

Topic Paper 1



Addendum

Revisions to take account of Issues and Options Consultation results

Climate change



TOPIC PAPER 1 Climate Change

SUPPLEMENTARY REPORT

Executive summary

This supplementary report should be read in conjunction with topic paper 1: Climate Change. The supplementary report summarises the national and regional planning guidance in relation to climate change and summarises the responses to the relevant questions within the Issues and Options consultation.

There were a number of questions posed in the Issues and Options consultation which related specifically to climate change. These included the following

- Should climate change and global warming be a top priority for action
- Should we make a policy that encourages the development of renewable energy technologies within the district.
- Please rank from 1(low) to 10 (high) your level of support for the following...
 - Solar power schemes
 - Wind energy
 - Hydro schemes (generating energy from moving water)
 - Biomass - energy from crops, wood fuel, straw, etc
 - Biomatter - agricultural waste such as poultry litter
 - Geothermal (generating energy from underground heat sources)
- In the interests of reducing CO₂ emissions and combating climate change, we could make a policy that would require new developments of a certain size to off-set a proportion of their predicted energy use by generating renewable energy on-site.
- We could set 10% as an appropriate minimum target for the generation of on-site renewable energy in new developments.
- We could encourage locally-based community heating schemes (which would use energy-efficient sources such as Combined Heat and Power and/or renewable energy).
- In the interests of reducing CO₂ emissions and combating climate change, we could set targets for additional energy performance in new development, which would exceed the current minimum standards in the building regulations.
- Business and commercial development should be required to address the causes and consequences of climate change and should not be considered a 'special case' or exempted.
- High environmental standards will be required for all new employment premises.

- New business development should be efficient in its use of energy and natural resources such as water
- Encouraging people to work from home is environmentally friendly and should be encouraged through the design of new housing and a positive approach to the re-use of outbuildings.

In general, there was a positive response to the questions presented in the consultation with a majority of respondents supporting the options. Overall there was agreement that climate change was an important issue and that new development should incorporate renewable energy technology in order to reduce the CO₂ emissions for the development. One criticism of the consultation questions was that they frame the whole topic of climate change around renewable energy. This failed to pick up on the role that location choices for new development plays in cutting CO₂ emissions through reducing the need to travel. This matter has been discussed in this paper but is explored more fully in the supplementary report on transport and underpins policies throughout the Local Development Framework (LDF). The final Regional Spatial Strategy (RSS) policy on renewable energy has yet to be finalised but a preferred option has been formulated in line with *Supporting and Delivering Zero Carbon Development* (Faber Maunsell and Peter Capener) 2007 and the Panel Report on the South West RSS. The Faber and Capener report was produced on behalf of the Regional Assembly, Regional Development Agency and the Government Office of the South West in order to inform the Examination in Public of the RSS. The panel report has made a number of recommendations and alterations to the renewable energy policies original set out in the draft RSS.

The way in which the questions were asked and the nature of the climate change issue are such that the preferred options can be applied at the district wide level. In this respect the section within this report which deals with community area and settlement specific issues has been left blank. Whilst there were few comments relating to specific areas, numerous written comments were received which pointed to concerns relating to the potential impact of renewable energy development on the either landscape or historic character. The potential impact of a renewable energy scheme will be different depending on its location and the type of technology proposed. Furthermore numerous technologies currently on the market and in development have different characteristics which affect installation and operational cost. As such both national and regional government firmly support an open approach which stops short of favouring one type of technology over another. In light such a prescriptive policy has not been carried forward as a preferred option.

The preferred options identified within this supplementary report include

- In order to contribute to the national target of reducing CO₂ emission by 60% by 2050 and making real progress by 2020 the Council will promote and encourage energy efficient development. In order to achieve this...

New Residential Development

All new and refurbished residential buildings will achieve a minimum rating of Level 3 of the 'Code for Sustainable Homes' in order to minimise lifetime resource use, energy consumption, water use and waste production.

Larger scale residential developments within the district to be, will be designed and constructed to meet or exceed the levels of the Code for Sustainable Homes set out in Table 1 below. In achieving this objective, development will incorporate on-site renewable energy technology which will

reduce in CO₂ emissions from users of the development by a minimum of 20%.

New Non-residential Development

All new and refurbished non-residential buildings will as a minimum, achieve the requirements of BREEAM Very Good standard in order to minimise lifetime resource use, energy consumption, water use and waste production.

Larger scale non-residential developments will be designed and constructed to meet or exceed the CO₂ reduction minimum requirements set out in Table 2 below. In achieving this objective, development will incorporate on-site renewable energy technology which will reduce CO₂ emissions from users of the development by a minimum of 20%.

- The Council will support development of renewable energy schemes at the district, community and household scale subject to environmental assessment.

The preferred options identified in the transportation supplementary report are also relevant to the issue of tackling climate change.

The above preferred options have been formulated using current national and regional planning guidance and have had regard to the responses of the consultation. The options have been tested against the sustainability objectives of the Sustainability appraisal.

Introduction, purpose of document and context.

This document is the second element of the series topic papers that were published in order to present a coordinated view of the assessment of the evidence upon which we based our Core Strategy Issues and Options consultation. In order to make it easier for stakeholders to understand how we had reached our conclusions and as a key part of identifying the challenges facing our district and feasible options for addressing them, a series of 16 topic papers were written. These were as follows:

- [Topic 1 - Climate Change](#)
- [Topic 2 - Housing](#)
- [Topic 3 - Settlement Strategy](#)
- [Topic 4 - Supporting Communities](#)
- [Topic 5 - Biodiversity](#)
- [Topic 6 - Flooding](#)
- [Topic 7 - Agriculture](#)
- [Topic 8 - Retail](#)
- [Topic 9 - Economy](#)
- [Topic 10 - Tourism & Leisure](#)
- [Topic 11 - Planning Obligations](#)
- [Topic 12 - Waste & Pollution](#)
- [Topic 13 - Conservation](#)
- [Topic 14 - Design](#)
- [Topic 15 - Transport](#)
- [Topic 16 - Inclusive Design](#)

The Issues and Options that were identified within the topic papers formed the basis for the consultation document, "Salisbury and South Wiltshire, Our Place in the Future". This document represented a 'joined up' consultation exercise incorporating questions relevant to the Community Strategy and Salisbury Vision, as well as the LDF Core Strategy Issues and Options. This document was the subject of

consultation for 10 weeks between the 26th July and 5th October 2007. Over 50 public events were undertaken, to promote the process, and over 6,000 responses were received.

Review of Original Topic Papers

The next stage in the process is to review the initial evidence base in the topic papers and update where necessary and analyse the results of the consultation to formulate a set of preferred options. Where factual errors, anomalies or areas requiring clarification have been highlighted by the consultation, then these changes have been indicated on the original topic papers to show their evolution.

Analysis of Results of the Issues and Options Consultation

The next stage in the process is to review our analysis of the evidence base within the topic papers to take account of the outcome of the consultation and also update them where there has been a change in the evidence available to us since their publication. This review of the topic papers is an essential step on the road to producing the Core Strategy Preferred Options paper, which builds on the response of stakeholders to the issues and options we presented in the 'Our Place in the Future' paper. The following are the stages you should undertake to ensure all Topic Papers are reviewed in a robust and consistent manner.

Assessing the Local Need - Why Are We Developing Policies on Climate Change?

The need for this topic to be included within the emerging Local Development Framework has emerged clearly from an analysis of national and regional planning policy and an appraisal of the growing body of specialist literature and guidance given to local planning authorities. Furthermore original work that has formed part of the base of evidence which will inform the Local Development Framework process has highlighted that there is a need for a new and effective set of policies to help meet our objectives.

What are we trying to achieve - what are our overall objectives?

The core objectives as envisioned at the outset of this project were to develop a set of planning policies, which contribute to the following:

- social progress which recognises the needs of everyone
- effective protection of the environment
- prudent use of natural resources
- maintenance of high economic growth and employment

On a more specific level the original topic paper set out to provide the focus and justification for Salisbury District Council's commitment to sustainable design and construction in the development of the LDF. The paper set out relevant facts and figures concerning the targets for renewable energy generation for Salisbury district and Wiltshire, current performance against and the characteristics of Salisbury district in terms of sustainable design and construction. The topic paper also aimed to demonstrate how this preliminary evidence was used to identify preliminary issues and options requiring consideration in the Core Strategy and the assist in the formulation of proposals and policies as part of the Council's Core Strategy preferred options.

Taking a Spatial approach

It would be a crude mistake to develop a set of policies which are based on a 'one size fits all' premise. South Wiltshire is a rich and varied part of the Country and the

issues and challenges within it vary from place to place. For example, is it the case that the demand for affordable is uniform across the area or does it vary between settlements and should our policies reflect this. We feel that they should and this way we should produce spatial strategies that are rooted in the distinctive character of specific places and are tailored to solving their particular sets of problems. This is in a nutshell for us, what spatial planning is all about.

One of the drawbacks we have encountered in the past is that of plans and strategies being delivered over disparate areas, when it makes much more sense from the customers perspective to have them coordinated and covering the same areas. This is often called co-terminus service delivery and is based on joining up services and policy solutions so that they are more tailored to where they are needed.

To align our policy solutions to the areas where the issues are arising, we have taken a detailed look at how the diverse character of our district and assessed if there are broad areas which share similar characteristics and present similar sets of challenges.

The Wiltshire community areas were defined in the early 1990's in response to a review of local government boundaries that set greater store by 'natural' communities, i.e. areas that described real patterns of local life (shopping, employment, schooling, etc.) as opposed to administrative boundaries.

A number of dimensions were used to define these areas of local life including:- secondary school catchment areas, local convenience shopping patterns, postcode town boundaries, pre-1974 urban and rural district council boundaries, housing market areas, journey to work catchment areas, a historical study of patterns of local life by local historian, Dr. John Chandler, and the local geology/topography of the county. Six of Wiltshire's twenty community areas are in Salisbury district, namely:

- City community area
- Four Rivers community area (also known as Wilton area)
- Mere community area
- Nadder Valley community area (also known as Tisbury area)
- Southern community area (also known as Downton area)
- Stonehenge community area (also known as Amesbury or Northern area)

On analysis the justification for the Community areas appears just as valid today as it did when they were formed, being as they were based on a sound understanding of the hierarchy and function of settlements and how communities view their sense of place. Furthermore the issues and challenges identified do reflect the similarities within these existing areas and also the diversity between them.

However there is lilted point in rigidly sticking to a spatial pattern of interpreting the District if it is not appropriate to certain issues or challenges. For example the Military issues reach outside of the District to the north of the plain and similarly there is a huge synergy between Wilton and Salisbury. Therefore while, where appropriate the Community Plan areas will form the basis of our spatial model, it will not be pursued dogmatically so, and where the functional relationship between places dictates we will promote a flexible approach. In other words the areas defined by the community plans should best be considered as soft verges rather than cliff edges.

FINDINGS OF THE 'OUR PLACE IN THE FUTURE' CONSULTATION ON THE CORE STRATEGY ISSUES AND OPTIONS

What did we ask?

The main consultation document included a number of questions relating specifically to Climate Change. In the first instance people were asked to rank various issues in terms of their priority and also in terms of the satisfaction with action being taken at the local level. This section included 19 different issues, one of which was about climate change. A condensed version of the same questions were included in the **householder survey** and in the young peoples survey on the **yeah but** (schools survey) website. In this instance the questions related what sort of priority climate change should be given within planning policy and also what sort of priority climate change has at the local level.

Under the heading '*Issue 1- Ensuring a sustainable future for South Wiltshire- Our Greatest Challenge*' the main consultation sort views on specific issues related to climate change and renewable energy. These included...

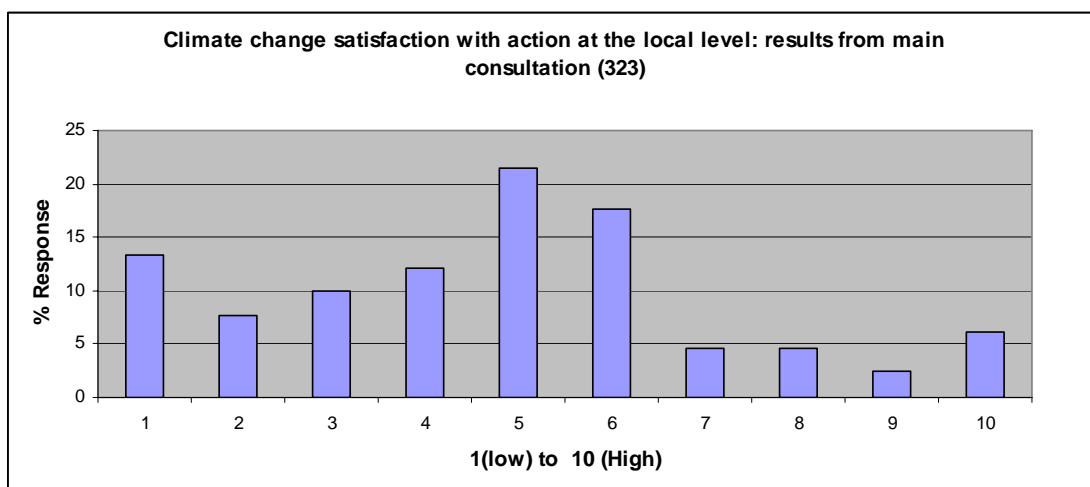
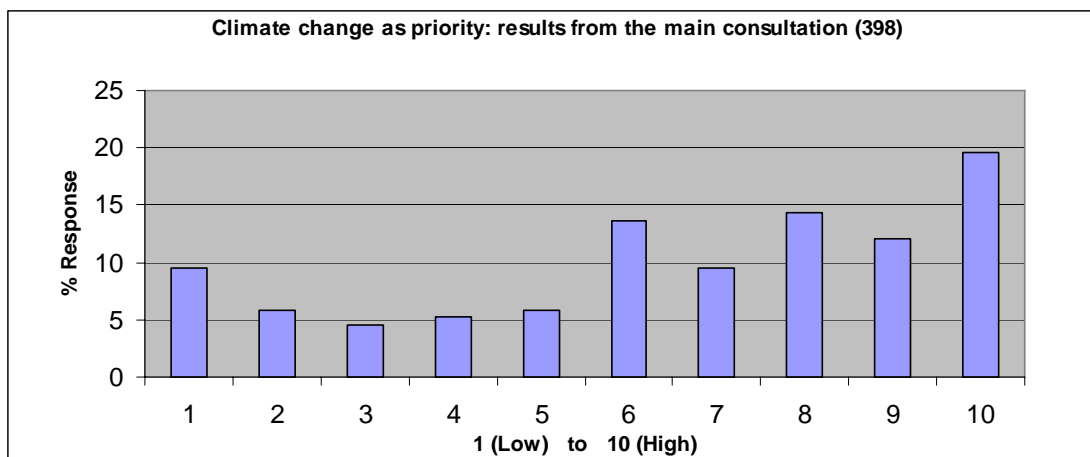
- Climate change and global warming should be a top priority for action
- We should make a policy that encourages the development of renewable energy technologies within the district.
- Please rank from 1(low) to 10 (high) your level of support for the following...
 - Solar power schemes
 - Wind energy
 - Hydro schemes (generating energy from moving water)
 - Biomass - energy from crops, wood fuel, straw, etc
 - Biomatter - agricultural waste such as poultry litter
 - Geothermal (generating energy from underground heat sources)
- In the interests of reducing CO₂ emissions and combating climate change, we could make a policy that would require new developments of a certain size to off-set a proportion of their predicted energy use by generating renewable energy on-site.
- We could set 10% as an appropriate minimum target for the generation of on-site renewable energy in new developments.
- We could encourage locally-based community heating schemes (which would use energy-efficient sources such as Combined Heat and Power and/or renewable energy).
- In the interests of reducing CO₂ emissions and combating climate change, we could set targets for additional energy performance in new development, which would exceed the current minimum standards in the building regulations.

Questions relating to climate change were also incorporated into Option 22 under the heading '*Making the best use of scarce resources and fighting global warming*'. This section included the following questions...

- Business and commercial development should be required to address the causes and consequences of climate change and should not be considered a 'special case' or exempted.
- High environmental standards will be required for all new employment premises.
- New business development should be efficient in its use of energy and natural resources such as water
- Encouraging people to work from home is environmentally friendly and should be encouraged through the design of new housing and a positive approach to the re-use of outbuildings.

Summary of responses

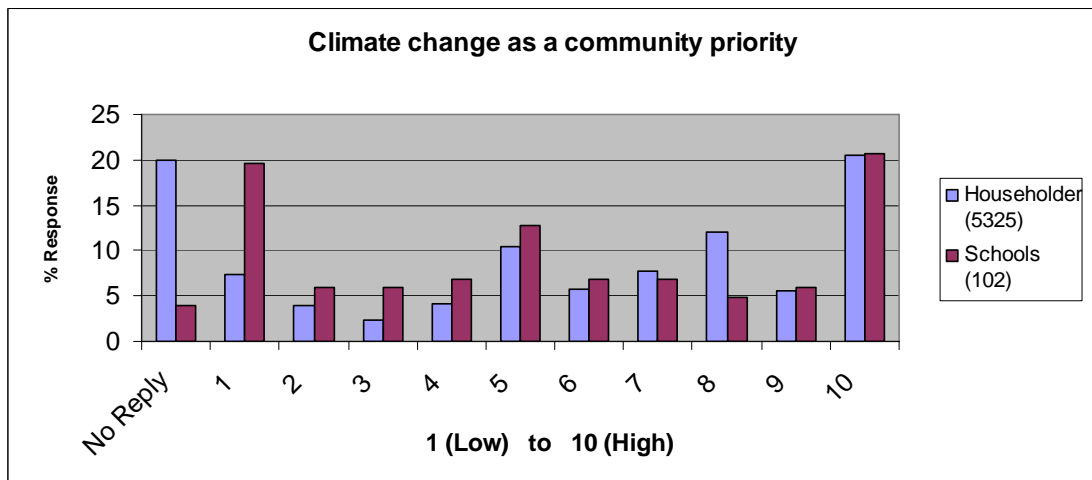
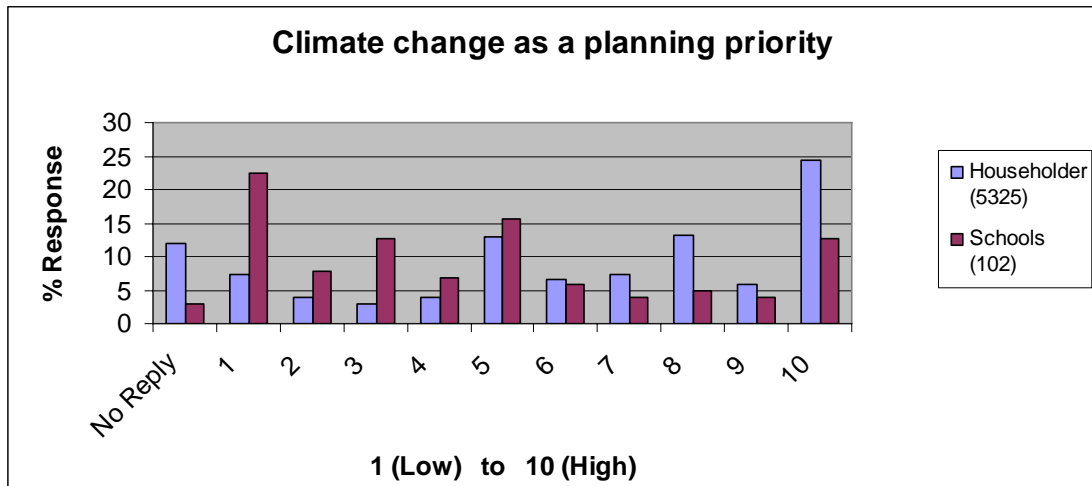
The graphs below show the percentage of responses to the *'priority and satisfaction'* question contained within the main consultation. The number in brackets shows the total number of respondents to the question.



The first graph shows that the climate change is at the upper end of the spectrum when it comes to being a priority. The distribution of results shown in the second

graph indicates that satisfaction with the way in which it is being tackled where they live is skewed at the lower end of the spectrum. When viewed against the rest of, the priorities climate change is ranked 14th out of 19 in terms of priority issues and 13th out of 19th in terms of satisfaction.

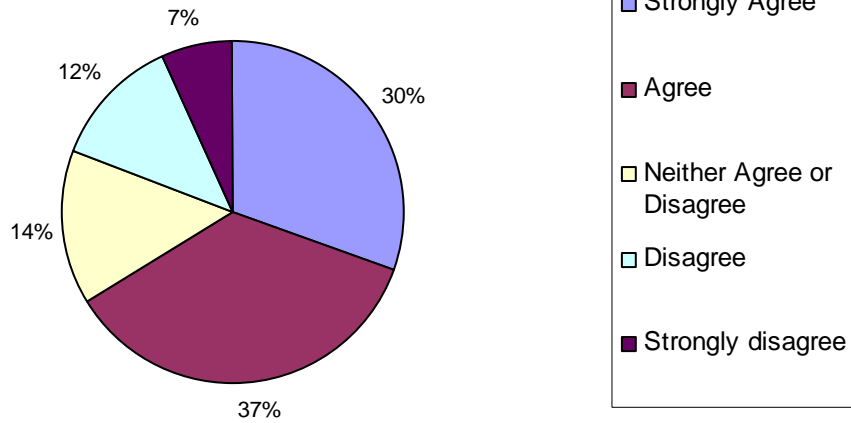
The graphs below show the percentage responses to the householder and schools surveys. The first graph shows the percentage response for climate change as a planning priority while the second graph shows climate change as a local priority. The number in brackets shows the number of respondents to the question.



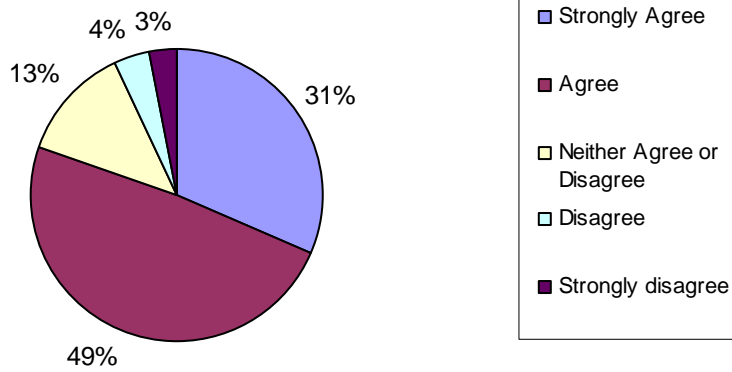
When comparing climate change against the other priorities identified in the question, the responses are almost reversed between the householder and schools survey. The school survey rates climate change as a low planning priority but high priority at the local level. Conversely the householder survey rated climate change as generally high (5th) planning priority but a low (14th) local priority.

Below are a series of graphs which illustrate the percentage response to those options posed in 'Issue 1- Ensuring a sustainable future for South Wiltshire- Our Greatest Challenge'. As indicated before, the number in brackets is the total number of respondents to that particular question.

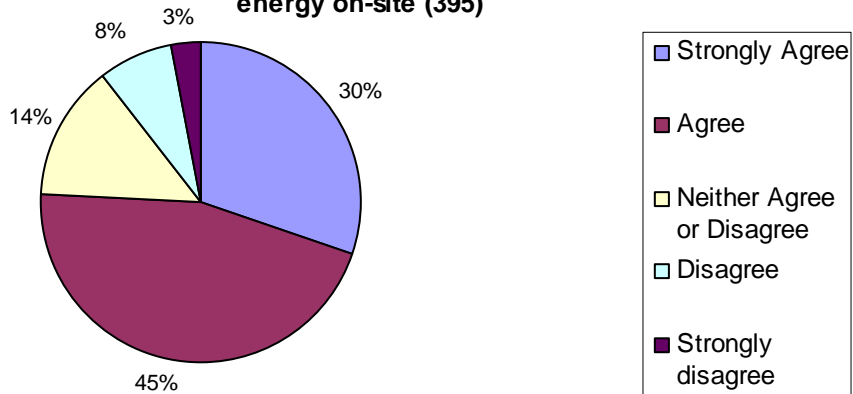
Climate change and global warming should be a top priority for action (400)



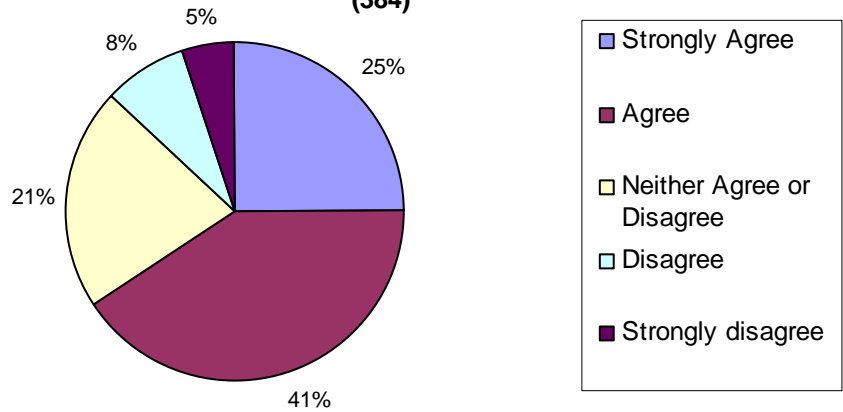
We should make a policy that encourages the development of renewable energy technologies within the district (396)



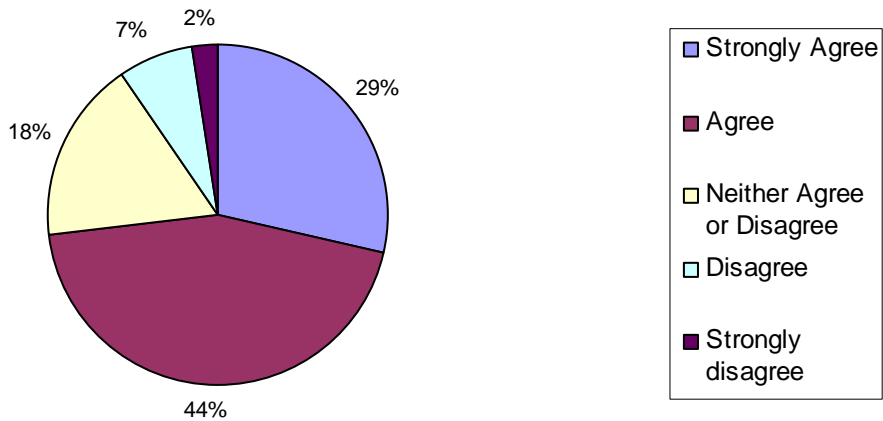
In the interests of reducing CO2 emissions and combating climate change, new development of a certain size should offset a proportion of their energy use by generating renewable energy on-site (395)



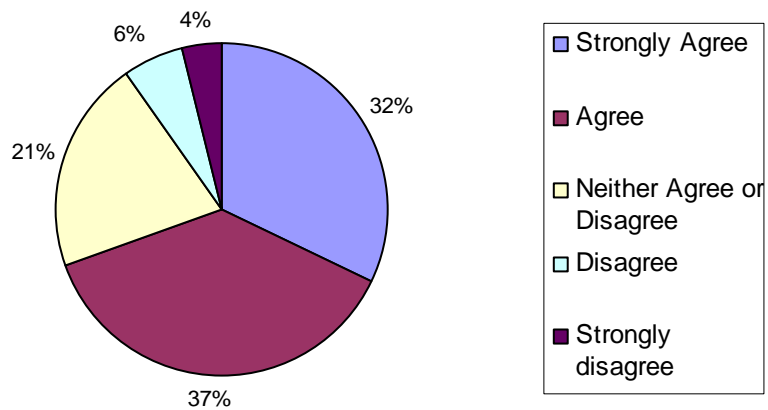
We could set 10% as an appropriate minimum target for the generation of on-site renewable energy in new development (384)



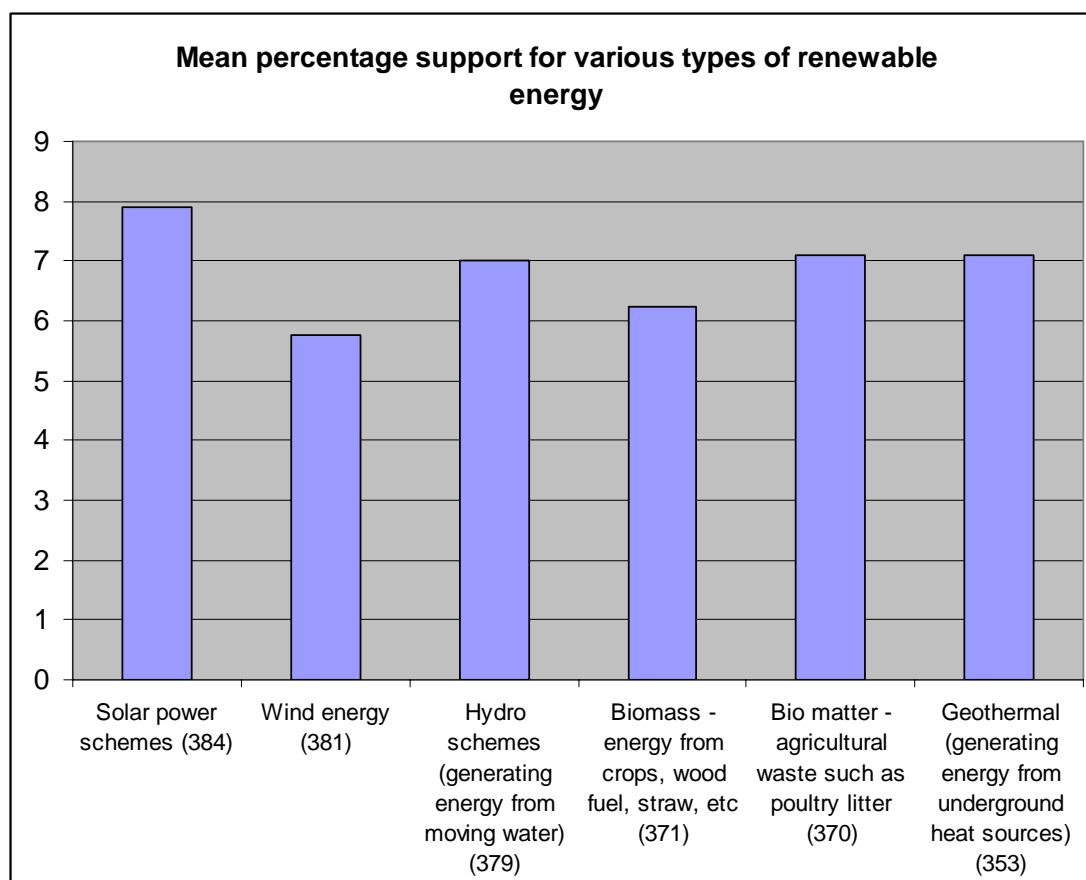
We could encourage locally-based community heating schemes that utilises more efficient or renewable energy (372)



We could set targets for additional energy performance in new development which would exceed the current minimum standards in the building regulations (375)



This graph shows the 'mean' or average percentage of support of different renewable energy technology. Respondents were asked to rank their support for each technology on a scale of 1 to 10, with 1 being the lowest and ten being the highest.



As can be seen from the above graphs, there is a majority support for the options that were presented in this section. In terms of the type of renewable energy technology supported, solar power schemes were the most popular while wind turbines were the least popular.

This section attracted numerous comments which included...

'Renewable sources of energy make an important contribution to greenhouse gas emissions reduction. We would like to stress the importance of small-scale schemes, which reduce the losses incurred by transmission of electricity over long distances.'

'Of the energy sources listed we would rate solar power, both photo-voltaic generation and water heating systems, at the top of the list. Microhydro should be given serious consideration...'

'I think all new homes should have planned some form of renewable energy to be given planning permission.'

'This would all be down to viability and cost. It could become standard in new buildings, but what about existing ones?'

'Don't use land to grow crops just for bio-energy, but use waste materials that would otherwise go to landfill.'

'Is Geothermal possible here?'

'Nuclear power. As long as it is appropriately managed'

'We have to be careful not to adversely effect our own competitiveness and way of life by being too demanding with targets. We are a tiny place producing relatively small amounts of co2. Be realistic about what we try to achieve.'

'tackling climate change should not be our top priority because: a- mankind has shown in the past that we are better equipped to adapt to climate change than most species.Science has found only a smallish trend which it cannot irrefutably prove is due to mankind's activities or specifies a practical programme to 'correct' that trend. Salisbury district is well in land and not overly under threat. However, I don't disagree we should do our bit.'

'While the recognition of climate change and the need to ensure a sustainable future are welcomed, the approach identified to address these issues as set out in Option 3 is limited. The issues set out on page 4 of the questionnaire only relate to renewable energy and could be strengthened significantly by recognising the contribution that modal shift can make. In particular the issue does not recognise Policy TR1 'Demand Management and Public Transport in SSCTs' of the draft RSS which requires a step change in the prioritisation of public transport and better integration of developer proposals and public transport provision.'

'UK targets are a farce- unless USA/ India/ china participate our contribution is worthless.'

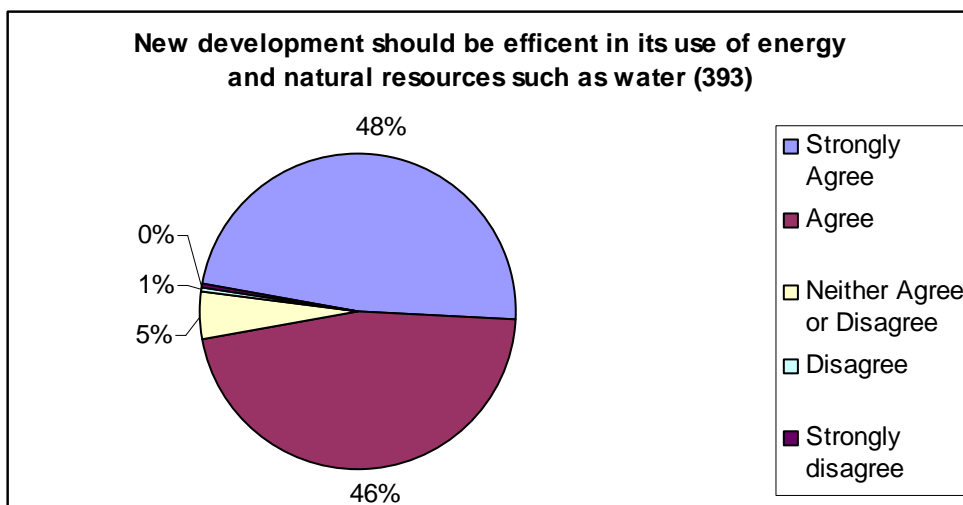
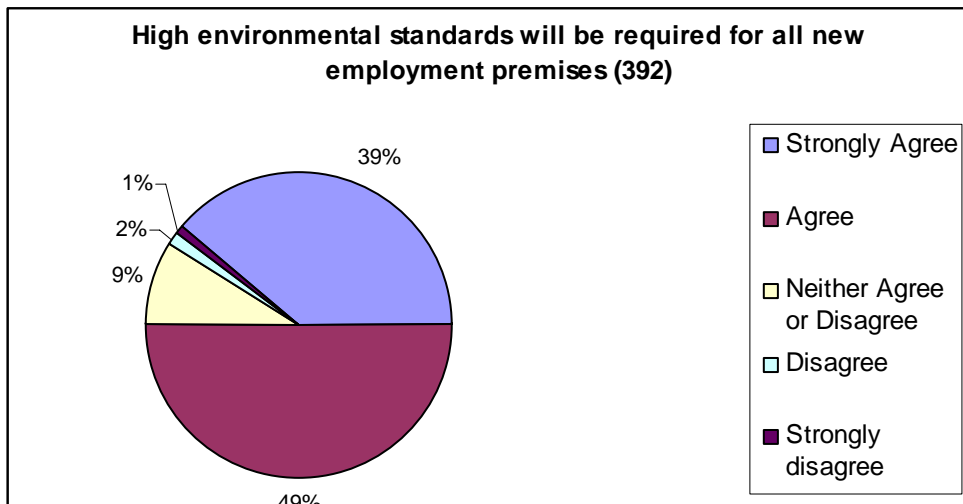
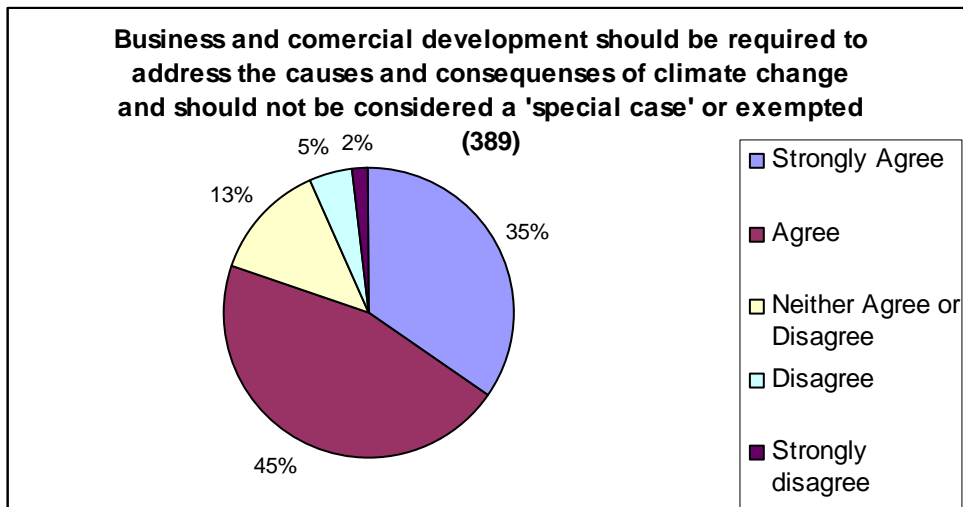
'We must not have wind turbines which blot our landscape.'

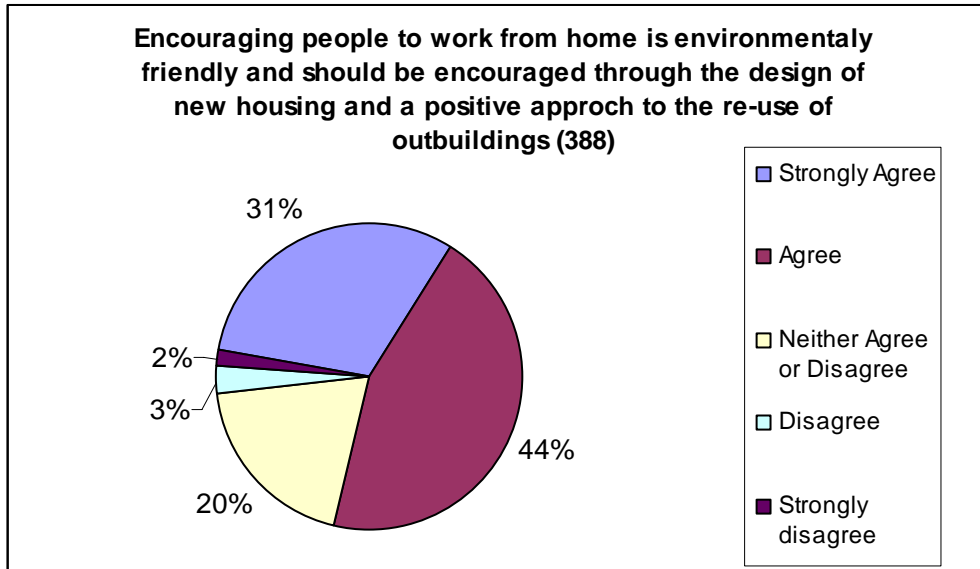
'Generation of electrical power is best left to the existing national suppliers.'

'This is simply a tax gathering exercise. Whatever we do will not affect the result of excesses of China, Russia, India and USA. Our contribution is minimal. Forget it.'

'Setting a minimum target could discourage developers from exceeding it. Make it clear in the planning process that the maximum possible on site energy generation is what is expected. There are other issues that can help to combat climate change - reducing existing energy consumption and emissions from transport for example. Renewables are only one piece in a complex system.'

Below are the results to question posed in option 22 and shows the distribution of responses as a percentage. The numbers in brackets indicates the number of respondents to the particular question.





Each question had a generally positive response with the majority of respondents either agreeing or agreeing strongly to the options proposed. This section of questions again attracted a wide variety of comments which include the following responses...

'The business and commercial sector should be subject to the same high standards of Climate Neutral development as the housing sector. We would add the importance of reducing the need to travel by locating work close to people's homes. Also business and commercial developments need to have a robust Travel Plan and to contribute to local cycling infrastructure to link into the cycle network. Large employers or groups of employers could be encouraged to provide workplace transport for staff.'

'Is global warming a fact?'

'Do we actually have any water shortage in Southern Wiltshire? Saving it here won't help elsewhere.'

'All new employment buildings should be constructed to the highest standards to maximise energy conservation and minimise water use (including grey and rain water recycling) and energy generation on site where possible. Facilities can be paid for by the developer if not provided within a specific time'

'...village offices may be a better option'

Analysis of responses

Spatial analysis of results

Implications on a district-wide or wider area

Renewable energy and climate change

Planning Policy Statement 1 places sustainable development at the core of the planning system. Central Government has adopted the following core aims for sustainable development...

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- The prudent use of natural resources; and,
- The maintenance of high and stable levels of economic growth and employment.

These aims are wide reaching and the provision of energy from renewable resources has a clear part to play in achieving them.

The climate change topic paper examined the need to reduce CO₂ emissions, which is the main 'greenhouse' gas contributing to global temperature increase and climate change. As such, the questions in the issues and options consultation were concerned with reducing CO₂ through the design of buildings and renewable energy. It is clear from the consultation that concentrating solely on renewable energy did not explore the wider issues of sustainability which need to underpin all of the policies within the forthcoming LDF.

Whilst the generation of energy from renewable resources can reduce the CO₂ emissions, it is not the only way in which this can be done. Policies relating to transport, be it private or public transport, can have a huge impact on CO₂ emissions. Transport policies in turn are influenced by policy decisions relating to the location of new housing and employment. Although underpinning many of the options, the connection between tackling climate change and transport and the location of housing and employment was not expressly clarified. Notwithstanding this, many of the respondents to the consultation have made it clear that they consider climate change a priority and that it is not solely linked to renewable energy. One of the main objectives of central government transport policy is to reduce the reliance on the private motor vehicle. The key mechanism by which this should be achieved is by locating new development in locations which have a good range of services and access to public transport. This is reflected in emerging regional planning policy and recognises the significant contribution that reductions in commuting by private motor car can have in reducing CO₂ emissions. The link between sustainable transport and climate change are reflected in the settlement strategy, which sets out the approach to locating future development within the district. The supplementary topic paper on transport has also explored this topic and has gone into further detail about the role of transport policy has to play in tackling climate change.

As mentioned previously, many of the consultation questions related to potential policies for renewable energy. In the first instance, over 80% of respondents either agreed or agreed strongly that a policy should be created that encourages renewable energy technologies within the district. This approach supports the national planning guidance in PPS 1 which seeks to promote the prudent use of natural resources as an element of sustainable development. Further guidance in *PPS 22: Planning for Renewable Energy*, paves the way for Local Planning Authorities (LPA's) to actively promote renewable energy within their districts. At the regional level, the Draft RSS again seeks to promote renewable energy across the South West as a way of reducing the regions 'carbon footprint' and contributing to global sustainability. The draft RSS defines carbon footprint as...

Is a representation of the effect human activities have on the climate in terms of the total amount of greenhouse gases produced (measured in units of carbon dioxide)

The focus on reducing CO₂ emissions is framed against the UK's international commitment to cut carbon dioxide emissions by some 60% by 2050. These

reductions are deemed necessary because CO₂ has been identified as the main 'greenhouse' gas which is causing global temperature increase which in turn contributes to global climate change.

Although nationally there is a requirement for CO₂ emissions to be reduced, PPS 22 stops short of requiring RSS to meet a particular share of the target. Instead this is left open, in full recognition of the different environmental, economic and social considerations which apply to the regions. The draft RSS and the EiP panel report have suggested targets for on-shore renewable energy which have been disaggregated across the counties. The ultimate goal is for 20% of the SW regions electricity is generated from renewable sources by 2020 in order to contribute to the overall UK target. For the region the RSS target aspires to between 809-611 megawatts (MW) installed capacity with an aggregated figure for Wiltshire of between 65-85 MW.

The promotion of renewable energy as a means of combating climate change has multiple dimensions within the context of planning. The current local plan policies only seek to 'encourage' renewable energy within the district but did not set any thresholds or differentiate between on-site renewable energy on new development or larger scale renewable energy development. As outlined in the previous climate change topic paper, this has led to relatively few schemes coming forward within the district over the last plan period. Given the weight of regional and central Government guidance and the general positive response to the consultation, it seems there is momentum for a positive and proactive approach to renewable energy over the forthcoming LDF plan period.

The consultation responses showed that a positive approach to renewable energy development within the district was popular. The main consultation posed questions relating to the type of renewable energy technologies that were favoured. The results of this indicated that wind energy technology was the most unpopular and that solar energy was the most popular. Whilst this shows a general trend in favour of some technologies over others, the current central government guidance prevents prescriptive policies which would preclude any type of renewable energy. The potential impact of a renewable energy scheme will be different depending on its location and the type of technology proposed. Furthermore the renewable technology sector is an emerging market which is fast changing due to new research. Both national and regional government firmly support an open approach which stops short of favouring one type of technology over another. The preferred option would be to ensure that a positive approach to the provision of renewable energy development is taken within the district but that specific criterion based policies are developed in the future. This will ensure that proper consideration would be given to the potential impact of any renewable energy development without stifling development arbitrarily.

In order to measure the success of the policy, the annual monitoring report should include a trajectory for renewable energy. This will ensure that there is clear understanding of the amount of renewable energy that is generated within the district and from what sources.

Onsite Renewable energy and energy efficiency policies

Whilst reducing CO₂ emissions as a response to global warming is worthwhile in its own right, the use of renewable energy can also increase the resilience of energy supply within the UK. This relates to the fact that the UK is becoming increasingly dependent on foreign energy supply, and that this in turn is dependent on the policy and political stability of other countries. Policies on renewable energy and particularly energy efficiency can also have an impact on fuel poverty. A definition of

fuel poverty is those households that spend 10% or more of their income keeping warm. For those on low incomes fuel poverty this can be a particular issue and is a product of a combination of things such as poor housing stock characterised by inefficient boilers and poor insulation and rising energy prices.

The consultation posed a number of questions relating to potential policies which would require new development to incorporate renewable energy technologies from the outset. This question followed the draft RSS guidance (policy RE5) of requiring new developments to incorporate renewable technologies on-site in order to reduce CO₂ from energy use by users of the development by 10%. The consultation responses seem to support the premises of a policy requiring renewable energy technologies to be incorporated into new development. Approximately 75% of respondents either agreed or agreed strongly that a so-called '10%' policy should be adopted within the LDF. Interestingly some 21% of the respondents to this question neither agreed nor disagreed to the idea of a 10% policy which left only a small minority of respondents who thought it was a bad idea. Furthermore, the consultation results indicate that approximately 80% of respondents agreed or agreed strongly that on-site renewable energy should be provided in business and commercial development rather than these being treated as a special case. The panel report on the draft RSS has altered the nature policy RE5 and the linked policy G (sustainable construction).

The panel report has suggested that the original policies on renewable energy were out of alignment with the proposed changes to the building regulations. The panel report has suggested that policy RE5 be altered in order to achieve a 20% minimum reduction in CO₂ emissions through on-site renewable energy in new development. The panel report also provides a clear definition of what 'onsite' means in order to ensure that the requirement is actually delivered. The definition of onsite excludes

- Carbon off-set payments
- The purchase of green energy generated offsite and provided through the national grid

The issues and options consultation questions did not go so far as to suggest criteria or thresholds for which developments should incorporate renewable energy, the Draft RSS did. The draft RSS sets a threshold for the types of developments to which the policy would apply but defines these as loosely as 'large scale' but other guidance (and some adopted Core Strategies) use the following definition...

- Non-residential development with a floor area of 1,000 m² or being developed on a site having an area 1ha or
- housing development of 10 or more dwellings (being developed on a site having an area 0.5 ha if the number of dwellings is not number specified)

The panel report has also recommended changes in the threshold for developments that will require renewable energy technology to be provided onsite. The panel report adopts the following thresholds for development

- Residential, 10 or more dwellings
- Non residential >1000m²

Against this background it is recommended that the 10% policy proposed in the issues and options is increased to 20% in-line with panel report and adopts the same development threshold.

As outlined in the previous topic paper, the Code for Sustainable Homes and the Building Research Establishment Environmental Assessment Method (BREEAM) are ways of measuring and quantifying the sustainability of new development. Essentially these standards give a level or star rating as to the sustainability of development including water usage, lifetime emissions and proximity to facilities. Both of these standards require building techniques which are over and above the current minimum standard of the building regulations. The consultation asked a number of questions relating to potential policies which would require development to achieve high standards of energy efficiency. Approximately 69% of respondents either agreed or agreed strongly that a policy should be created that improved energy performance over that of the minimum set out in the building regulations. Some 89% of respondents either agreed or agreed strongly that new business development should be required to have high environmental standards while 94% either agreed or agreed strongly that business development improve its energy and natural resources efficiency. This suggests very wide spread support for some sort of energy efficiency policy to be incorporated into the LDF so that new development does not get planning permission unless it ensures high levels of energy efficiency. This approach is supported by policy G of the Draft RSS which seeks to ensure that both non-residential and residential development meets a minimum standard in the BREEAM and Code for Sustainable Homes system. The BREEAM system applies to non-residential while the Code for Sustainable Homes relates to new housing. At the draft stage this was set at BREEAM 'Very Good' for non residential development and level 3 of the Code for Sustainable Homes for housing. A further requirement of this policy was to impose a level 5 rating on the Code for Sustainable Homes for all large scale residential development. The panel report makes a number of recommendations to policy G in order to align this policy to the future changes in the building regulations and to differentiate between residential and non residential across the life of the RSS.

In terms of housing, the recommendation of the panel report would require all new and refurbished residential development built within the district will have to meet level 3 of the code for sustainable homes. This type of development will not be required to provide renewable energy technology onsite. Higher standards are applied to larger scale developments development on a sliding scale through out the plan period. For larger scale developments there is also the requirement to incorporate onsite renewable energy technology. The table below shows the thresholds and how these alter over the plan period.

Thresholds and minimum requirements for residential development

Plan Period	Scale of Development	Level of the Code for Sustainable Homes	Minimum on-site renewable energy
2008-2010	Residential 10 or more dwellings	Level 4	20% reduction in CO ₂ emissions
2011-2015	Residential 10 or more dwellings	Level 5	
2016 onwards	Residential 10 to 50 dwellings	Level 5	
	More than 50 dwellings	Level 6	

Source: Adapted from Appendix C (vii) EiP Panel Report.

In terms of non-residential development, the approach is slightly different. In the first instance, all new or refurbished non-residential development should achieve a

BREEAM rating of 'Very Good'. As with housing, this type of development will not be required to provide renewable energy technology onsite. The report again recommends phased approach to the reduction of carbon emissions on larger scale non-residential development. As with housing, 20% of the carbon reduction will be expected to come through onsite renewable energy technology. The table below shows the thresholds for development and the changes in requirements over the plan period.

Thresholds and minimum requirements for non-residential development

Plan Period	Scale of Development	Minimum requirements for onsite CO ₂ reduction required beyond part L of the Building Regulations	Minimum on-site renewable energy
2008-2010	Non – residential over 1000m ²	25% of regulated emissions (25% of 2006 TER)	20% reduction in CO ₂ emissions
2011-2015	Non – residential over 1000m ²	34% of regulated emissions (34% of 2006 TER)	
2016 onwards	Non – residential over 1000m ²	44% of regulated emissions (44% of 2006 TER)	

Source: Adapted from 'Supporting and Delivering Zero Carbon Development' (Faber Maunsell and Peter Capener) 2007

The TER stands for Target carbon dioxide Emissions Rate measured in kilograms of CO₂ per square metre of floor space per year. This is the maximum regulated emissions that any building is able to produce under the current Building Regulations. This phased approach across the district will ensure that the urgent action needed to taken climate change is taken as soon as possible whilst also giving the market time to adapt to the change. It should be mentioned that although recommended in the panel report, the above policy approach is not formally adopted within the draft RSS and that the, if it is, the core strategy would simply have a 'sign post' to the relevant RSS policy rather than including its own version of the policy. Until such time as it is adopted it is recommended that the above approach forms the basis of the Districts Core Strategy policy on renewable energy.

The draft RSS goes onto state that...'*Individual Local Planning Authorities may use lower thresholds for what constitutes a larger-scale development and set higher percentages for on-site generation, taking into account the impact on initial and lifetime affordability of homes*'. However, the approach set out within the panel report is a robust one which is designed to be fairly prescriptive across the whole region which avoids a piecemeal approach. Although individual authorities are able to set there own thresholds and percentages depending on local circumstances it is recommended that the core strategy preferred option adopts the RSS approach verbatim. This is principally due to the absence of evidence to justify requiring higher policy which would require more than that of the RSS.

The above policy approach will deal with renewable energy proposal on new development. However, this does not deal with the potential for retro fitting renewable energy technology to the existing housing stock or the potential of providing large scale renewable energy schemes. The central government within PPS 1 and 22 takes a positive approach to the provision of renewable energy development. The development of small scale renewable energy technologies that

can be installed in existing domestic and non-domestic development is becoming increasingly popular. The *General Permitted Development Order 1995* is the document which details what type of development can take place without the need to apply for planning permission. The current legislation is rather vague on the issue of renewable energy technology, particularly where this relates to dwellings. Central Government currently is reviewing the whole permitted development procedure. Although this has not been completed, early indications are that renewable energy technology will be dealt with specifically and in a large number of cases will not require planning permission. However, it would be wise to construct a criteria-based policy in the later DPD which will provide a firm framework as to where this type of development will be appropriate.

Implications for the six community areas

In terms of the options presented in the consultation, the results have yielded no comments which can be applied to a specific community area or settlement. This perhaps reflects the overarching nature of the subject matter and its importance as a guiding principle for other policies within the plan, rather than a policy in its own right. There are however general comments relating to the potential impact of both large and small renewable energy schemes on the landscape and historic environment. The type of renewable energy technology which can be incorporated into a particular development will be dependent on individual site characteristics. In light of this there are no prescriptive policy options at the individual community or settlement level which can be identified as at the core strategy stage. Such detail will need to be discussed in future design briefs and the Salisbury and Wilton Area Action Plan. Criteria for assessing future planning applications will need to be explored further in the development control policies DPD.

Mere and District

Local centre: Mere

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Zeals

No relevant spatially distinctive information for this area has emerged from the consultation.

Cluster villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Other villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Rural issues:

No relevant spatially distinctive information for this area has emerged from the consultation.

Nadder valley

Local centre: Tisbury

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Hindon

No relevant spatially distinctive information for this area has emerged from the consultation.

Cluster villages: Ludwell, Donhead St Andrew, Donhead St Mary, Charlton.

No relevant spatially distinctive information for this area has emerged from the consultation.

Other villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Rural issues:

No relevant spatially distinctive information for this area has emerged from the consultation.

Stonehenge

Northern urban cluster: Amesbury, Bulford, Durrington

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Shrewton

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Porton

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Winterbourne Dauntsey / Earls / Hurdcott

No relevant spatially distinctive information for this area has emerged from the consultation.

Cluster villages: Winterbourne Dauntsey / Winterbourne Earls,

No relevant spatially distinctive information for this area has emerged from the consultation.

Hurdcott, Winterbourne Gunner, Idmiston, Porton, Gomeldon.

No relevant spatially distinctive information for this area has emerged from the consultation.

Other villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Rural issues:

No relevant spatially distinctive information for this area has emerged from the consultation.

Four rivers: Ebble, Nadder, Wylde, Till.

Local centre: Wilton

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Dinton

No relevant spatially distinctive information for this area has emerged from the consultation.

Cluster villages: Great Wishford, South Newton, Stoford.

No relevant spatially distinctive information for this area has emerged from the consultation.

Other villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Rural issues:

No relevant spatially distinctive information for this area has emerged from the consultation.

Southern

Local centre: Downton

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Alderbury

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: Whiteparish

No relevant spatially distinctive information for this area has emerged from the consultation.

Main village: The Winterslows

No relevant spatially distinctive information for this area has emerged from the consultation.

Cluster villages: Morgans Vale, Woodfalls, Redlynch, Lover, Bohemia.

No relevant spatially distinctive information for this area has emerged from the consultation.

Other villages:

No relevant spatially distinctive information for this area has emerged from the consultation.

Rural issues:

No relevant spatially distinctive information for this area has emerged from the consultation.

Salisbury City

No relevant spatially distinctive information for Salisbury has emerged from the consultation.

Follow-up work required as result of consultation

The panel report has recommended an alteration to the renewable energy policy wording contained within the draft RSS but the wording has yet to be agreed. In order to ensure the consistency across the region that the RSS desires, it is suggested that the preferred options reflect those of the core strategy. This will need to be monitored in order to ensure that core strategy policies are compatible with the final adopted RSS policy.

Once completed the landscape character assessment will be useful in making decisions on the larger scale renewable energy schemes. However, specific landscape work in relation to this type of scheme would be beneficial.

THE IDENTIFICATION OF PREFERRED OPTIONS FOR THIS TOPIC AREA

Preferred Option from Stakeholder feedback	Sustainability Appraisal*	Alignment with national and regional policy**	Deliverability***	Other and action****
<p>Renewable energy and efficiency</p>	<p>This approach supports... <u>Objective 7</u> which seeks to improve the energy efficiency of buildings and promote renewable</p>	<p><u>National</u> The policy supports the overall aims of sustainable development outlined within PPS 1 and its recently published</p>	<p>Yes.</p>	<p>Further information regarding the criteria which will be applied in assessing applications for planning permission for renewable energy</p>

<p>In order to contribute to the national target of reducing CO2 emissions by 60% by 2050 and making real progress by 2020 the Council will promote and encourage energy efficient development. In order to achieve this...</p> <p><u>New Residential Development</u> All new and refurbished residential buildings will achieve a minimum rating of Level 3 of the 'Code for Sustainable Homes' in order to minimise lifetime resource use, energy consumption, water use and waste production.</p> <p>Larger scale residential developments within the district to be, will be designed and constructed to meet or exceed the levels of the Code for Sustainable Homes set out in Table 1 below. In achieving this objective, development will incorporate on-site renewable energy technology which will reduce in CO₂ emissions from users of the development by a minimum of 20%.</p> <p><u>New Non-residential Development</u> All new and refurbished non-</p>	<p>energy</p> <p><u>Objective 9</u> which seeks to improve air quality and reduce green house gas emissions</p>	<p>supplement, planning and climate change, specifically the need to use natural resources prudently. The policy also supports the PPS1 aim of ensuring that LDF policies contribute to global sustainability by addressing the causes and potential impacts of climate change through policy.</p> <p>The policy also supports the statement in PPS 22 which allows LPA's to include policies within the LDF which require a percentage of energy from development to be generated on site.</p> <p>The phased approach top the policy reflects the national commitment outlined in the energy white paper, to reduce CO₂ by 60% in 2050 and to make real progress by 2020. Also, the phased approach supports the government commitment to make all new homes 'zero carbon' by 2016 as outlined in '<i>Building a greener future</i>'.</p> <p><u>Regional</u> The first phase of the</p>	<p>projects will need to be explored fully in the development control policies DPD. Sites within the AONB and the Special Areas of Conservation will need to be assessed to ensure that the objectives of the designated area are not undermined. Further clarification should be contained within the development control policies DPD.</p>
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Renewable energy schemes	This approach supports...	<u>National</u> The policy supports the	Yes-	Further information regarding the criteria
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<p>The Council will support the development of renewable energy schemes at the district, community and household scale subject to environmental assessment.</p>	<p><u>Objective 7</u> which seeks to improve the energy efficiency of buildings and promote renewable energy</p> <p><u>Objective 9</u> which seeks to improve air quality and reduce green house gas emissions</p> <p>Depending on the scale and nature of the scheme there may be potential conflict with Objective 16 which seeks to conserve and enhance the districts landscape.</p>	<p>overall aims of sustainable development outlined within PPS 1 and its recently published supplement, planning and climate change, specifically the need to use natural resources prudently. The policy also supports the PPS1 aim of ensuring that LDF policies contribute to global sustainability by addressing the causes and potential impacts of climate change through policy.</p> <p>The policy also supports the statement in PPS 22 which seeks to promote a positive approach to renewable energy development.</p> <p><u>Regional</u> This policy supports RSS policies RE1 and RE3 which seek to increase the amount of renewable electricity and renewable heat generated within the region.</p>		<p>which will be applied in assessing applications for planning permission for renewable energy projects will need to be explored fully in the development control policies DPD. Sites within the AONB and the Special Areas of Conservation will need to be assessed to ensure that the objectives of the designated area are not undermined. Further clarification should be contained within the development control policies DPD.</p>
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***With the Sustainability Appraisal rank from Positive, neutral or negative**

**** does it accord with strategic policy say yes or no**

***** Is it a realistic goal?**

****** Any other influencing factors and given the assessment should it be pursued as a preferred option**

Table 1- Residential Development

Plan Period	Scale of Development	Level of the Code for Sustainable Homes	Minimum on-site renewable energy
2008-2010	Residential 10 or more dwellings	Level 4	20% reduction in CO ₂ emissions
2011-2015	Residential 10 or more dwellings	Level 5	
2016 onwards	Residential 10 to 50 dwellings	Level 5	
	More than 50 dwellings	Level 6	

Table 2- Non- Residential Development

Plan Period	Scale of Development	Minimum requirements for onsite CO ₂ reduction required beyond part L of the Building Regulations	Minimum on-site renewable energy
2008-2010	Non – residential over 1000m ²	25% of regulated emissions (25% of 2006 TER)	20% reduction in CO ₂ emissions
2011-2015	Non – residential over 1000m ²	34% of regulated emissions (34% of 2006 TER)	
2016 onwards	Non – residential over 1000m ²	44% of regulated emissions (44% of 2006 TER)	