourcing, use and application of sustainable materials and methods.

### **RECOMMENDATION 18**

**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.**

### **RECOMMENDATION 19**

**THAT BUILDINGS CONTROL INVESTIGATE THE SOURCING AND AVAILABILITY OF MATERIALS FOR SUSTAINABLE DEVELOPMENT IN YORK AND MAKE THAT INFORMATION READILY AVAILABLE TO THE PUBLIC**

### **RECOMMENDATION 20**

**THAT THE CITY OF YORK COUNCIL PRODUCE ITS OWN SUSTAINABLE DEVELOPERS GUIDE USING THE AMALGAMATED CHAPTERS AS A STARTING POINT**

## **RECOMMENDATION 21**

**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 Annex H to this scrutiny report.**

## **RECOMMENDATION 22**

**That a single unified web portal be created with a direct link from the City of York Council's Home page and a tile along the lines of 'Climate Change and Sustainable Planning in York' which provides centrally linked information regarding;**

- iv. Supporting information about the (Draft) Supplementary Planning Guidance (SPG) for Sustainable Design and Construction, and the primacy of sustainability within the LDF.**
- v. The Air Quality Strategy.**
- vi. Tree Policy and Strategy.**
- vii. Bio-Diversity Strategy.**
- viii. Climate Change Policy and Strategy.**
- ix. All other local authority strategic documents and reports including HECA with a bearing on climate change mitigation.**
- x. The energy and water management performance data collected in public buildings, including schools, - via the 'Display' mechanism – with year on year improvements and a description of actions to demonstrate best practice across the city**
- xi. Links to External Sites providing best practice guidance on Sustainable Construction.**
- xii. Links to education establishments within the region offering training courses in sustainable construction, environmental management, qualifications in SAP and BREEAM assessment etc. Including 'Science City' where relevant.**
- xiii. Details of 'Exemplar' projects within the city and the region; i.e. Fieldside place and the Eco-Depot.**

### **XIV. LINKS TO INFORMATION REGARDING GRANTS SCHEMES PROMOTING SUSTAINABILITY I.E. LOW CARBON BUILDINGS PROGRAMME.**

## **Corporate Objectives and other Significant Drivers**

57. In considering sustainability in its most meaningful sense it is not surprising that the recommendations made within this report support

virtually all of the authorities 'Corporate Objectives' or priorities. A summary of how recommendations support the Authority to demonstrably meet the objectives is given below;

### *Outward facing objectives*

#### **Decrease the tonnage of biodegradable waste and recyclable products going to landfill;**

- Recommendation 1: In implying greater consideration for the re-use of materials and the use of materials with longevity exceeding the whole-life, including environmental, costs of sourcing.
- Recommendation 16: In ensuring developers build in appropriate storage facilitating waste separation and recycling

#### **Increase the use of public and other environmentally friendly modes of transport;**

Recommendation 17: in ensuring planning proposals consider the local services, especially health, available to people within walking or easy public transportation distance.

#### **Improve the actual and perceived condition and appearance of city's streets, housing estates and publicly accessible spaces;**

Recommendations 8,9,10 11 and 15: In promoting greener spaces large and small and the inclusion of trees and other natural softening features throughout the built environment.

#### **Increase people's skills and knowledge to improve future employment prospects;**

Recommendations 18,19,20,21 and 22: In supporting people to understand and access the skills, education, techniques and expertise required to conduct effective business in an economic environment increasingly driven by sustainability as a material consideration.

#### **Improve contribution that Science City York makes economic prosperity**

See above

#### **Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest**

Recommendations 8,9,10 11 and 15: In promoting greener spaces large and small and the inclusion of trees and other natural softening features throughout the built environment. This will improve air quality for all and encourage greater use of open amenity space and walking

#### **Improve the quality and availability of decent affordable homes in the city**

Recommendations 1, 2, 3, 6, 7 and 16: in supporting the development of homes which cost least in terms of energy and water consumption throughout

their life and which are readily adaptable to peoples changing life circumstances.

### *Improving our organisational effectiveness*

#### **Improve our focus on the needs of customers and residents in designing and providing services.**

All recommendations in supporting the authority its partners and citizens to adapt to and mitigate against climate change.

#### **Improve leadership at all levels to provide clear, consistent direction to the organisation**

Recommendations 18,19,20,21 and 22: In supporting people to understand and access the skills, education, techniques and expertise required to conduct effective business in an economic environment increasingly driven by sustainability as a material consideration. Recommendations 23,24 and 25 supporting the authority to act as an exemplar of best practice both internally and in its relationship with partners both locally, nationally and region wide.

#### **Improve the way the Council and its partners work together to deliver better services for the people who live in York**

Recommendations 1, 18,19,20,21, 22, 23, 24 and 25: In supporting achievement through partnership to address climate change

#### **Improve efficiency and reduce waste to free-up more resources**

Recommendation 24: In mitigating against rising costs from unsustainable practice.

58. In addition to supporting the authority in partnership with individuals, public and private sector organisations to achieve the above Corporate Objectives the recommendations made by the Board ensure that;

- i. Our Local Development Framework incorporates minimum enforceable levels of sustainability already tested at other Local Authorities.
- ii. Our special planning guidance encourages reflects the ethos of striving for sustainable excellence.
- iii. Recent changes to the National Planning Policy framework promoting greater sustainability are embedded within the Local Development Framework from the outset.
- iv. 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.
- v. Our citizens are given greater access to and understanding of the imperatives for sustainable building and how to achieve this. Through the authority's acknowledgement of its role as an exemplar and disseminator of guidance in line with the National Governments Sustainable Development Strategy 'Securing the Future'.

vi. The authority complies with its legislative obligations as defined by the Climate Change and Sustainable Energy Act 2006.

59. 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 Partnerships<sup>9</sup>. 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).

60. 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.

#### **RECOMMENDATION 23**

**That the City of York Council in consultation with the Local Strategic Partnership and steering group of LA21 adopt and monitor 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)**

61. Whilst the Board recognised the significant step forward the Eco-Depot development represents in the authority's own approach to sustainability within the property portfolio, they were anxious that this should not be an isolated exemplar project. The authority should maintain and promote better environmental building standards in all its future property acquisitions in line with its commitments to Climate Change and its role as champion of best practice.

#### **RECOMMENDATION 24**

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<sup>9</sup> published August 2005

**That the improving reputation of the authority related to the standards of sustainable construction applied to the Eco-Depot be maintained through the adoption of a policy requiring equal or higher standards of sustainable construction for all future commissioned properties or the refurbishment of properties within the authorities portfolio. That this policy be applied whether the property is public amenity, business or domestic, i.e. equally to schools, leisure facilities and office environments.**

62. In order to encourage the adoption of higher than minimum standards of sustainability the Board consulted the Yorkshire and Humber Assembly regarding the creation of an awards framework to recognise and reward regional excellence.

#### **RECOMMENDATION 25**

**That the Executive write to the Yorkshire and Humber Assembly, requesting the development of recognised voluntary standards above the minimum of 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 a 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**

#### **Consultation and Research**

63. During the course of their investigation and review, Members of the former Planning and Transport Scrutiny Board conducted the following research;
- 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.
64. 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.

The Planning and Transport Scrutiny Board/Guidance for Sustainable Development Sub-Committee would like to particularly acknowledge the invaluable assistance of a number of people for their technical support and advice to the Board throughout various points of the Scrutiny. The Board extends its thanks to each of those listed below.

KRISTINA PEAT	SUSTAINABILITY OFFICER CYC
KATE PARSONS	RENEWABLE ENERGY OFFICER KMC
MARTIN GRAINGER	PLANNING OFFICER CYC
GAIL GOODALL	ASSISTANT PLANNING OFFICER CYC
JOHN FOWLER	BUILDING CONTROL CYC
HARVEY LOWSON	ARBORICULTURAL OFFICER CYC

JANINE RILEY                      CONSERVATION ARCHITECTS CYC  
JULIAN HORSLER                  EQUALITIES OFFICER CYC  
ENGLISH HERITAGE  
ST.NICHOLAS FIELDS ENVIRONMENTAL COMMUNITY CENTRE  
THE HOUSING ASSOCIATION FIELD SIDE PLACE

**Contact details:**

**Author of the report:**

Ruth Sherratt  
Scrutiny Officer

**Chief Officer responsible for the report:**

Suzan Hemingway  
Head of Civic, Democratic and Legal Services

Tel: 01904 552066

Email:

[r.sherratt@york.gov.uk](mailto:r.sherratt@york.gov.uk)

For more information please contact the author of the report

**Background Papers and Further Reading**

**Title and Author(s)**

**Publisher and Date**

Planning for Town Centres PPS 6	ODPM - Crown Copyright
Sustainable Development in Rural Areas PPS 7	ODPM – Crown Copyright
Biodiversity and Geological Conservation PPS 9	ODPM - Crown Copyright
Waste PPS 10	
Regional Spatial Strategies PPS11	ODPM - Crown Copyright
Local Development Frameworks PPS 12	ODPM - Crown Copyright
Planning Policy Statement 22: Renewable Energy	ODPM - Crown Copyright
Planning for Renewable Energy	ODPM - Crown Copyright
A Companion Guide to PPS22	
Planning and Pollution PPS23	ODPM - Crown Copyright
Planning Policy Guidance 25: Development and flood risk	ODPM - Crown Copyright
Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents	ODPM - Crown Copyright
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

The Sustainable and Secure Buildings Act  
Draft Yorkshire and Humber Plan

Climate Change and Sustainable Energy Act 2006

TSO 2003  
AEAT Report to the  
Government Office for Yorks  
and the Humber  
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